

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment - February 28, 2020**

**Ordinance/Application No.:** 2020-090 / L-5411-19C

**Property Location:** 11134 New Kings Road (U.S. 1) between Dunn Avenue and Trout River

**Real Estate Number(s):** 004246-0000

**Property Acreage:** 2.70 acres

**Planning District:** District 6, North

**City Council District:** Council District 7

**Applicant:** Cyndy Trimmer, Esquire

**Current Land Use:** RPI (1.31 acres) and LDR (1.39 acres)

**Proposed Land Use:** ROS

**Development Area:** Suburban

**Current Zoning:** RLD-60

**Proposed Zoning:** ROS

***RECOMMENDATION: APPROVE***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

Applicant would like to create a recreational vehicle park.

**BACKGROUND**

The 2.70 acre subject site is located on the west side of New Kings Road (U.S. 1). New Kings Road is classified as a major arterial road. Presently the property is a mobile home park. The applicant would like to change the land use categories of the park from Residential-Professional-Institutional (RPI) and Low Density Residential (LDR) to Recreation Open Space (ROS) to allow for a recreational vehicle park. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-091.

The area surrounding the amendment site is a mix of uses consisting of mobiles homes, single-family dwellings, vacant land, retail, and wetlands in the LDR and

Community/General Commercial (CGC) land use categories. Attachment A-1 shows the proximate land use categories in the area and Attachment A-2 shows the land utilization surrounding the application site.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: LDR and CGC

Zoning: RLD-60 and Planned Unit Development (PUD)

Property Use: mobile homes, wetlands, and the Trout River

South: Land Use: LDR and CGC

Zoning: RLD-60 and Commercial Community/General-2 (CCG-2)

Property Use: single-family dwellings, mobile homes, retail, and vacant land

East: Land Use: LDR and CGC

Zoning: RLD-60, CCG-2, and Residential Rural-Acre (RR-Acre)

Property Use: retail, wetlands, boat ramp, and the Trout River

West: Land Use: LDR

Zoning: RLD-60

Property Use: single-family dwellings, mobile homes, vacant land, and wetlands

## **IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

### **Impact Assessment Baseline Review**

<b>Development Analysis</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Major Arterial Road / US 1	
Plans and/or Studies	North Jacksonville Shared Vision and Master Plan	
Site Utilization	Current: Mobile Home Park	Proposed: Recreational Vehicle Park
Land Use / Zoning	Current: RPI & LDR/RLD-60	Proposed: ROS/ROS

<b>Development Analysis</b>		
Development Standards for Impact Assessment	Current: 0.5 FAR & 5 SF DUs/Acre	Proposed: 0.15 FAR
Development Potential	Current: 7 single-family dwelling units & 28,531 sq. ft. professional office space	Proposed: 17,642 sq. ft. recreation space
Net Increase/Decrease in Maximum Density	Decrease of 7 single-family dwelling units	
Net Increase/Decrease in Potential Floor Area	Increase of 10,889 square feet of space	
Population Potential	Current: 18 people	Proposed: 0 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 foot height restriction zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High and low sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	500 ft. well head protection zone	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	No new daily external trips	
Potential Public School Impact	No	
Water Provider	JEA available; private well on property	
Potential Water Impact	Decrease of 2,626 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 1,970 gallons/day	
Potential Solid Waste Impact	Decrease of 35.62 tons/year	

<b>Development Analysis</b>	
Drainage Basin/Sub-basin	Trout River Basin and Sub-basin
Recreation and Parks	Dinsmore Boat Ramp
Mass Transit Access	Bus Route 81
<b>Natural Features</b>	
Elevations	22 to 24 feet above mean sea level
Land Cover	1200; Residential Medium Density
Soils	100% (51) Pelham fine sand
Flood Zones	Yes
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

### **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

### **Transportation**

The Planning and Development Department completed a transportation analysis, which is on file, and determined that the proposed amendment has the potential to result in no new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

#### **Transportation Element**

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

#### **Capital Improvements Element**

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled

(A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

### Supplemental Transportation Information

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

This Comprehensive Plan policy ensures that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 5.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 5 is **0.47**.

The proposed land use amendment based on impact assessment standards has the development potential of 2.7 acres of recreational open space to allow for recreational vehicle park, generating approximately 29 trips on the network. New Kings Road (US 1/23), a 4-lane divided urbanized highway facility. The proposed development will not have any significant impacts on the external roadway network. This facility is subject to FDOT review and access management requirements.

The transportation review for this proposed land use amendment is on file with the Planning and Development Department.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the Ordinance 2020-090 / Application L-5411-19C

site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

#### Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

#### **Airport Environment Zone**

The site is located within the 300 feet Height and Hazard Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of less than 300 feet unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

#### Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

#### **Flood Zones**

Approximately 2.11 acres of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard and 0.37 of an acre is located within Flood Zone AE. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 PCT Annual Chance Flood Hazard are areas within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. The AE flood zone are areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, Flood Management Ordinance.

#### Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by: A. Land acquisition or conservation easement acquisition; B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and C. Incentives, including tax benefits and transfer of development rights.

### **Wellhead Buffer Zone**

The land use amendment site is within the 500-foot buffer of a wellhead. The Environmental Quality Division reviewed the application for possible impacts and did not have any environmental concerns. There is a well on the site that serves the existing mobile home park. There is no indication if that same well will be serving the proposed recreational vehicle park.

### **Infrastructure Element, Sanitary Sewer Sub-Element**

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.

2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known

contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.

3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on February 13, 2020, the required notices of public hearing signs were posted. Thirty-two (32) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on February 18, 2020. No members of the public were present at the meeting.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)**

#### *Development Area*

*Suburban Area (SA):* The SA is the first third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

- Policy 1.1.10      Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.22      Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9        Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.



New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Policy 7.1.1 The Planning and Development Department shall consider the land use impact on the St. Johns River and its tributaries by reviewing the future land use designation and land development regulations of those properties that are contiguous with and immediately adjacent to a water body. The following concerns will be considered for those properties:

- Wetlands
- Impervious surface potential
- Coastal High Hazard Area (CHHA)
- Septic Tank Failure Areas
- Environmentally Sensitive Areas
- Flood zones
- Aquifer recharge zones
- Wellhead protection areas

Recreation and Open Space Element (ROSE):

Goal 1 To provide a variety of recreational facilities, both active and passive, in order to achieve and maintain adopted standards for levels of service.

Objective 1.2 The City shall ensure that recreation facilities are added to keep up with new growth and development.

- Goal 2 To establish an active/passive park system in the suburban and rural areas of the City which assist in providing identity, form and a visual framework to the City and its communities.
- Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.
- Goal 6 To promote economic prosperity within the City through increased recreational facility development.

According to the FLUE, the Low Density Residential (LDR) land use designation in the Suburban Development Area is intended to provide for low density residential development of up to seven dwelling units per acre. The principal uses is single-family homes.

Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new R P I designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential uses.

Recreation and Open Space (ROS) is primarily intended for outdoor recreation. Principal uses include: Parks, Playgrounds; Golf courses; Driving ranges; Marinas; Fairgrounds and spectator sports facilities in public and private ownership; carbon sinks; Pastoral open space managed by the Parks, Recreation and Community Services Department is also included. Travel trailer parks are considered a secondary use.

According to the City's GIS infrastructure map and a JEA letter dated February 7, 2020, there is a 6-inch sewer force main within the New Kings Road (U.S. 1) right-of-way and a 4-inch sewer line into the application property. There is an existing 16 inch water main on the east side of New Kings Road along property frontage. In addition the property has a potable private well that serves the existing residents of the property. Therefore, FLUE Policy 1.2.9 is satisfied.

The proposed amendment to ROS promotes a compact and compatible land development pattern by providing for a gradation of uses between a predominantly a residential area and nearby wetland areas to commercial/retail uses as called for in FLUE Policy 1.1.10. The amendment also provides an organized and balanced combination of uses, consistent with FLUE Policy 1.1.22 and Goal 3.

In addition, the proposed amendment would allow for a recreational vehicle park in proximity to the Dinsmore Boat Ramp for recreational access to Trout River. Therefore, ROSE Goals 1, 2, 6 and Objective 1.2 is satisfied.

Although the proposed amendment is going to the ROS, the proposed secondary use of a recreational vehicle park is a commercial enterprise. Therefore, the proposed

amendment is to facilitate expansion of nearby commercial entitlements with frontage on New Kings Road (U.S. 1), a major arterial road. Therefore, the proposed application is consistent with FLUE Objective 3.2 and Policy 3.2.4.

In addition, the proposed location of the recreational vehicle use is located within the flood zones associated with wetlands that buffer the Trout River. In times of heavy flooding it is far easier to relocate recreational vehicles than established mobile homes serving as permanent residential living units. Thereby, the change of use satisfies FLUE Policy 7.1.1. and ROSE Policy 2.2.1.

### **Vision Plan**

The application site is within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations for the subject site. However, the site is located north of the Plan's Dunn Avenue Village Center and I-295, an area that will serve pass-by traffic.

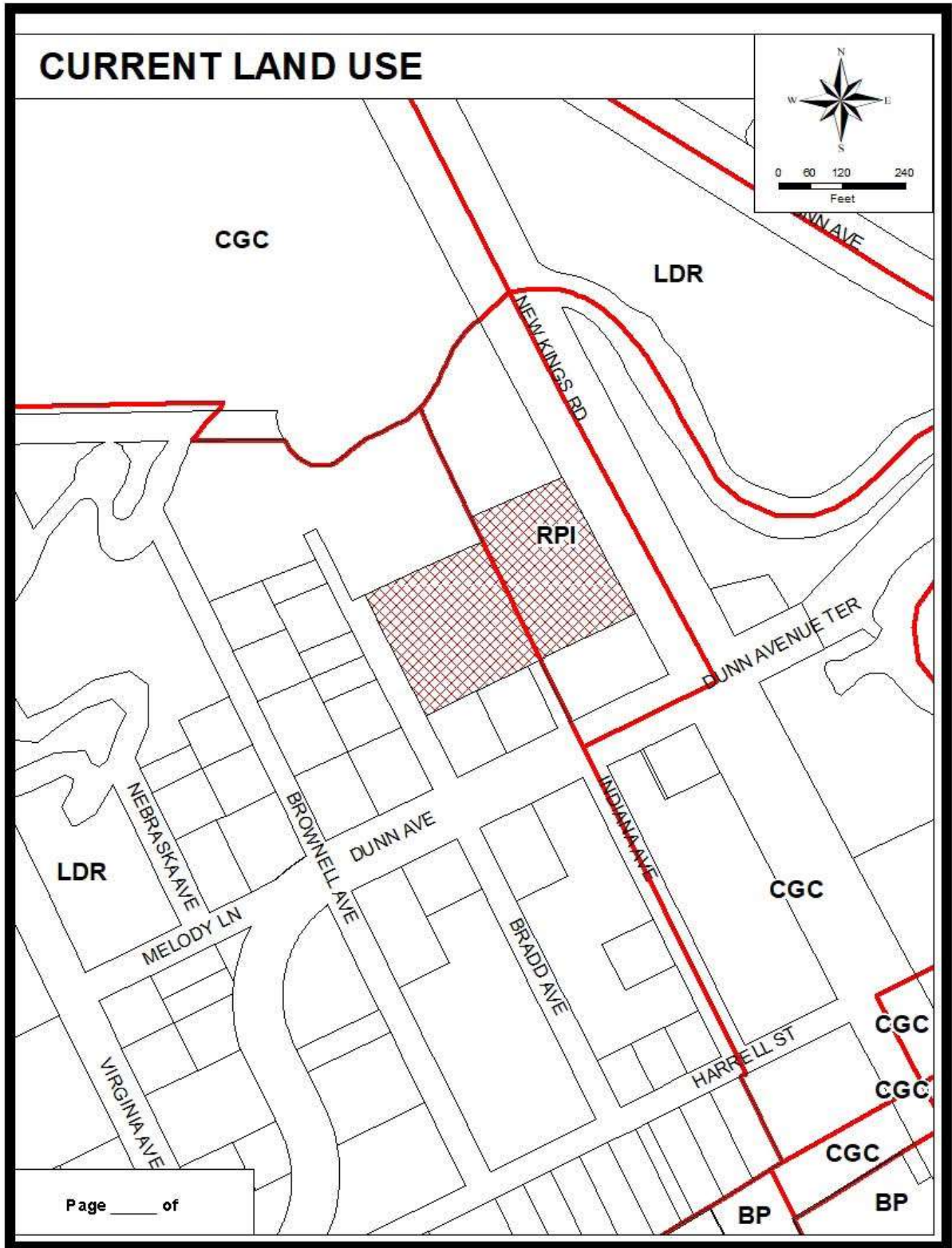
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Goal 2.3            An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

**A-1: LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP**



# A-2: CURRENT LAND UTILIZATION MAP

