

**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP FLUM AMENDMENT**



**OVERVIEW**

**ORDINANCE: ORD 2018-284**

**APPLICATION: 2017A-002-6-7**

**APPLICANT: WYMAN R. DUGGAN**

**PROPERTY LOCATION: 671 PECAN PARK ROAD**

**Acres: 94.91**

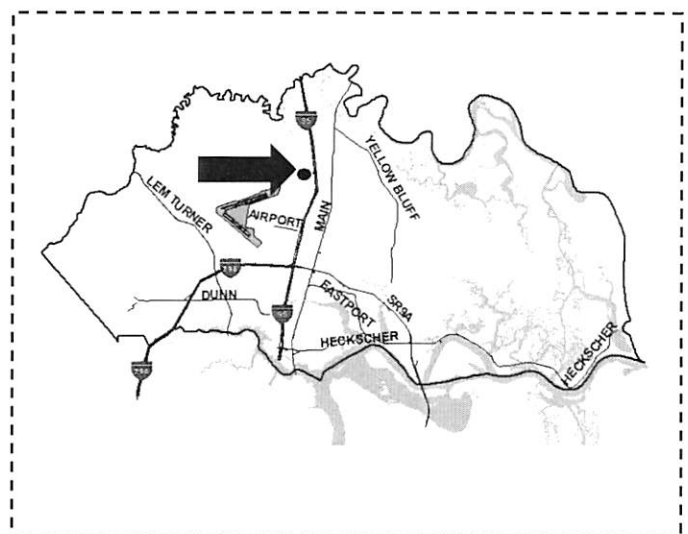
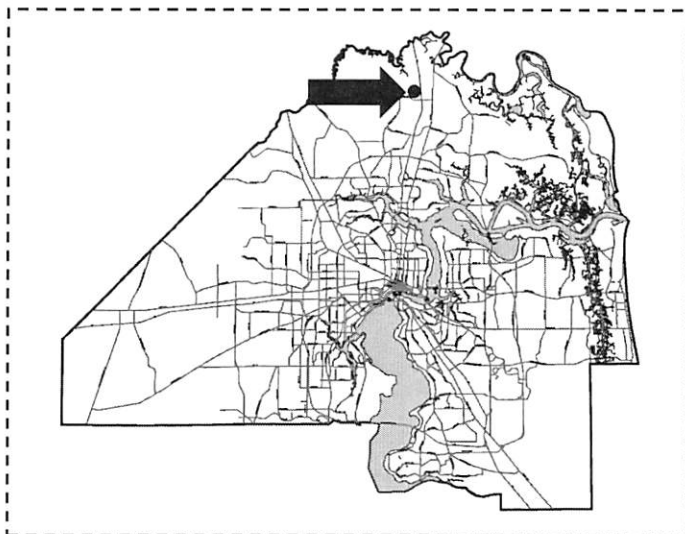
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>BP, CGC</b>	<b>LDR</b>
<b>ZONING</b>	<b>PUD</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
BP, CGC	LDR	N/A	474 DU (5 DU/ acre)	BP:750,000 sq. ft.; CGC:434,663.46 sq. ft.	N/A	Increase 474 DU	Decrease 1,184,663.46 sq. ft.

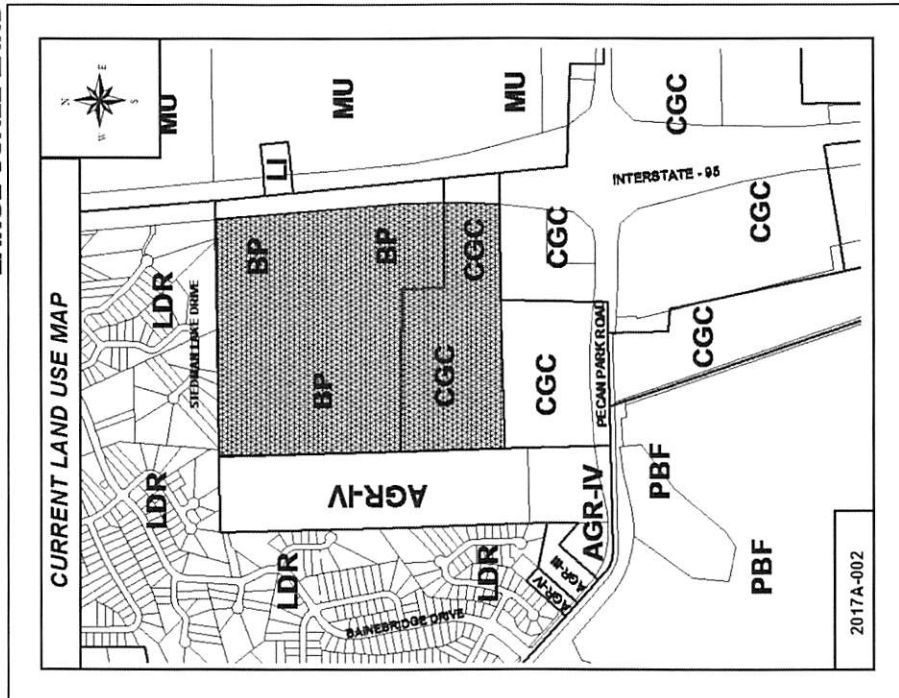
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



# DUAL MAP PAGE

## LARGE-SCALE LAND USE APPLICATION 2017A-002



**Existing FLUM Land Use Categories:** Business Park (BP), Community/General Commercial (CGC)

**Requested FLUM Land Use Category:** Low Density Residential (LDR)



**Current Zoning District(s):** Planned Unit Development (PUD)

**Requested Zoning District(s):** Planned Unit Development (PUD)

# ANALYSIS

## Background:

The amendment site consists of a 94.91 acre portion of a 112.30 acre parcel, located in the northwest quadrant of the Interstate-95 (SR 9) (I-95) and Pecan Park Road interchange. The property is located in Planning District 6, Council District 7 and within the North Jacksonville Vision Plan. The subject property is vacant and undeveloped. According to the Development Areas Map in the Future Land Use Element, the site is located within the Suburban Area.

The applicant proposes a large-scale future land use map amendment from Business Park (BP) (66.4 acres) and Community/General Commercial (CGC) (28.51 acres) to Low Density Residential (LDR). The site owner plans on constructing a single-family residential development on the site. The companion Planned Unit Development (PUD) rezoning, Ordinance 2018-285, proposes up to 136 single family detached homes within the written description and site plan.

The land use in the northern 66.4 acres of the amendment site was amended (Ordinance 2007-1068-E) from Medium Density Residential (MDR) to BP in 2007. The site owner planned on creating a commerce center to include a business park, offices, warehousing, distribution, light manufacturing and other commercial uses. The remaining 45.9 acres of the overall parcel remained in the CGC land use category, where a truck stop, restaurant and convenience store were originally planned. Based on State recommendations related to transportation in the Objections, Recommendations and Comments (ORC) Report for the site, the ordinance adopting the land use amendment restricted the maximum development potential of the BP category to 750,000 square feet of allowed uses in the BP land use category.

The parcel that the amendment site is a portion of has southern frontage on Pecan Park Road, an undivided two-lane collector roadway.

The area surrounding the subject site is a mix of vacant land, residential and commercial uses. In 2003, Ordinance 2003-1217-E approved a large-scale land use amendment to change 222 acres in Agriculture-III and IV (AGR-III,IV) directly to the north of the amendment site to LDR. The Bainebridge Estates residential subdivision was developed on the site. Ordinance 2009-537-E amended a 22.7 acre site in 2009 on the southern side of Pecan Park Road from Light Industrial (LI) to CGC for the creation of an RV park. In 2016, the same amendment site was part of a larger 68.68 acre rezoning (Ordinance 2016-806-E) to Planned Unit Development (PUD) to allow for expansion of the RV park.

The Dual Map on page 2 and Attachment A – Land Utilization Map on page 19 provide a detailed picture of the existing development pattern for the immediate area.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	PUD	Single family homes
South	CGC	PUD, CCG-2	Flea market, RV park
East	-	-	I-95
West	AGR-IV	AGR	Vacant, mobile home

## 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.

### 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).

The site owner is planning on connecting the amendment site to centralized water and sewer services. A JEA availability letter, dated July 18, 2017, details the nearest points of connection for potable water and sewer services. A potable water connection is available at an existing 16-inch watermain on the south side of Pecan Park Road. JEA stated that there is capacity at the water and sewer plants to handle this development. However, there is not capacity in the adjacent sewer system (lines and lift stations). The closest currently available connection to sewer services is an existing 20-inch forcemain at the northeast corner of Noah and Pulaski Roads. According to the PUD written description and continued discussion with the applicant, the applicant intends to use JEA water and sewer services.

### Infrastructure Element

#### Sanitary Sewer Sub-Element

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
  - a) Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.

b) The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.

2. Commercial (above 600 gpd):

a) Requirements of Chapter 64E-6, F.A.C. are accommodated.  
b) The collection system of a regional utility company is not within 50 feet of the property.

3. Subdivision (commercial or single family):

a) Requirements of Chapter 64E-6, F.A.C. are accommodated.  
b) The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.  
c) Each lot is a minimum of 1 acre unsubmerged property.  
d) Alternative (mounded) systems are not required.

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of no new net 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. Potential traffic impacts will be addressed 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**

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 4 in the northwest quadrant of Pecan Park Road and Interstate-95 (SR 9) (I-95).

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 4 is **0.1**.

Pecan Park Road is a functional classified facility that would be impacted by the proposed development. Pecan Park Road between International Airport Boulevard (SR 243) and Interstate-95 (SR 9) (I-95) is a 2-lane undivided collector roadway and has a maximum daily capacity of 15,930 vpd. The proposed 474 single-family homes could generate approximately 4,512 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.66 with the inclusion of the additional traffic from this land use amendment.

Pecan Park Road from Interstate-95 (SR 9) (I-95) to east of Lexington Park Boulevard is currently undergoing improvements by the Florida Department of Transportation. The project includes but is not limited to reconstruction, addition of lanes in each direction, additional sidewalk and repairs, bicycle lanes, and new traffic signals at Interstate-95 (SR 9) (I-95) and Pecan Park Road exit ramps and Bainebridge Drive. Pecan Park Road will be reclassified to an arterial roadway upon completion with a maximum daily capacity of 39,800 vpd. It is recommended that an operational analysis be submitted to the City Traffic Engineer prior to the 10-set plan review to determine whether left and/or right turn lanes, traffic signals or other operational improvements for site ingress and egress are required. This section of Pecan Park Road will be under the jurisdiction of the FDOT as a Strategic Intermodal System (SIS) facility (SR 243) and will be subject to FDOT review and access management requirements.

### **School Capacit**

Based on the Development Standards for impact assessment, the 94.91 acre proposed land use map amendment has a development potential of 474 single-family dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

**School Impact Analysis  
LUA 2017A-002**

**Development Potential: 474 Single-Family Units**

School Type	CSA	2016-17 Enrollment	Current Utilization	Net Student Development	Year Utilization	Available Seats
Elementary	1	19,657	73%	79	63%	7,234
Middle	1	8,066	74%	35	95%	802
High	1	7,719	76%	44	76%	3,001
<b>Total Net Students</b>				<b>158</b>		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**Public School Facilities Element**

**Policy 2.3.2** The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

**Policy 2.3.3** The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S.

**Objective 3.2** **Adopted Level of Service (LOS) Standards**  
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

**Supplemental School Information:**

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY	CURRENT ENROLLMENT	% OCCUPIED	5 YEAR PROJECTION
Biscayne ES #269	1	79	667	754	113%	100%
Highlands MS #244	1	35	1,071	765	71%	84%
First Coast HS #265	1	44	2,212	2,022	91%	112%

*\*The percentage occupied may not appear correct due to ESE space requirements.*

**Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. 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.

**Wetlands**

A wetlands survey map for the application site (see Attachment E) was created with the use of the City's GIS system and photogrammetric analysis. According to the Florida Land Use Code Classification System (FLUCCS), the property's wetlands are classified as "Wetland Forested Mixed." Approximately 58.85 acres of the 94.91 acres subject site are "Category III wetlands" that are part of larger systems that eventually drain into Seaton Creek, which empties into Thomas Creek and then into the Nassau River. These wetlands have a medium functional value for their flood storage capacity and water filtration attenuation.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetland soil as "Surrency loamy fine sand, depressional" and "Stockade fine sandy loam, depressional." Both soil series consists of nearly level, very poorly drained soils formed in thick sandy and loamy marine sediments. These wetland soils have a water table at or above the ground surface.



Any alteration of this wetland for future development will require mitigation from the St. Johns River Water Management District and the issuance of "Environmental Resource Permit." Past permit applications to the District have either been withdrawn or denied (ERP # 99623, 118687), due to lack of information in the original office and commercial development plans. The protection of the large areas of wetlands on the amendment site is addressed in the companion PUD rezoning application.

Any proposed development of the property could have an impact on the site's wetlands and their functional values. Mitigation may satisfy Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan to achieve no net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term, improve the water quality, and improve fish and wildlife values of wetlands.

Requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in the following CCME policies:

**Goal 4** To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

**Objective 4.1** The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes. In order to achieve this objective and its associated policies, the City shall continue to work with the applicable regional, state and federal agencies charged with these regulatory responsibilities.

**Policy 4.1.6** The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2)Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

### **Airport Environment**

Portions of the site are located within the 50 and 150 feet Height and Hazard Zones for Jacksonville International Airport. Zoning will limit development to a maximum height of either less than 50' or less than 150', depending on location within the site, 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). The Height and Hazard Zones for the amendment site are depicted in Attachment F on page 25.

A small portion of the amendment site section of the site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such this area is within the Civilian Influence Zone for Jacksonville International Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease. The range of the Civilian Influence Zone is shown in Attachment G on page 26.

Additionally, a small portion of the site is located within a Civilian School Regulatory Zone. No new educational facility of a public or private school, with the exception of aviation school facilities, shall be permitted within an area extending along the centerline of any runway and within the Civilian School Regulatory Zone as prohibited by Section 656.1009.

Requirements for areas within Height and Hazard Zones and Civilian Influence and School Regulatory Zones are specified in the following FLUE policies:

- 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.
  
- Policy 2.5.5C** Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.
  
- Policy 2.5.6** To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport

proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

# IMPACT ASSESSMENT

2017A-002

4. 1 Acres

<b>DEVELOPMENT ANAL SIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Single family housing
Land Use/Zoning	BP, CGC	LDR
Development Standards For Impact Assessment	0.35 FAR	5 single family DU/acre
Development Potential	BP*:750,000 sq. ft. CGC:434,663.46 sq. ft.	474 DU
Population Potential	0	1,260 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>ES</b>	<b>NO</b>
Aquatic Preserve		x
Airport Environ Zone	JIA Height (50', 150'); School Reg. Zone; Airport Notice Zone	
Industrial Preservation Area		x
Cultural Resources		x
Archaeological Sensitivity		x-Low
Historic District		x
Coastal High Hazard Area		x
Ground Water Aquifer Recharge Area		X-Discharge area
Well Head Protection Zone		x
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 new net daily vehicular trips	
Water Provider	JEA	
Potential Water Impact	+51,719 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	+38,789 gallons/day	
Potential Solid Waste Impact	-663.1 tons/year	
Drainage Basin / Sub-Basin	Seaton Creek	
Recreation and Parks	Seaton Creek Historic Preserve	
Mass Transit	None	
<b>NATURAL FEATURES</b>		
Elevations	20 - 30 ft.	
Soils	Pelham (51), Stockade fine (81), Mascotte fine (38), Surrency loamy (66)	
Land Cover	Pine flatwoods (4110), wetland forested mixed (6300), upland mixed coniferous/hardwood (4340), field crops (2150), residential (1100)	
Flood Zone	None	
Wet Lands	+/- 58.85 acres Class III wetlands (Mixed scrub-shrub wetland, mixed wetland hardwoods).	
Wild Life	None. Owner-provided wildlife survey indicates potential habitat for wood stork, red-cockaded woodpecker, flatwoods salamander, and American chaffseed.	

BP area restricted by Ord. 2007-1068.

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 18, 2017, the required notices of public hearing signs were posted. Twenty notices were mailed out to adjoining property owners and other interested parties informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on October 2, 2017 and one speaker was present. The speaker represented the property owner of the agricultural parcel directly to the west of the amendment site. The speaker asked that the adjoining property owner be permitted to review and comment on the PUD site plan, when it becomes available.

## CONSISTENCY EVALUATION

### 2000 Comprehensive Plan

#### Future Land Use Element

According to the Category Description of the Future Land Use Element (FLUE), Business Park (BP) is a category primarily intended to accommodate commercial office and light industrial uses. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Limited commercial retail and service establishments, hotels, and motels may also be permitted. Residential uses are also permitted in appropriate locations as identified under the Development Area Uses. Development within the category should be compact and connected and should support multi-modal transportation. Uses should generally be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation.

The property owner is proposing to change the site's land use category to Low Density Residential (LDR). LDR is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. New residential subdivisions in LDR should be connected to reduce the number of Vehicle Miles Traveled and cul-de-sacs should be avoided. Single family dwellings are a principal use within LDR in the Suburban Area. The maximum gross density in the Suburban Area shall be 7 units per acre when full urban services are available to the site and there shall be no minimum density.

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- Objective 1.1      Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- 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 1.1.12      Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- Policy 1.1.20      Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.
- 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 3.1      Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development

Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

**Policy 3.1.3** Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

**Objective 6.3** The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The amendment site will consist of single-family detached housing that will be connected to a previously constructed residential subdivision. Although there is no public transportation available in the vicinity, the site's location is generally supportive of transit with its location near Interstate 95 and the Jacksonville International Airport. The subject property has access to urban services in an area with a mix of residential and non-residential uses. The proposed amendment is consistent with the intent of the LDR Future Land Use Category and Objective 1.1 and Goal 3 of the FLUE.

The companion PUD rezoning should provide for buffers and site design techniques to promote compatibility with the agricultural area to the west and the proposed commercial uses to the south and southeast of the amendment site. The companion PUD should also address design elements, location of uses, internal roads and access points and protect the wetlands basins on the site for consistency with the goals and intent of and Policies 1.1.10 and 1.1.12.

The site owner is planning on connecting the amendment site to centralized water and sewer services. A JEA availability letter, dated July 18, 2017, states that a potable water connection is available at the site. However, JEA has stated there is not capacity for the proposed development in the adjacent sewer system (lines and lift stations) that currently exist in the immediate area. The closest currently available connection to sewer services is an existing 20-inch force main at the northeast corner of Noah and Pulaski Roads. According to the applicant and as stated in the PUD written description, the development will be hooked up to JEA water and sewer. If JEA serves the development with water and sewer as intended, the amendment is consistent with Policy 1.2.9 of the FLUE.

Transportation Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Transportation Element:

**Policy 2.3.8** The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas, and encouraging planned

unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

- Policy 2.3.9** The City shall encourage, through the development review process, the interconnections of land uses that reduce the need for external trip generation and encourage alternative methods of movement. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

The companion PUD site plan identifies the development's access entrances, internal roadways and connections to other land uses. Control of these design elements by the PUD rezoning fulfills Policies 2.3.8 and 2.3.9.

#### Recreation and Open Space Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Recreation and Open Space Element:

- Policy 2.2.2** The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

- Policy 2.2.3** A residential subdivision development of 100 lots or more shall provide at least one acre of useable uplands for every 100 lots (and any fraction thereof), or 5% of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation. There may be up to two areas for each 100 lots, and the areas shall be a minimum of 0.5 acres in size, unless otherwise approved by the Planning and Development Department, or by the City Council as part of a Planned Unit Development Zoning District.

The reservation of usable open space on the amendment site is included in the PUD rezoning's requirements and, therefore, complies with Policies 2.2.2 and 2.2.3.

#### Conservation/ Coastal Management Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Conservation/ Coastal Management Element:

- Policy 4.1.3** The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:
- (a) Encroachment  
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
  - (b) No net loss  
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:



- i. The habitat of fish, wildlife and threatened or endangered species,
- ii. The abundance and diversity of fish, wildlife and threatened or endangered species,
- iii. The food sources of fish and wildlife including those which are threatened or endangered,
- iv. The water quality of the wetland, and
- v. The flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

The protection of wetlands and stormwater retention methodology on the amendment site is addressed in the PUD rezoning to comply with Policy 4.1.3.

### **Vision Plan Consistent**

The site is within the boundary of the *North Jacksonville Vision Plan*. Best practices for corridor redevelopment, as stated in the plan, are a response to the desires of the residents of North Jacksonville for a better community image and to be served by higher quality retail and commercial services, without having to drive great distances. This amendment is consistent

with the plan as it is creating new residential development within short driving or walking distance of existing and emerging commercial services.

### **Strategic Regional Policy Plan**

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

Policy 3            Local governments are encouraged to offer incentives to make development easier in areas appropriate for infill and redevelopment.

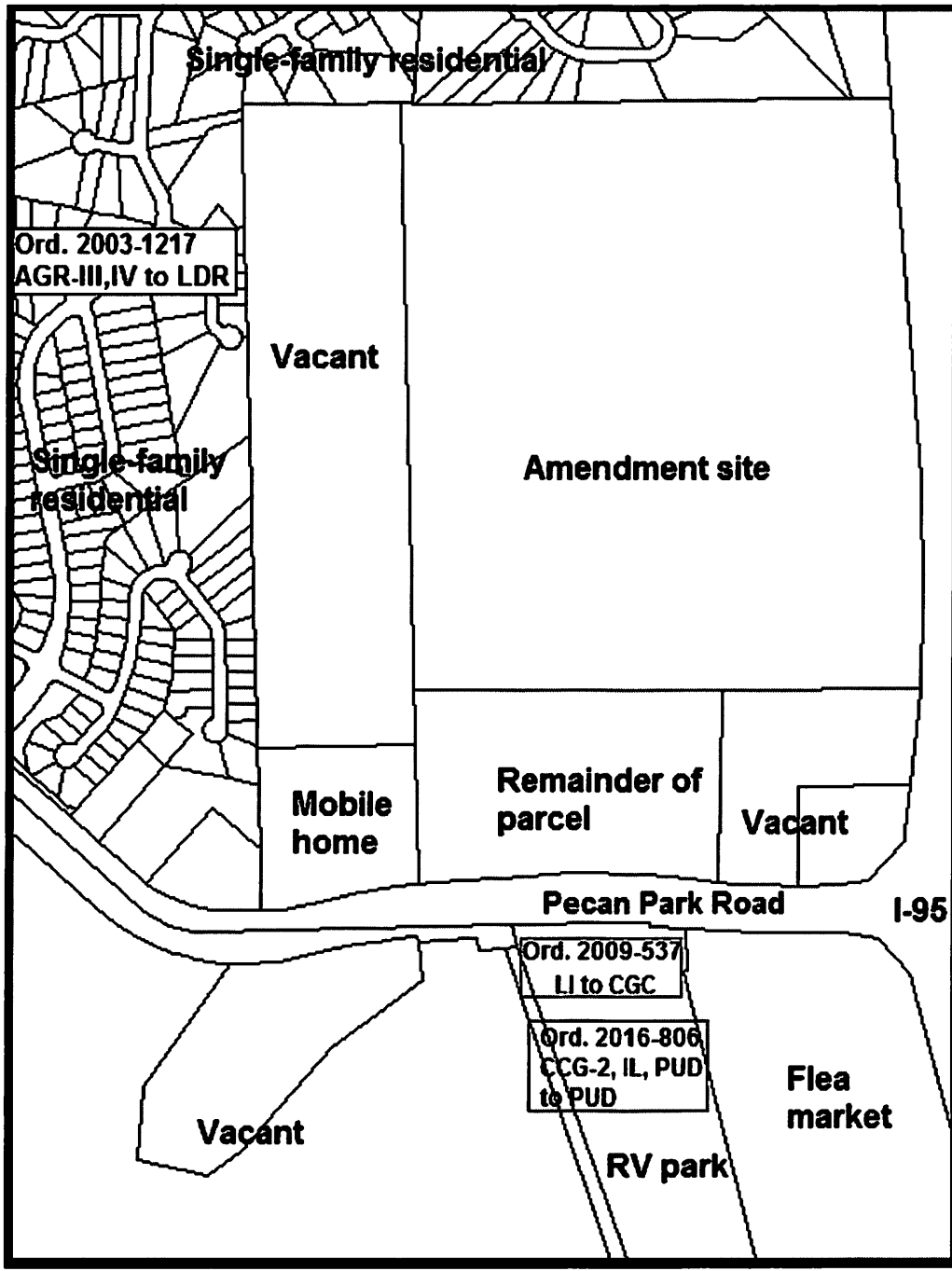
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would increase opportunities for infill with low density residential development, providing a wider range of housing needs in the northeast Florida region.

### **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the overall intent of the 2030 Comprehensive Plan and the Strategic Regional Plan.

# ATTACHMENT A

## Existing Land Utili ation:



## ATTACHMENT B

### Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2017A-002, located at 671 Pecan Park Road at the Northwest Quadrant of Interstate-95 (SR 9) (I-95) and Pecan Park Road, in the Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Business Park (BP) land use category on approximately 66.4 acres and Community General Commercial (CGC) land use on roughly 28.51 acres. The proposed land use amendment is to allow for Low Density Residential (LDR) on the subject site of 94.91 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing BP and CGC land use category development impact assessment standards allows for .35 FAR per acre resulting in a development potential 750,000 SF of office/light industrial uses (ITE Land Use Code 750), and 434,663 SF of general commercial space, generating 24,737 net daily vehicular trips.

The proposed LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 474 homes (ITE Land Use Code 210) which could generate 4,512 net daily trips. This will result in zero net new daily vehicular trips if the land use is amended from BP/CGC to LDR, as shown in Table A.

**Table A**  
**Trip Generation Estimation**

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	434,663.46 SF	T = 49.9 (X) / 1000	21,690	25.44%	16,172
BP	750	750,000 SF	T = 11.42 (X) / 1000	8,565	0.00%	8,565
<b>Total Section 1</b>						<b>24,737</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	474 DUS	T = 9.52 (X)	4,512	0.00%	4,512
<b>Total Section 2</b>						<b>4,512</b>
<b>Net New Daily Trips Section 2 - Section 1</b>						<b>0</b>

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

## Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 4 in the northwest quadrant of Pecan Park Road and Interstate 95.

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 4 is **0.1**.

Pecan Park Road is a functional classified facility that would be impacted by the proposed development. Pecan Park Road between International Airport Boulevard (SR 243) and I-95 is a 2-lane undivided collector roadway and has a maximum daily capacity of 15,930 vpd. The proposed 474 single-family homes could generate approximately 4,512 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.66 with the inclusion of the additional traffic from this land use amendment.

Pecan Park Road from Interstate-95 (SR 9) (I-95) to east of Lexington Park Boulevard is currently undergoing improvements by the Florida Department of Transportation. The project includes but is not limited to reconstruction, addition of lanes in each direction, additional sidewalk and repairs, bicycle lanes, and new traffic signals at I-95 and Pecan Park Road exit ramps and Bainebridge Drive. Pecan Park Road will be reclassified to an arterial roadway upon completion with a maximum daily capacity of 39,800 vpd. It is recommended that an operational analysis be submitted to the City Traffic Engineer prior to the 10-set plan review to determine whether left and/or right turn lanes, traffic signals or other operational improvements for site ingress and egress are required. This section of Pecan Park Road will be under the jurisdiction of the FDOT as a Strategic Intermodal System (SIS) facility (SR 243) and will be subject to FDOT review and access management requirements.

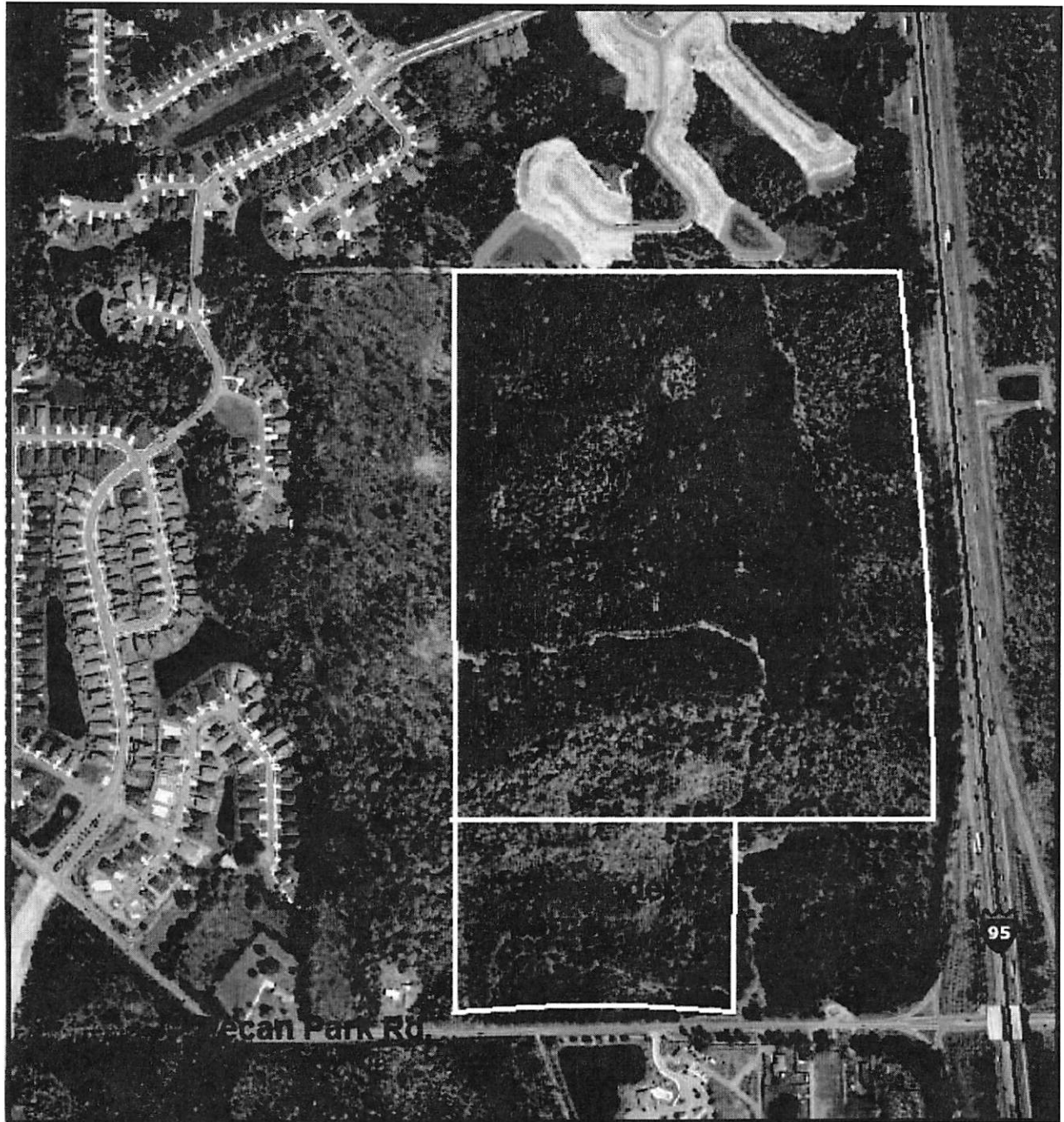
# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR SEMI-ANNUAL LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
<b>Date Submitted:</b>	7/13/17	<b>Date Staff Report is Available to Public:</b>	10-13-2017
<b>Land Use Transmittal Ordinance #:</b>	2017-666	<b>Planning Commission's LPA Public Hearing:</b>	10-19-2017
<b>JPDD Application #:</b>	2017A-002	<b>1st City Council Public Hearing:</b>	10-24-2017
<b>Assigned Planner:</b>	Maurice Postal	<b>LUZ Committee's Public Hearing:</b>	11-7-2017
		<b>2nd City Council Public Hearing:</b>	11-14-2017
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> WYMAN DUGGAN ROGERS TOWERS, P.A. 1301 RIVERPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: 9043983911 Fax: 9043960663 Email: WDUGGAN@RTLAW.COM		<b>Owner Information:</b> PECAN PARK ROAD INVESTMENTS, LLC 1550 MADRUGA AVENUE, SUITE 130 CORAL GABLES, FL 33146	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	94.91	<b>General Location:</b>	NWQ OF I-95 AND PECAN PARK ROAD
<b>Real Estate #(s):</b>	108115 0000 (portion of)	<b>Address:</b>	671 PECAN PARK RD
<b>Planning District:</b>	6		
<b>Council District:</b>	7		
<b>Development Area:</b>	SUBURBAN AREA		
<b>Between Streets/Major Features:</b>	I-95 and BAINEBRIDGE DRIVE		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT AND UNDEVELOPED			
<b>Current Land Use Category/ Categories and Acreage:</b>			
	BP 66.40		
	CGC 28.51		
<b>Requested Land Use Category:</b>	LDR	<b>Surrounding Land Use Categories:</b>	AGR-IV, CGC, LI, LDR
<b>Justification for Land Use Amendment:</b> TO PERMIT SINGLE FAMILY RESIDENTIAL DEVELOPMENT.			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b>	JEA	<b>Sanitary Sewer:</b>	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b>			
	PUD 112.30		
<b>Requested Zoning District:</b>	PUD		
<b>Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coi.net/luzap/">http://maps.coi.net/luzap/</a></b>			

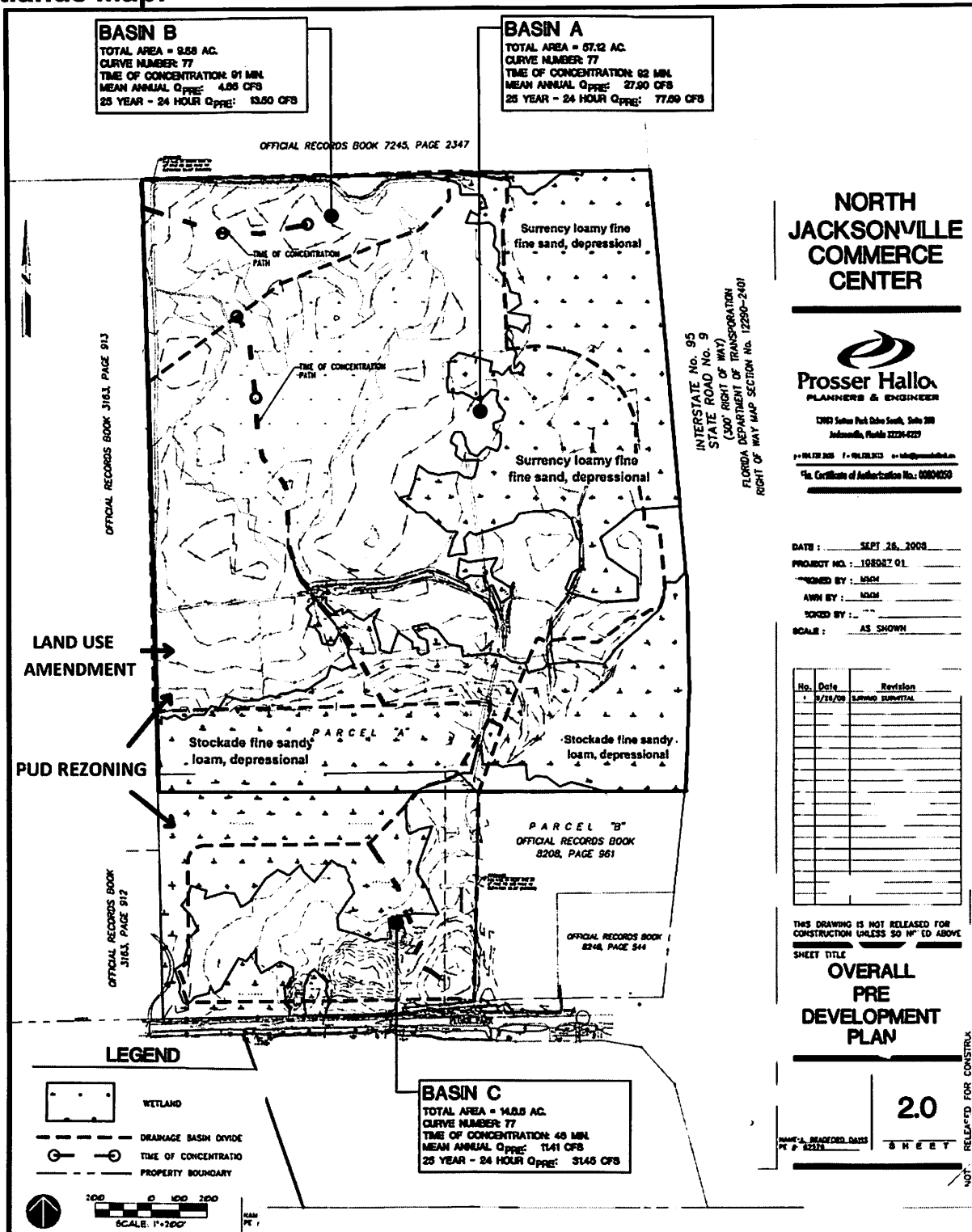
# ATTACHMENT D

Aerial:



# ATTACHMENT E

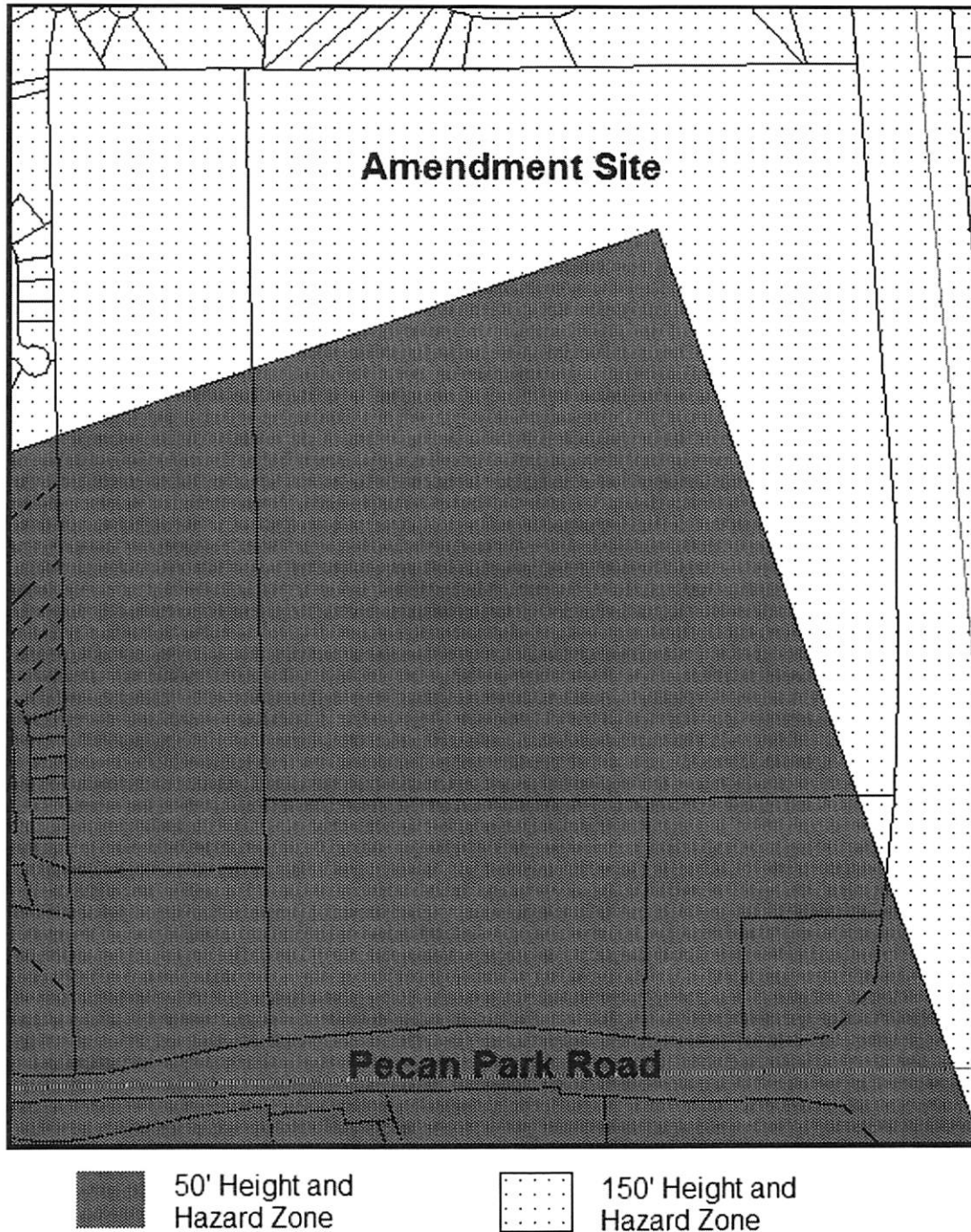
## Wetlands Map:





# ATTACHMENT F

Airport Height and Hazard Zone Map:



# ATTACHMENT G

## Civilian Influence Zone Map:

