



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

OVERVIEW

ORDINANCE: 2018-560

APPLICATION: L-5298-18A-6-8

APPLICANT: PAUL HARDEN, ESQ

PROPERTY LOCATION: 0 Newcomb Road, north of I-295 and west of Lem Turner Road (SR 115)

Acreage: 317.54

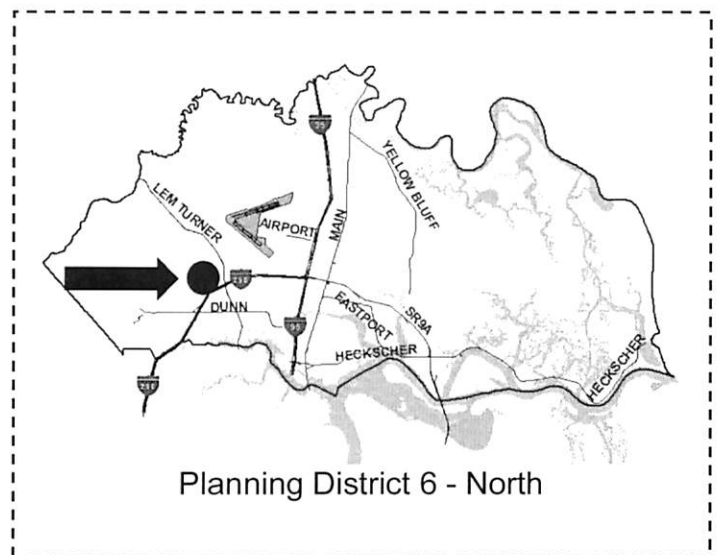
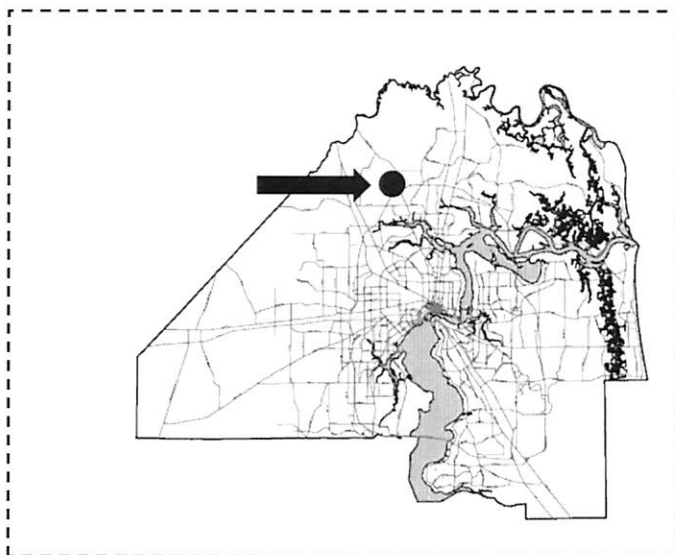
Requested Action:

	Current	Proposed
LAND USE	LI	LDR
ZONING	PUD	PUD

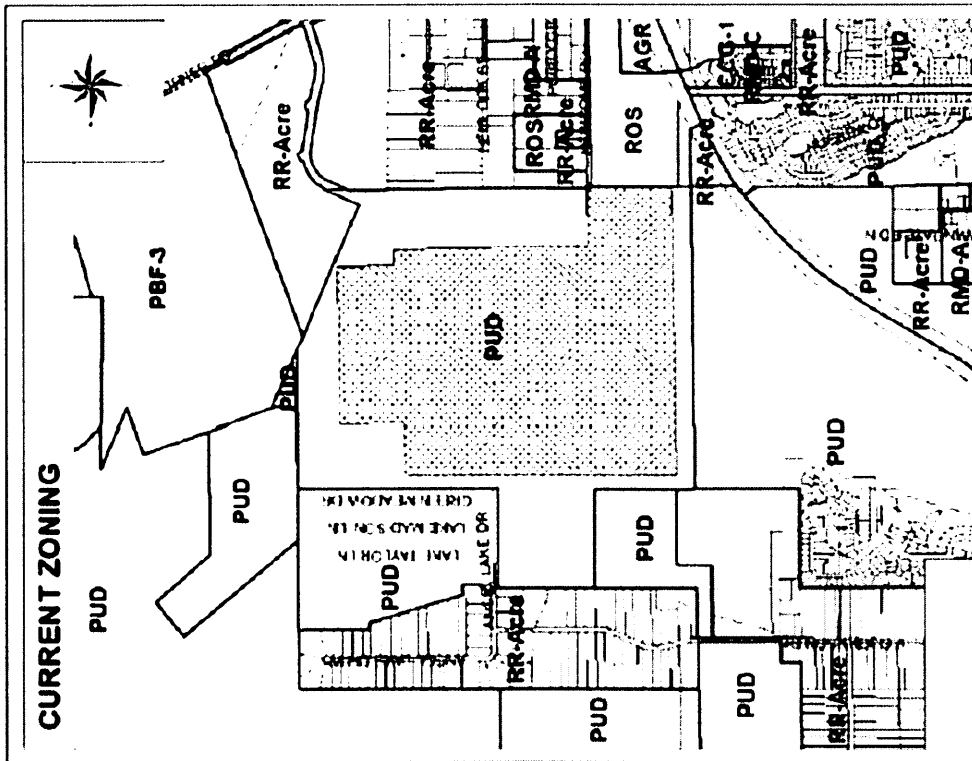
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LI	LDR	N/A	1,588 units (5 DU/Acre)	5,532,817 sq. ft. (0.4 FAR)	N/A	Increase of 1,588 dwelling units	Decrease of 5,532,817 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

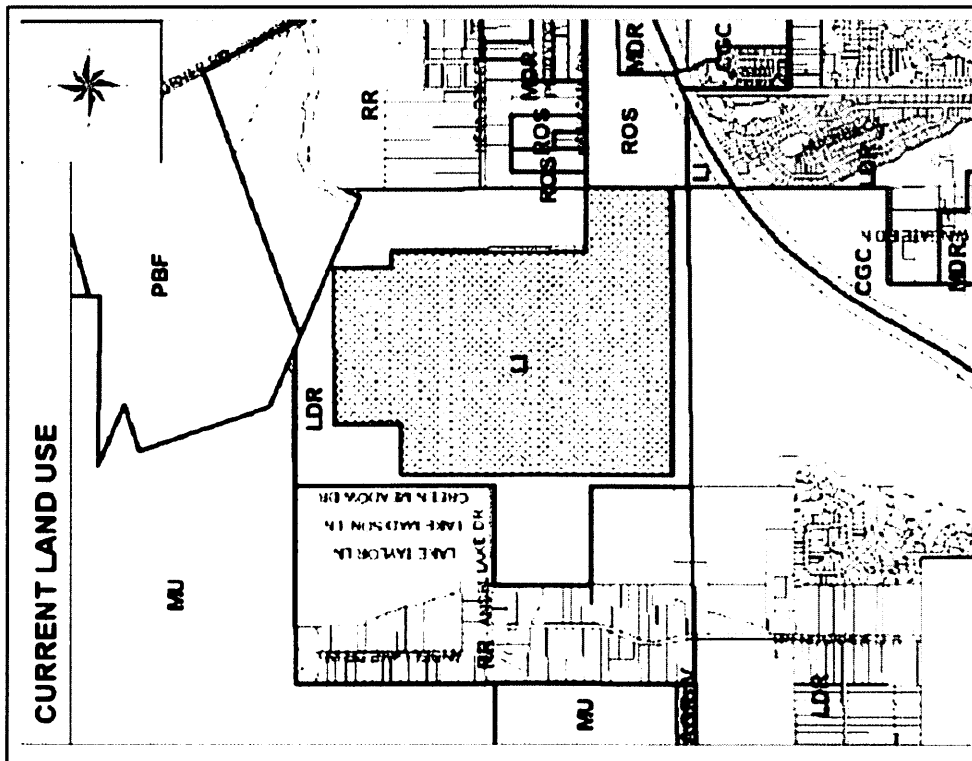
LOCATION MAPS:



DUAL MAPS



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



Existing FLUM Land Use Categories: Light Industrial (LI)
 Requested FLUM Land Use Category: Low Density Residential (LDR)

ANALYSIS

Background:

The subject parcel is approximately 506 acres; however, 317.54 acres of the parcel is subject to the proposed land use amendment. The subject site is located north of Interstate-295 (I-295) and west of Lem Turner Road (SR 115) and lies at the western terminus of Hemlock Street and Newcomb Road, both of which are classified as local roads. The subject site is located in Council District 8 and Planning District 6 (North) and is within the bounds of the North Jacksonville Shared Vision and Master Plan. The subject parcel is located approximately two miles southwest of Jacksonville International Airport (JIA), and wetlands appear to be located on site. These conditions will be addressed in more detail within this report.

The subject site is currently vacant and undeveloped. The applicant is seeking an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Light Industrial (LI) to Low Density Residential (LDR) in the Suburban Development Area and a rezoning from Planned Unit Development (PUD 2013-648-E) to PUD. As shown on the dual map on page 2 of this report, the 317.54-acre subject site is designated as LI; the LDR portion buffering the subject site on all sides is also part of the parcel. The entire parcel consists of both the LI portion and the LDR portion, totaling 506 acres. Based on information provided by the applicant, the rezoning will be proposed for the entire 506 acre parcel. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large-scale future land use amendment.

In 2005 the parcel was the subject of a land use amendment from Rural Residential (RR) to LDR (Ordinance 2005-0542-E). This amendment was for 478.23 acres of the subject parcel, and the companion PUD zoning district permitted a maximum of 1,400 dwelling units. During the legislative process for the 2005 amendment, the Jacksonville Aviation Authority (JAA) expressed concern with respect to the safety and quality of life for residents of the proposed development. The site was never developed. The land use designation of the site was amended in 2008 from LDR to LI (Ordinance 2008-0787-E) in order to allow for light industrial uses in response to market demands at the time; again, however, the site was never developed. The 2008 amendment ensured compatibility between the adjacent residential uses and the industrial use by leaving a border of LDR-designated acreage around the subject site.

The subject site abuts properties developed with single-family dwellings to the east, south and west. Immediately east of the subject property on Hemlock Street and Newcomb Road are established single-family dwellings within the rural residential designation for both land use and zoning. Southeast of the subject property is an established RV park and fresh water lake. Newly constructed single-family dwellings are to the west of the subject property along Angel Lake Drive and V. C. Johnson Road. North of the subject property is undeveloped land.

The generalized adjacent land use categories and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	Multi-Use (MU), Public Buildings and Facilities (PBF), RR	PUD, Public Buildings and Facilities-3 (PBF-3), Residential Rural- Acre (RR-Acre)	Undeveloped
South East	LDR RR and Recreation and Open Space (ROS)	PUD RR-Acre and ROS	Undeveloped Single-family residential and RV Park
West	RR	RR-Acre and PUD	Single-family residential

Attachment A, Land Utilization Map, provides a detailed picture of the existing development pattern for the immediate area.

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 JEA requires hook-up to water mains if they are available. The maximum gross density for LDR in the Suburban Area shall be 4 units/acre, and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available. The applicant has stated that the subject site is connected to JEA's 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.

School Capacity

Based on the Development Standards for impact assessment, the 317.54 acre proposed land use map amendment has a development potential of 1,588 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 L-5298-18A**

Development Potential: 1,588 Residential Units

School Type	CSA	2017-18 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	1	13,850	71%	265	63%	7,103
Middle	1	8,212	82%	116	88%	288
High	1	8,024	79%	148	76%	2,981
Total New Students				529		

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 (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2017/18)	% OCCUP-IED	4 YEAR PROJECT-ION
Garden City ES #59	1	265	683	513	75%	90%
Highlands MS #244	1	116	1,071	816	76%	88%
Ribault HS #96	1	148	1,683	1,466	87%	93%

- Does not include ESE & room exclusions
- Analysis based on 1,588 dwelling units – L-5298-18A

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in no net new daily vehicular 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

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.

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 (2018) 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 **0.69**.

Lem Turner Road (SR 115) is the first functional classified facility that would be impacted by the proposed development. SR 115 between I-295 East Beltway and Gerald Road is a 2-lane urbanized highway, which has a maximum daily capacity of 25,500 vpd. This segment is expected to operate at a V/C ratio of 0.83 with the inclusion of the additional traffic from this land use amendment. SR 115 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

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 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 subject site is located in close proximity to the Jacksonville International Airport (JIA). As such, the land use application was route to the Jacksonville Aviation Authority (JAA) for review and comment. As shown in Attachment H, the JAA has expressed its opposition to the proposed land use amendment, as any development within the parcel is likely to experience excessive aircraft noise.

The site is located within the 50-foot and 150-foot Height and Hazard Zone for the JIA. Zoning will limit development to a maximum height of less than 50 and 150 feet, respectively for the relevant zones, 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.

Policy 2.5.9 The City of Jacksonville supports compatible uses within the Military and Civilian Influence Zones using the following approaches: Limiting incompatibility: In instances where these policies result in limiting the ability of a landowner to utilize their land pursuant to its current land use and zoning designation, the City of Jacksonville will support land use map amendments and rezoning to a compatible use. If an incompatible nonresidential use ceases for twelve consecutive months or more, it cannot be restarted under the land development regulations.

Acquisition:

In 2006, the City of Jacksonville supported acquisition of 1651 acres containing the potential for over 4000 units of residential development for perpetual preservation by the State of Florida. All of these lands are in the Military Influence Zone of OLF Whitehouse. The City of Jacksonville will continue to review residential lands within the Zones for their potential for acquisition for preservation.

Development Practices:

Within the noise zones, the City of Jacksonville will use the following techniques:

1. Planned Unit Development (PUD) zoning to cluster development away from accident potential zones and away from the 75 DNL or greater noise zone.
2. Disclosure of the potential impacts of airport activities on residential development within the 65 DNL and higher as outlined in the Land Development Regulations. Disclosure includes requirements for completion of an airport notice zone acknowledgement form, inclusion of a statement on the recorded plat regarding the potential impacts of airport activities, and publication of the airport noise zone maps at least three times a year in a newspaper of general circulation.

3. Design and construction standards to achieve average minimum noise level reductions of 25 to 35 dBA throughout residential dwellings in the 65 DNL and higher as outlined in the Land Development Regulations.

Additionally, 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.

Approximately 70 acres across the northern portion of the subject site is within the 60 Day-Night Sound Level (DNL) noise contour range. As such, this area has been designated a Civilian Influence Zone for JIA. 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 F.

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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 30.5 Acres

General Location(s): Isolated spots of wetland areas are evenly distributed across the subject site (See Wetlands Map in Attachment E)

Quality/Functional Value:

The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation, size and/or the lowering of the hydro-period due to nearby site grading or drainage/retention improvements. In addition, the wetland has no clear or significant impact on the City's waterways. However, an isolated cypress swamp (approximately 1-acre) appears to be located near the southern boundary of the subject site. The wetland is considered to have a high functional value due to its water filtration attenuation and flood water storage capacity.

Soil Types/
Characteristics:

(38) Mascotte fine sand, 0-2% slopes – The Mascotte series consists of nearly level, poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They are in flatwoods. The soils are moderately slowly permeable and moderately permeable. Generally, the high water table is at a depth of 6 to 18 inches. Slopes are linear and range from 0 to 2 percent.

(51) Pelham fine sand, 0-2% slopes – The Pelham series consists of nearly level, poorly drained soils. These soils formed in thick deposits of sandy and loamy marine sediments. They are on flats. The soils are moderately permeable and moderately slowly permeable. Generally, the high water table is at a depth of less than 12 inches on flats and at or above the surface in depressions. Slopes are linear and range from 0 to 2 percent.

(66) Surrency loamy fine sand, depressional, 0-2% slopes – The Surrency series consists of nearly level, very poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They occur on flood plains and in depressions. The soils are moderately permeable and moderately slowly permeable. In areas on flood plains, the high water table generally is at or near the surface and the areas are subject to frequent flooding for brief periods. In areas in depressions, the high water table generally is at or above the soil surface for very long periods. Slopes are concave and range from 0 to 2 percent.

(86) Yulee clay, depressional, 0-2% slopes – The Yulee series consists of nearly level, very poorly drained soils. These soils formed in thick clayey marine sediments. They are on flood plains and in depressions. The soils are very slowly permeable. In areas in depressions, the high water table generally is at or above the surface for very long periods. In areas on flood plains, the high water table is generally at or near the surface and the areas are subject to frequent flooding for long periods. Slopes are concave and range from 0-2 percent.

Wetland Category: Category III

Consistency of Permitted Uses: All uses are permitted.

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: Insufficient information to determine impacts.

Associated Impacts: AE flood zone corresponds with wetland portion in northeasterly corner of subject site

Relevant Policies:

Conservation/Coastal Management Element

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.

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

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, 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.

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.

Flood Zones

Approximately 7.8 acres of the subject site is located within the AE flood zone (see Attachment G). 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 of 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 AE flood zone is defined as an area 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, the Floodplain 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.

IMPACT ASSESSMENT

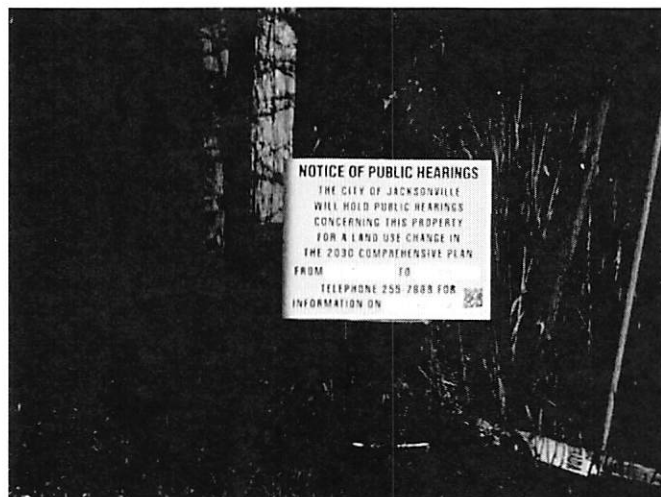
DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Area	
Roadway Frontage Classification	Newcomb Road and Hemlock Street (local roads)	
Plans/Studies	North Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Vacant	Single-family residential
Land Use/Zoning	LI/PUD	LDR/PUD
Development Standards For Impact Assessment	0.4 FAR	5 DU/Acre
Development Potential	5,532,817 Sq Ft	1,588 units
Population Potential	N/A	4,221 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	JIA: Civilian School Regulatory Zone; Civilian Notice Zone; 60 noise contour; 50' & 150' ht zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X – low, medium, & high	
Historic District		X
Coastal High Hazard/Adaptation Action		X
Ground Water Aquifer Recharge Area		X - discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
PUBLIC FACILITIES		
Potential Roadway Impact	No net new daily vehicular trips.	
Water Provider	JEA	
Potential Water Impact	Increase of 234,429 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 175,822 gpd	
Potential Solid Waste Impact	Decrease of 13,026 tons per year	
Drainage Basin / Sub-Basin	Trout River & Broward River / Half Creek Stream & Broward River Stream	
Recreation and Parks	Bethesda Park (1.25 miles south of subject site)	
Mass Transit	Not served	
NATURAL FEATURES		
Elevations	20-23 feet approx.	

Land Cover	2110 (Improved pastures); 6170 (mixed wetland hardwoods); 4410 (coniferous plantations); 2150 (field crops); 6300 (wetland forest mixed); 6460 (mixed scrub-shrub wetland); 8320 (electric power transmission lines); 4430 (forest regeneration areas); and 3300 mixed rangeland)
Soils	51 (Pelham fine sand, 0-2% slopes); 66 (Surrency loamy fine sand, depressional, 0-2% slopes); 79 (Yulee clay, 0-2% slopes, frequently flooded); 38 (Mascotte fine sand, 0-2% slopes); 82 (Pelham fine sand, depressional 0-2% slopes); and 86 (Yulee clay, depressional, 0-2% slopes)
Floodzone	AE
Wetlands	6170 (mixed wetland hardwoods); 6300 (wetland forest mixed); 6250 (wet pinelands/hydric pine); and 6210 (cypress)
Wildlife (sites greater than 50 acres)	Wildlife survey provided

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 29, 2018, the required notices of public hearing signs were posted. Thirteen (13) 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 September 4, 2018. A representative of Flamingo Lakes, the adjacent RV community, expressed opposition to Newcomb Road as an access point for the subject site. The applicant responded that currently, site access is planned from Hemlock Road, but Newcomb may still be used since it is a public road. More information regarding site access will be available in the adoption round of legislation, as the PUD rezoning will have been submitted at that time.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

Future Land Use Element

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- 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 1.1.22 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.
- 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.

Policy 2.5.9

The City of Jacksonville supports compatible uses within the Military and Civilian Influence Zones using the following approaches: Limiting incompatibility: In instances where these policies result in limiting the ability of a landowner to utilize their land pursuant to its current land use and zoning designation, the City of Jacksonville will support land use map amendments and rezoning to a compatible use. If an incompatible nonresidential use ceases for twelve consecutive months or more, it cannot be restarted under the land development regulations.

Acquisition:

In 2006, the City of Jacksonville supported acquisition of 1651 acres containing the potential for over 4000 units of residential development for perpetual preservation by the State of Florida. All of these lands are in the Military Influence Zone of OLF Whitehouse. The City of Jacksonville will continue to review residential lands within the Zones for their potential for acquisition for preservation.

Development Practices:

Within the noise zones, the City of Jacksonville will use the following techniques:

1. Planned Unit Development (PUD) zoning to cluster development away from accident potential zones and away from the 75 DNL or greater noise zone.
2. Disclosure of the potential impacts of airport activities on residential development within the 65 DNL and higher as outlined in the Land Development Regulations. Disclosure includes requirements for completion of an airport notice zone acknowledgement form, inclusion of a statement on the recorded plat regarding the potential impacts of airport activities, and publication of the airport noise zone maps at least three times a year in a newspaper of general circulation.
3. Design and construction standards to achieve average minimum noise level reductions of 25 to 35 dBA throughout residential dwellings in the 65 DNL and higher as outlined in the Land Development Regulations.

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 3.1.11 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

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.

Conservation and 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
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, 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.

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.

According to the Category Description of the Future Land Use Element (FLUE), Light Industrial (LI) is a category, which provides for the location of industrial uses, which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes.

According to the Category Description for the Suburban Development Areas of the FLUE, Low Density Residential (LDR) permits housing densities of up to seven (7) dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

The site subject to the proposed land use amendment is in the Suburban Development Area, surrounded by single-family residential uses and supplied with full urban services. The site is located approximately ½ mile from the interchange of Lem Turner Road (SR 115) with I-295 and a commercial shopping center (located at the same interchange). As such, the proposed land use amendment from LI to LDR promotes a balanced mix of uses while minimizing any threats to public health, safety, and welfare. Further, the proposed amendment to LDR will ensure that adequate land is designated for single-family residential use, as this is the primary use within this category. Given the provision of transportation and utility infrastructure in the area as well as surrounding land uses, the proposed amendment ensures that a compact and compatible land use pattern will be maintained. For these reasons, the proposed land use amendment is consistent with FLUE Goals 1 and 3; Objective 3.1; and Policies 1.1.22 and 1.2.9.

When the proposed land use is filed for adoption, it will be accompanied by a PUD rezoning application, which will allow for innovative site planning and design consistent with FLUE Policy 1.1.12. The companion rezoning will be required to show an efficient system of internal circulation and connection to adjacent development and neighborhoods as put forth in FLUE Policy 3.1.11. Moreover, the proposed PUD will also be required to comply with ROSE Policies 2.2.2 and 2.2.3 concerning the adequate provision of open space and with CCME Policies 4.1.3 and 4.1.6 concerning the preservation and mitigation of wetlands on site.

As previously mentioned, the subject site is located approximately two (2) miles southwest of the JIA. The JAA has expressed its opposition to the proposed land use amendment (see Attachment H), as any development within the parcel is likely to experience excessive aircraft noise. However, the Planning and Development Department (PDD) finds that the proposed use of a residential subdivision is a compatible use for the reasons stated above and given the surrounding single-family residential uses adjacent to the site. The Comprehensive Plan contains a series of policies (explained within the impact section above) which address compatibility with, and proximity to, airport environments by requiring noise abatement

measures; restricting certain uses; and requiring disclosure notices. As such, the proposed development will be required to comply with FLUE Policies 2.5.5C, 2.5.6, and 2.5.9. In doing so, the developer will be notifying and protecting future residents from the potential impacts of being located near JIA.

Vision Plan

The subject property is located within the boundaries of the *North Jacksonville Shared Vision and Master Plan* (2003). While the subject site is not explicitly identified within the plan, the plan does outline a vision for "Development Pattern." The vision of "creating great neighborhoods" is described by the strategy to "establish best development practices that result in the creation of valuable neighborhoods connected to village centers." The proposed land use amendment to residential, versus the existing industrial designation, in conjunction with the commercial shopping center located ½ mile southeast of the subject site, provides a development pattern that reinforces the strategy outlined in the Vision Plan.

Strategic Regional Policy Plan

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

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

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

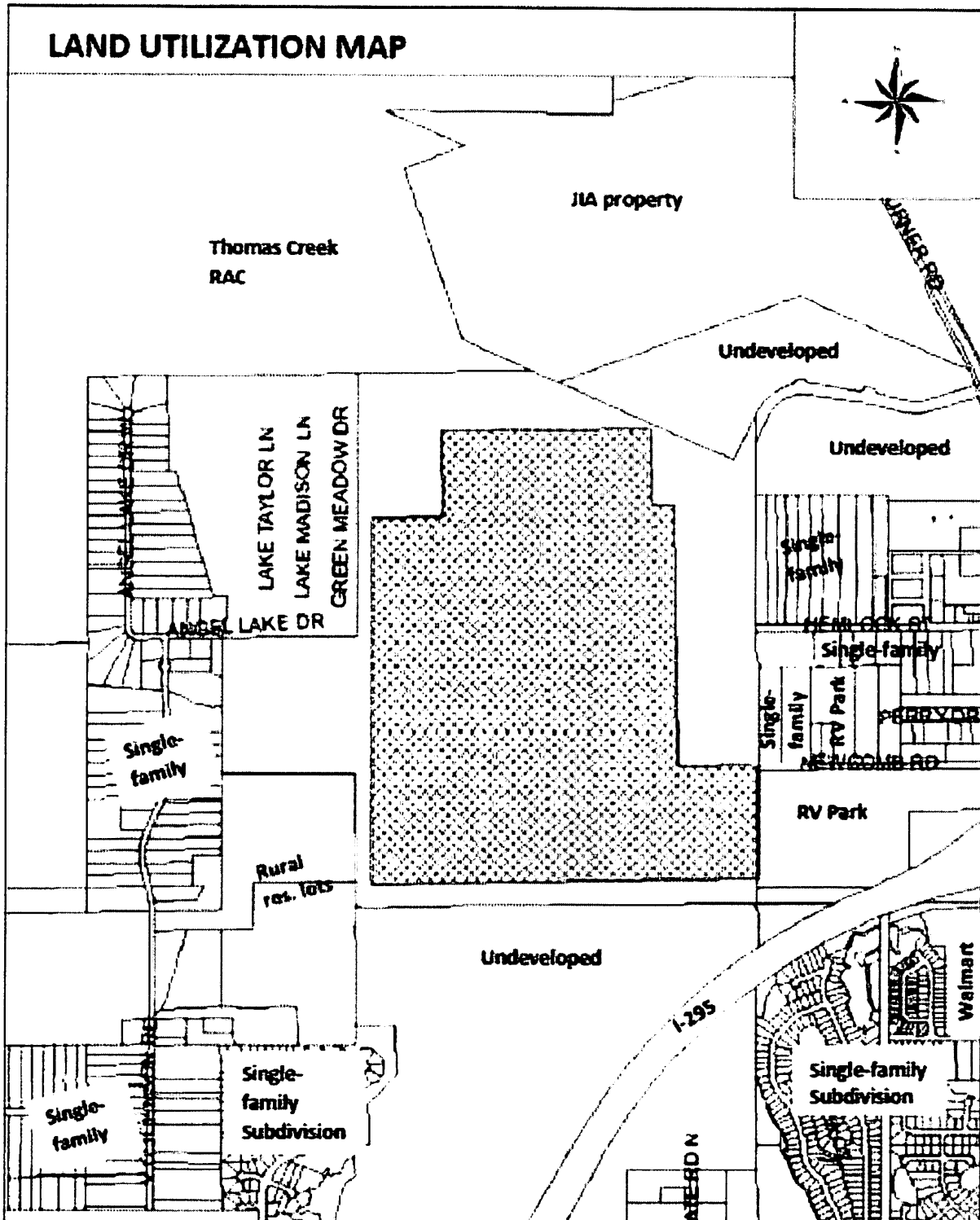
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan, as it would make development easier in a location provided with full urban services.

RECOMMENDATION

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



ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

	<h1>City of Jacksonville, Florida</h1>
<p>ONE CITY. ONE JACKSONVILLE</p>	<p><i>Lenny Curry, Mayor</i></p>
	<p>City Hall at St. James 117 W. Duval St. Jacksonville, FL 32202 (904) 630-CITY www.coj.net</p>
<h3><u>MEMORANDUM</u></h3>	
<p>DATE: September 4, 2018</p>	
<p>TO: Susan Kelly Community Planning Division</p>	
<p>FROM: Lurise Bannister  Transportation Division</p>	
<p>SUBJECT: Transportation Review: Land Use Amendment L-5298-18A</p>	
<p>The proposed project identified in Land Use Amendment L-5298-18A is located at the northwest quadrant of I-295 West Beltway and Lem Turner Road, between Sunport Industrial Parkway and Newcomb Road in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing light Industrial (LI) land use category. The proposed land use amendment is to allow for Low Density Residential (LDR) on approximately 317.54 +/- acres.</p>	
<p>Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th 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 LI land use category development impact assessment standards allows for 0.4 FAR per acre, resulting in a development potential of 5,532,817 SF of light industrial/manufacturing uses (ITE Land Use Code 110) which could generate 38,564 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 1,588 residential homes (ITE Land Use Code 210) which could generate 9,894 daily vehicular trips. This will result in no net new increase daily vehicular trips if the land use is amended from LI to LDR, as shown in Table A.</p>	
<p>Additional Information:</p>	
<p>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.</p>	

ATTACHMENT B

Traffic Analysis, continued:

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
LJ	110	5,532,817 SF	T = 0.87 (X) / 1000	38,564	0.00%	38,564
Total Section 1						38,564
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	1588 SF DUs	T = 0.44 (X)	14,291	34.00%	9,894
Total Section 2						9,894
Net New Daily Trips						0

Source: Trip Generation Manual, 10th Edition, Institute of Engineers


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 (2018) 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 0.69.

Lem Turner Road (SR 115) is the first functional classified facility that would be impacted by the proposed development. SR 115 between I-295 East Beltway and Gerald Road is a 2-lane urbanized highway, which has a maximum daily capacity of 25,500 vpd. This segment is expected to operate at a V/C ratio of 0.83 with the inclusion of the additional traffic from this land use amendment. SR 115 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

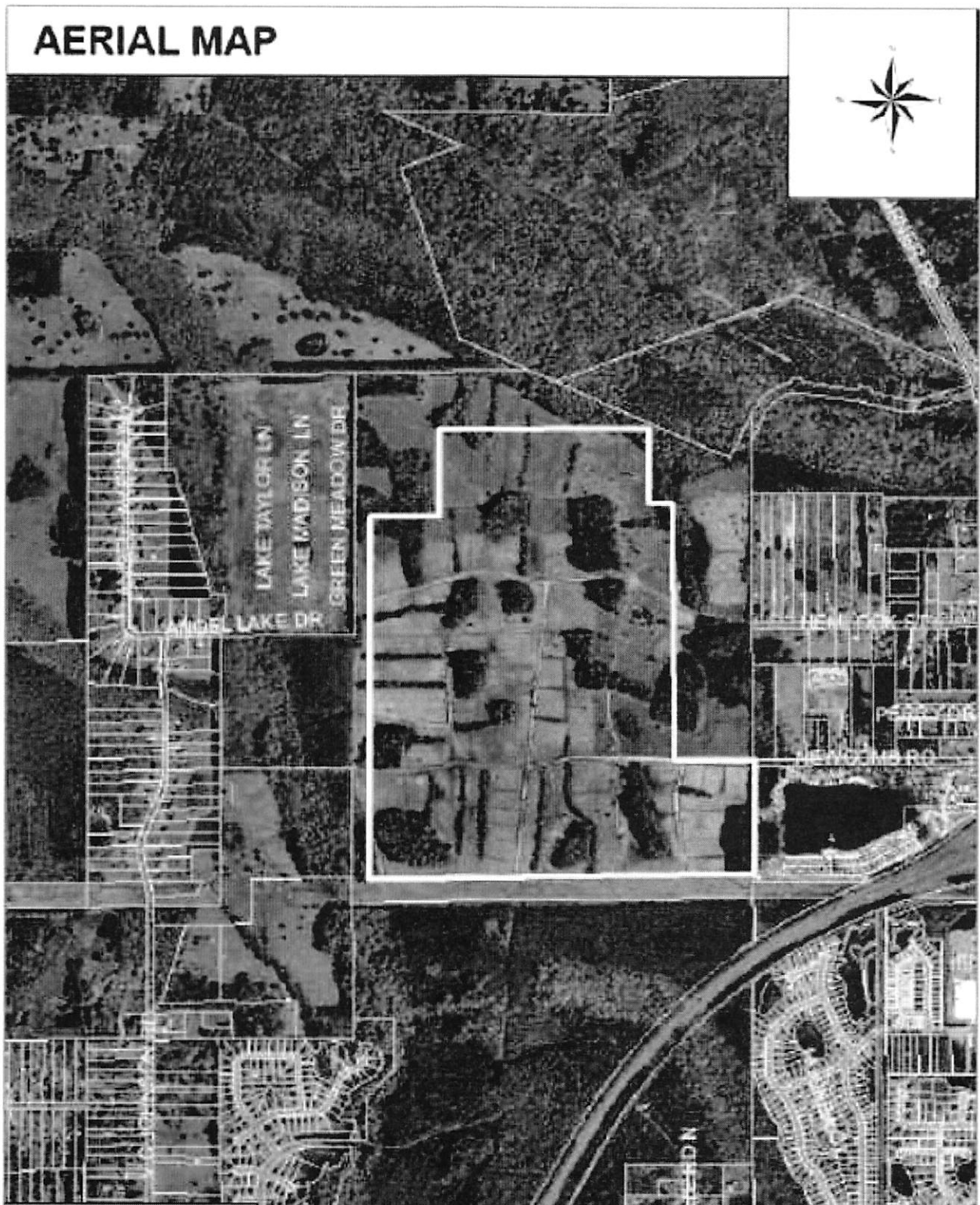
ATTACHMENT C

Land Use Amendment Application:

	APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN		
Date Submitted:	5/2/2018	Date Staff Report is Available to Public:	9/14/2018
Land Use Transmittal Ordinance #:	2018-560	Planning Commission's LPA Public Hearing:	9/20/2018
JPDD Application #:	L-5298-18A	1st City Council Public Hearing:	9/25/2018
Assigned Planner:	Susan Kealy	LUZ Committee's Public Hearing:	10/2/2018
		2nd City Council Public Hearing:	10/9/2018
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: PAUL HARDEN, ESQ. LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 PH: 9043995731 Fax: 9043995461 Email: PAUL_HARDEN@BELLSOUTH.NET		Owner Information: JASON BRIA SUNCAP SOUTHEAST INDUSTRIAL JOINT VENTURE, LLC BY SUNPORT INVESTMENTS, LLC ITS MANAGER 6101 CARNEGIE BLVD, SUITE 180 CHARLOTTE, NC 28209	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	317.54	General Location:	NORTH OF I-295 WEST OF LEM TURNER RD
Real Estate #(s):	019449 0000 (portion of)	Address:	0 NEWCOMB RD
Planning District:	6		
Council District:	8		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	NEW KINGS RD and LEM TURNER RD		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	VACANT		
Current Land Use Category/Categories and Acreage:	LJ 317.54		
Requested Land Use Category:	LDR	Surrounding Land Use Categories:	LDR, ROS
Applicant's Justification for Land Use Amendment:	TO DEVELOP AS SINGLE-FAMILY RESIDENTIAL		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	PLD 516.63		
Requested Zoning District:	PLD		
Additional information is available at 904-255-7888 or on the web at http://maps.coi.net/luzap/			

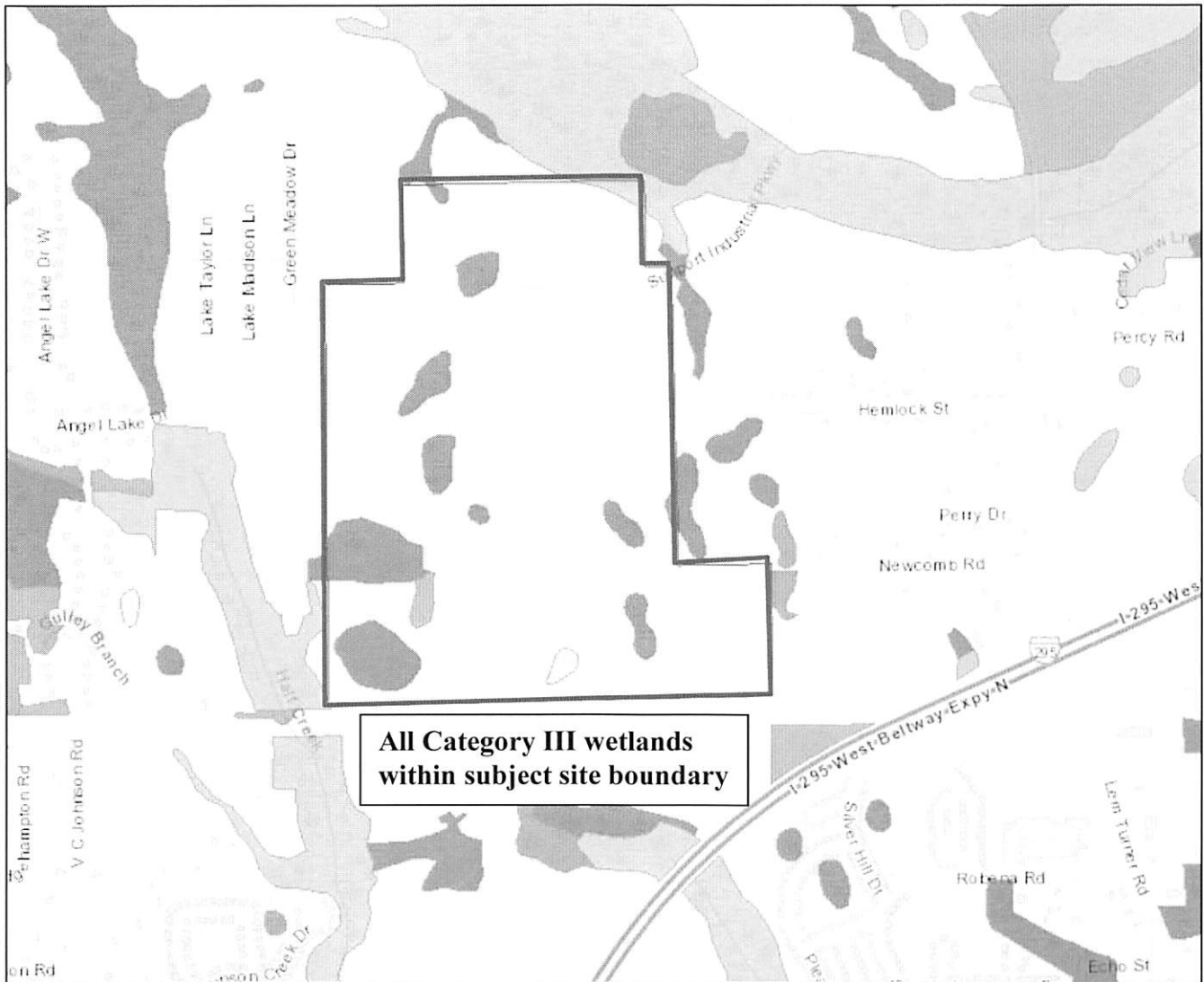
ATTACHMENT D

Aerial:



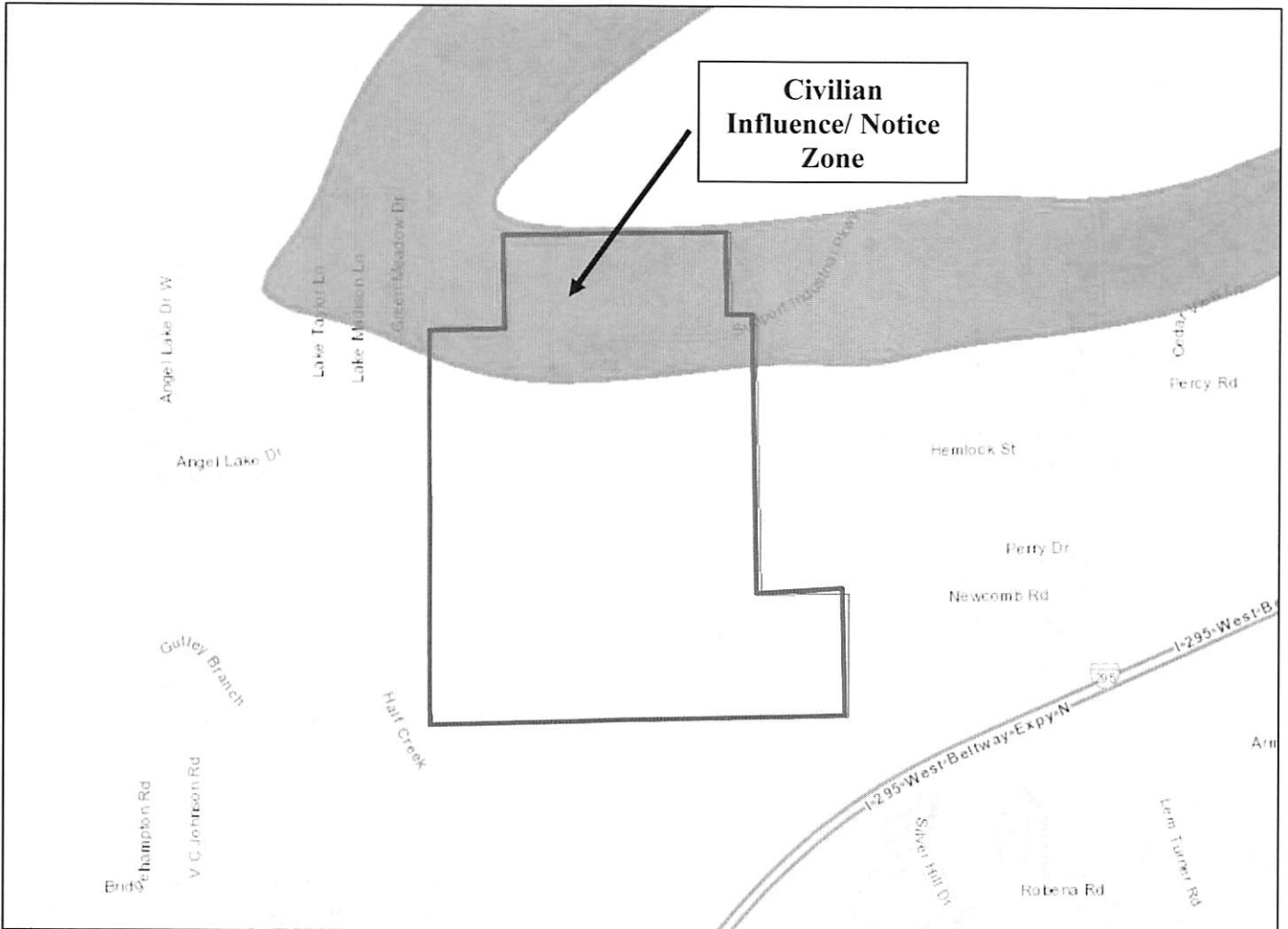
ATTACHMENT E

Wetlands Map:



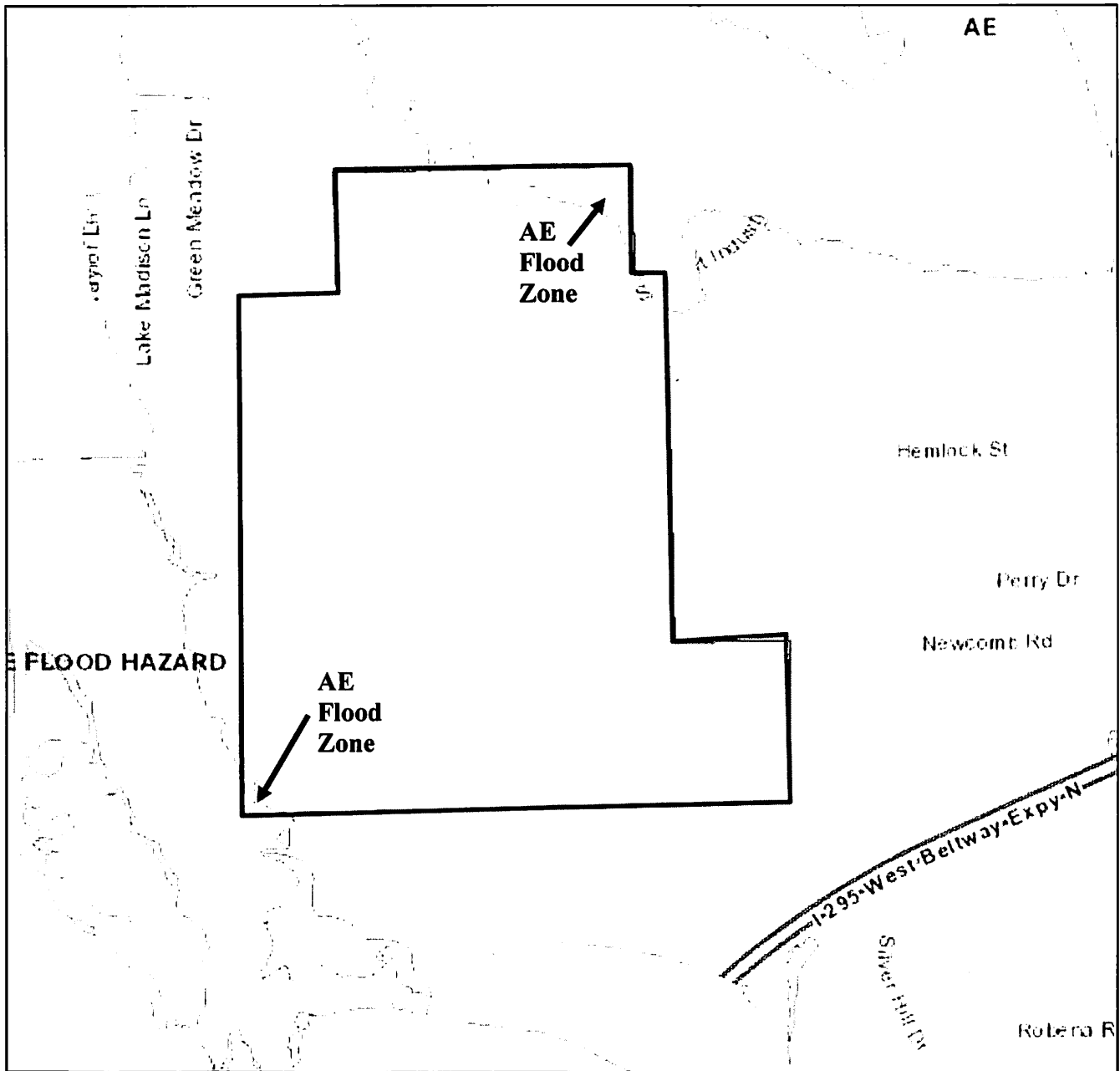
ATTACHMENT F

Civilian Influence/Notice Zone Map:



ATTACHMENT G

Flood Zone Map:



ATTACHMENT H

JAA Comments:

Kelly, Susan

From: Kimberly Howard <kimberly.howard@flyjacksonville.com>
Sent: Monday, August 27, 2018 9:57 AM
To: Kelly, Susan; David Dunkley
Subject: RE: Requesting Review of Land Use Amendment

Follow Up Flag: Follow up
Flag Status: Completed

EXTERNAL EMAIL: This email originated from a non-COJ email address. Do not click any links or open any attachments unless you trust the sender and know the content is safe.

Thank you for the email and summary of detail, Susan.

The Jacksonville Aviation Authority (JAA) strongly opposes the land use reclassification of the parcel adjacent to Newcomb Road from Light Industrial to Low Density Residential. The proposed parcel is located just over two miles from the approach of runway 32 and one mile from the approach of the future location of the southern parallel runway. This parcel will experience frequent overflight and any development within the parcel will be subject to excessive aircraft noise. JAA encourages aviation compatible development around its airports such as commercial and industrial.

Please let me know if I can provide any additional information.

Kind regards,

Kimberly

Kimberly Howard, CM
Senior Manager of Planning
www.flyjacksonville.com
Phone 904.741.2743 | Mobile 615.479.5564 | Fax 904.741.2224
14201 Pecan Park Road • Jacksonville • FL • 32218

