

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



OVERVIEW

ORDINANCE: # 2019-008

APPLICATION: L-5341-18C-6-3

APPLICANT: DR. GENE YOUNGBLOOD

PROPERTY LOCATION: 12021 OLD ST. AUGUSTINE ROAD; ON THE NORTH SIDE OF OLD ST. AUGUSTINE ROAD, BETWEEN PRINCESS LABETH COURT AND COLLINS CREEK DRIVE.

Acreage: 8.77

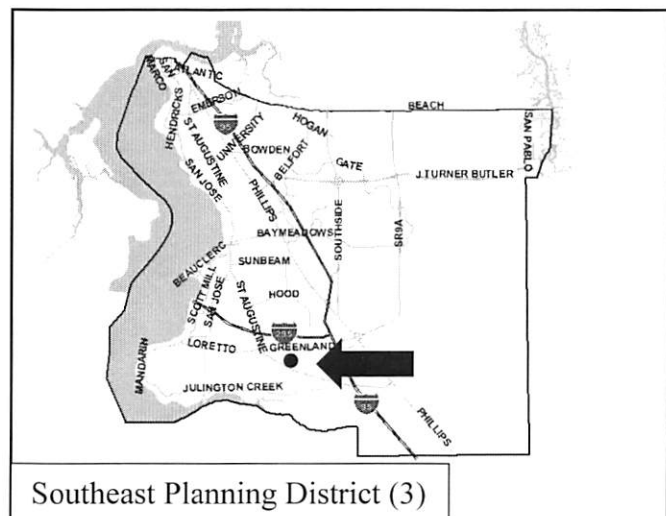
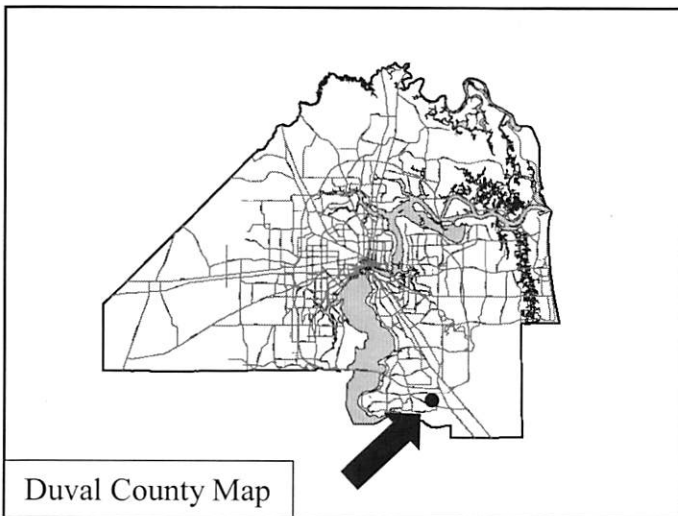
Requested Action:

| | | |
|-----------------|----------------|-----------------|
| | Current | Proposed |
| LAND USE | LDR | PBF |
| ZONING | RR-Acre | PBF-2 |

| 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 |
|------------------------|------------------------|------------------------------------|------------------------------------|----------------------------------|----------------------------------|---|--|
| LDR | PBF | 43 DU (5 DU/Acre) | N/A | N/A | 114,606 Sq. Ft. (0.3 FAR) | Decrease 43 DU | Increase 114,606 Sq. Ft. |

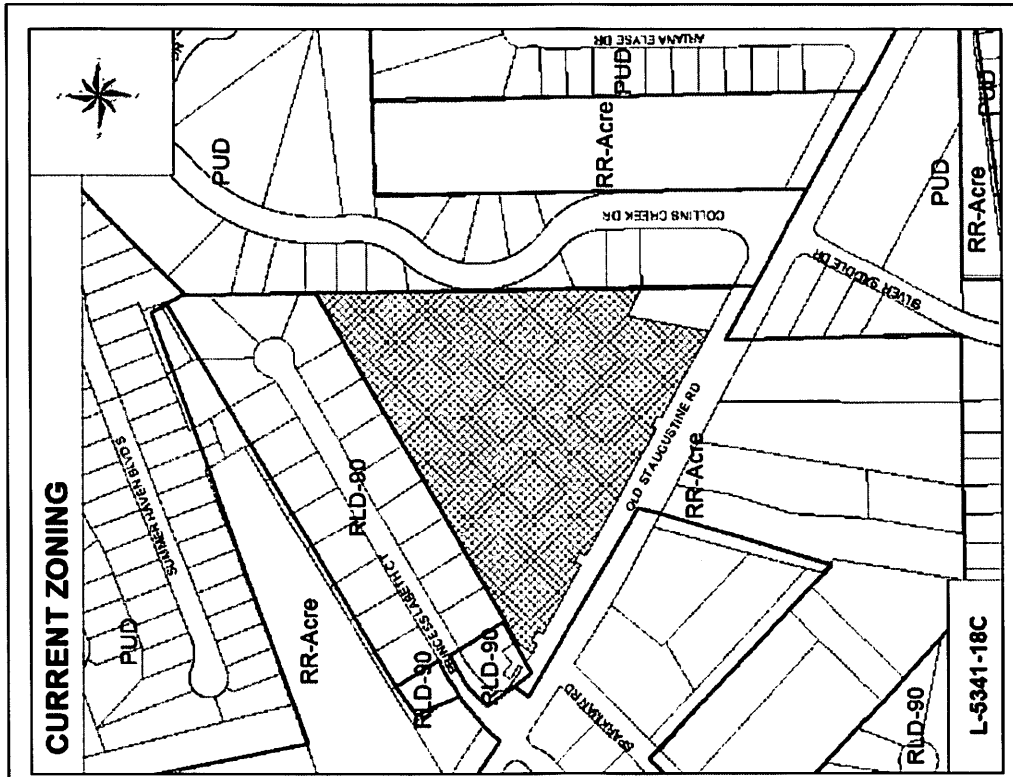
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



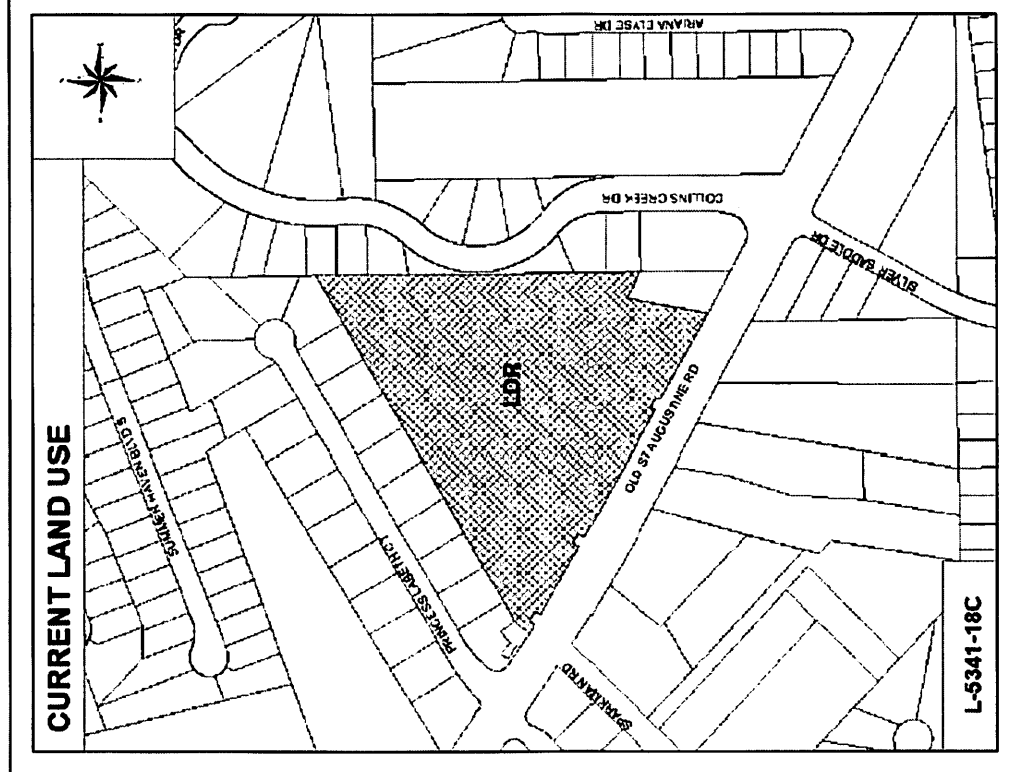
DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5341-18C



Current Zoning District(s): Residential Rural-Acre (RR-Acre)

Requested Zoning District(s): Public Buildings and Facilities-2 (PBF-2)



Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Public Buildings and Facilities (PBF)

ANALYSIS

Background:

The 8.77 acre subject site is currently occupied by a church and is located in the Suburban Development area as identified in the Future Land Use Map series (FLUM) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. The site is located in Council District 6, Planning District 3 and is within the boundaries of the Southeast Vision Plan.

The subject site is located on the north side of Old St. Augustine Road, which is classified as a collector road between Princess Labeth Court and Collins Creek Drive. Old St. Augustine Road includes sidewalks and bike lanes on both sides of the paved right-of-way.

The applicant proposes a future land use map amendment from Low Density Residential (LDR) to Public Buildings and Facilities (PBF) and a rezoning from Residential Rural-Acre (RR-Acre) to Public Building and Facilities-2 (PBF-2). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-009. According to the applicant, the purpose of the land use amendment and rezoning is to allow for current uses and future development of an assisted living facility.

The predominant land use in the areas is single-family in the LDR land use category. However, there are several churches located relatively close to the site.

| Adjacent Property | Land Use | Zoning District | Current Use(s) |
|-------------------|----------|----------------------|-----------------------------|
| North | LDR | RLD-90, PUD | Single-Family Homes; Church |
| South | LDR | RLD-90, RR-Acre, PUD | Single-Family Homes |
| East | LDR | PUD, RR-Acre | Single-Family Homes |
| West | LDR | RLD-90, RR-Acre, PUD | Single-Family Homes |

The proposed amendment does not include a residential component. Therefore, school capacity will not be impacted.

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). According to a JEA letter, dated December 17, 2018 that was provided in the companion rezoning application, the site has access to water and sewer.

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 has the potential to result in an increase of 2,174 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes

of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

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 1.

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 1 is 0.68.

The subject site will be accessible via Old St. Augustine Road which is a functional classified facility that could be impacted by the proposed development. Old St. Augustine Road is a 4-lane undivided collector facility, which has a maximum daily capacity of 31,806 vpd. The proposed office/institutional development could have an impact on the existing roadway network with the additional traffic from this land use amendment.

The Transportation Planning Division will require an operational analysis of the adjacent roadway network, performed by a licensed professional traffic engineer, be conducted to determine the impact to the external trips as a result of the land use change. A methodology meeting with the Transportation Planning Division must be held prior to commencement of the study. The traffic analysis is subject to approval of Planning and Development Department and the City of Jacksonville Traffic Engineer.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, 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.

IMPACT ASSESSMENT

[L-5341-18C]

| DEVELOPMENT ANALYSIS | | |
|--|---|---------------------|
| Development Boundary | Suburban Development Area | |
| Roadway Frontage Classification | 840 Feet of Frontage; collector road | |
| Plans/Studies | Southeast Vision Plan | |
| | CURRENT | PROPOSED |
| Site Utilization | Church | Church with ALF |
| Land Use/Zoning | LDR/RR-Acre | PBF/PBF-2 |
| Development Standards For Impact Assessment | 5 Dwelling Units/Acre | 0.3 FAR |
| Development Potential | 43 Dwelling Units | 114,606 Square Feet |
| Population Potential | N/A | N/A |
| SPECIAL DESIGNATIONS AREAS | | |
| | YES | NO |
| Aquatic Preserve | | X |
| Septic Tank Failure Area | | X |
| Airport Environ Zone | | X |
| Industrial Preservation Area | | X |
| Cultural Resources | | X |
| Archaeological Sensitivity | Low | |
| Historic District | | X |
| Coastal High Hazard /Adaptation Action Areas | | 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 | 2,174 net new daily trips | |
| Potential Public School Impact | N/A | |
| Water Provider | JEA | |
| Potential Water Impact | Decrease in 3395 gallons/day | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Decrease in 2547 gallons/day | |
| Potential Solid Waste Impact | Increase of 71.57 tons/year | |
| Drainage Basin / Sub-Basin | Julington Creek / Julington Creek | |
| Recreation and Parks | Palmetto Leaves Regional Park / Julington-Durbin Creek Preserve | |
| Mass Transit | None | |

| NATURAL FEATURES | |
|--|--|
| Elevations | 29 to 31 feet above mean sea level |
| Land Cover | 1200- Residential, Medium Density; 1700- Institutional |
| Soils | 38- Mascotte Fine Sand; 51- Pelham Fine Sand |
| Flood zone | N/A |
| Wetlands | N/A |
| Wildlife (sites greater than 50 acres) | N/A |

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 11, 2019, the required notice of public hearing signs were posted. Seventy-one (71) 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's Information Meeting was held on January 14, 2019. The applicant and several members of the public were present. Citizens concerns included: traffic safety issues, traffics speeds on Old St. Augustine Road, flooding and retention ponds.



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 (FLUE):

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

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

Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

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.

Recreation and Open Space Element (ROSE):

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

Comprehensive Plan Analysis

The current land use category, LDR in the Suburban Area, is primarily intended to provide for low density residential development at up to seven units per acre.

The proposed land use category, Public Buildings and Facilities (PBF), is a category which is intended to accommodate major public use or community service activities. Activities that provide community service functions vary in character and locational need. Principle uses include but are not limited to churches and places of worship, Nursing homes; Group care homes; Homes for the aged or orphans and other uses normally associated therewith are also permitted within this land use category.

According to a JEA letter, dated December 17, 2018 and submitted with the companion rezoning application, there is a 24-inch water main within the Old St. Augustine Road right-of-way along the front of the property. In addition, there is a 8-inch gravity main connection point at the intersection of Princess Labeth Court and Old St. Augustine Road as well as a 16-inch force main within the right-of-way of Old St. Augustine Road. Therefore, the site has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9.

The proposed amendment to the PBF land use category promotes a compact and compatible combination of residential and institutional uses, facilitates infill redevelopment on an underutilized parcel that is located within the Suburban Development Area and has access to urban services. Therefore, the proposed amendment discourages sprawl and encourages development in areas with existing access to public utilities and infrastructure. Therefore, the proposed amendment is consistent with FLUE Goal 3, Objective 6.3, and Policies 1.1.2 and 1.2.9.

The proposed land use amendment will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space.

The proposed amendment has been reviewed and found to comply with the Southeast Vision Plan pursuant to FLUE Policy 4.1.8B; see below.

Southeast Vision Plan

The subject property is located within the boundaries of what is identified as the Suburban Area of the Southeast Vision Plan (March 2010). According to the plan, the proposed land use amendment is consistent with the following:

- Guiding Principle Two- Promote Mixed-Use/Mixed-Income Redevelopment and Infill
 - Subprinciple 2.1 Provide For and Promote Compatible Mixed-Use Development, Infill and Redevelopment In Stable and Declining Areas and Create a Range Of Housing Opportunities and Choices, Where Appropriate. Encourage redevelopment along arterials with higher densities and intensities that limit impacts on failing roadways.

Promotes infill of an underutilized site in order to develop an assisted living facility which offers additional housing options to the aging population.

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 or make development easier in areas appropriate for infill and redevelopment.

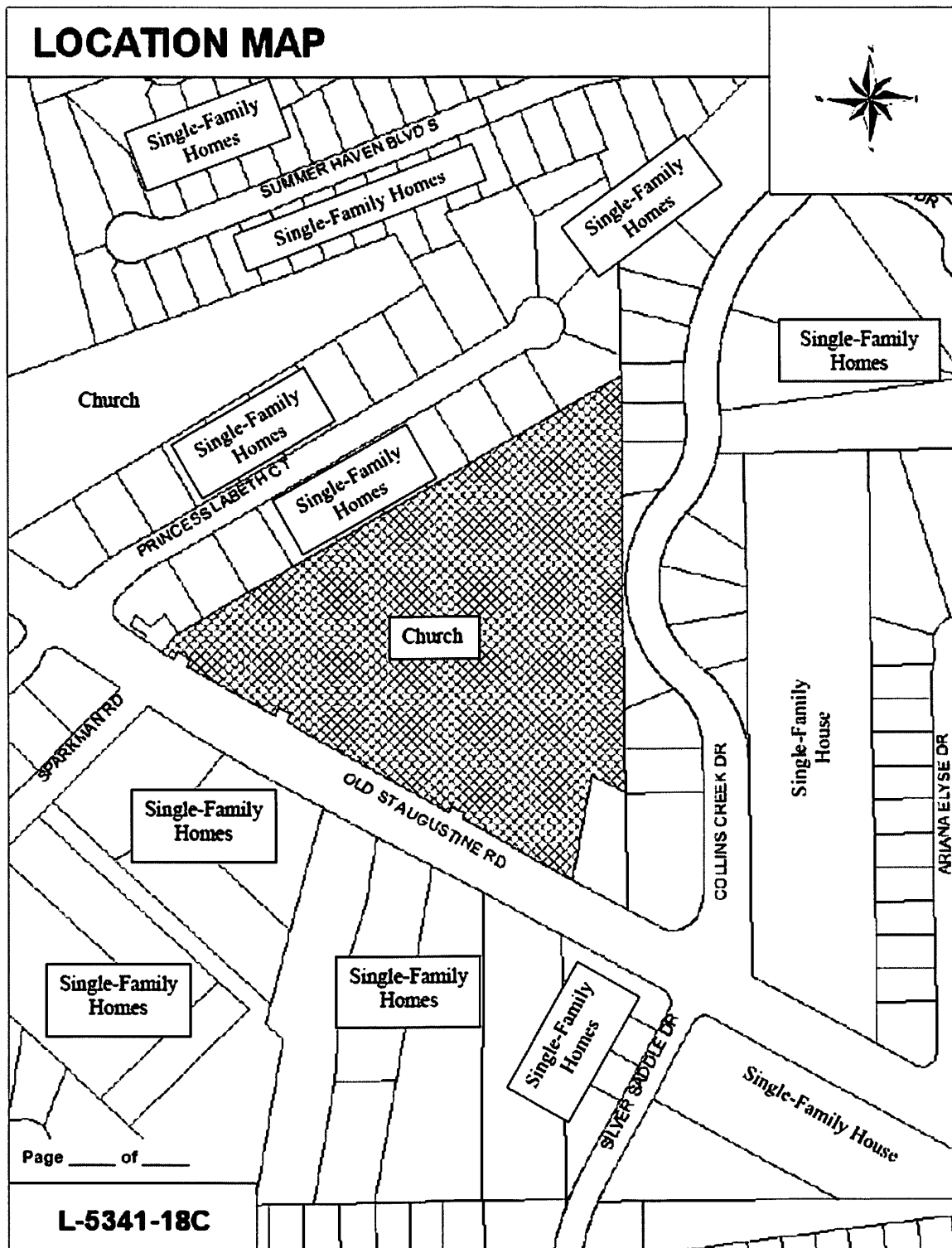
The proposed land use amendment is consistent with Policy 3 of the Communities and Affordable Housing section of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for infill development to improve quality of life in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida


Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

MEMORANDUM

DATE: January 22, 2019

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister 
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5341-18C

The proposed project identified in Land Use Amendment L-5341-18C is located at 12021 Old St. Augustine Road, south of Greenland road between Prince Labeth Court and Collins Creek Drive, in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Government Office Building (PBF) on approximately 8.77 +/- acres.

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 LDR land use category development impact assessment standards allow for 5 single-family dwelling units per acre, resulting in a development potential of 44 homes (ITE Land Use Code 210) which could generate 415 daily vehicular trips. The proposed PBF land use category development impact assessment standards allows for 0.3 FAR per acre, resulting in a development potential of 114,606 SF of office building space (ITE Land Use Code 730) which could generate 2,589 daily vehicular trips. This will result in a net increase of 2,174 daily vehicular trips if the land use is amended from LDR to PBF, as shown in **Table A**.

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 1.

ATTACHMENT B (cont.)

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 |
|----------------------------|-------------------|-------------------------------|--------------------------------------|----------------------|--------------------|-------------------------|
| LDR | 210 | 44 SFDUs | T = 9.44 (X) | 415 | 0.00% | 415 |
| Total Section 1 | | | | | | 415 |
| 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 |
| PBF | 730 | 114,606 SF | T = 22.59 (X) / 1000 | 2,589 | 0.00% | 2,589 |
| Total Section 2 | | | | | | 2,589 |
| Net New Daily Trips | | | | | | 2,174 |

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.

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ATTACHMENT C

Aerial Photo:



ATTACHMENT D

Land Use Amendment Application:

|  | | APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN | |
|---|----------------|---|-----------|
| Date Submitted: | 12/13/18 | Date Staff Report is Available to Public: | 2/1/2019 |
| Land Use Adoption Ordinance #: | 2019-008 | Planning Commission's LPA Public Hearing: | 2/7/2019 |
| Rezoning Ordinance #: | 2019-009 | 1st City Council Public Hearing: | 2/12/2019 |
| JPDD Application #: | L-5341-18C | LUZ Committee's Public Hearing: | 2/20/2019 |
| Assigned Planner: | Chris Schoenig | 2nd City Council Public Hearing: | 2/26/2019 |

GENERAL INFORMATION ON APPLICANT & OWNER

| | |
|--|--|
| Applicant Information: GENE YOUNGBLOOD FIRST CONSERVATIVE BAPTIST CHURCH 12021 OLD ST AUGUSTINE ROAD JACKSONVILLE, FL 32258 Ph: 9042627777 Fax: 904 Email: FCBC@CONSERVATIVE.EDU | Owner Information: GENE YOUNGBLOOD FIRST CONSERVATIVE BAPTIST CHURCH 12021 OLD ST AUGUSTINE ROAD JACKSONVILLE, FL 32258 Ph: 9042627777 Fax: 904 |
|--|--|

DESCRIPTION OF PROPERTY

| | |
|--|--|
| Acreage: 8.77 Real Estate #(s): 158069 0010 | General Location: GREENLAND- SOUTH OF GREENLAND RD |
| Planning District: 3 Council District: 6 Development Area: SUBURBAN AREA Between Streets/Major Features: PRINCESS LABETH CT and COLLINS CREEK DR | Address: 12021 OLD ST AUGUSTINE RD |

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: CHURCH
Current Land Use Category/Categories and Acreage:
LDR 8.77

Requested Land Use Category: PBF **Surrounding Land Use Categories:** LDR
Applicant's Justification for Land Use Amendment:
TO ALLOW FOR CURRENT USES AND FUTURE DEVELOPMENT OF AN ASSISTED LIVING FACILITY.

UTILITIES

Potable Water: JEA **Sanitary Sewer** JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
RR-Acre 8.77

Requested Zoning District: PBF-2

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>