

**PROPOSED SMALL-SCALE 2014C-016
FUTURE LAND USE MAP (FLUM) AMENDMENT**



OVERVIEW

ORDINANCE: 2015-207

APPLICATION: 2014C-016 -2-2

APPLICANT: PAUL HARDEN

**PROPERTY LOCATION: 0 MCCORMICK RD & KERNAN BLVD
Acreage: 2.56**

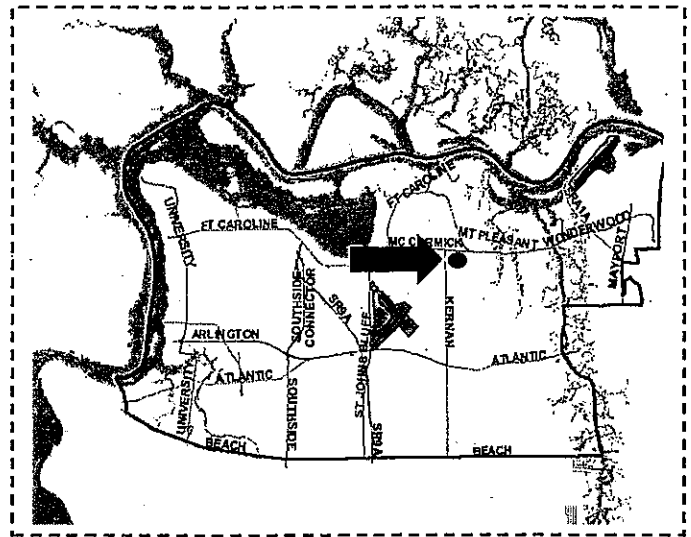
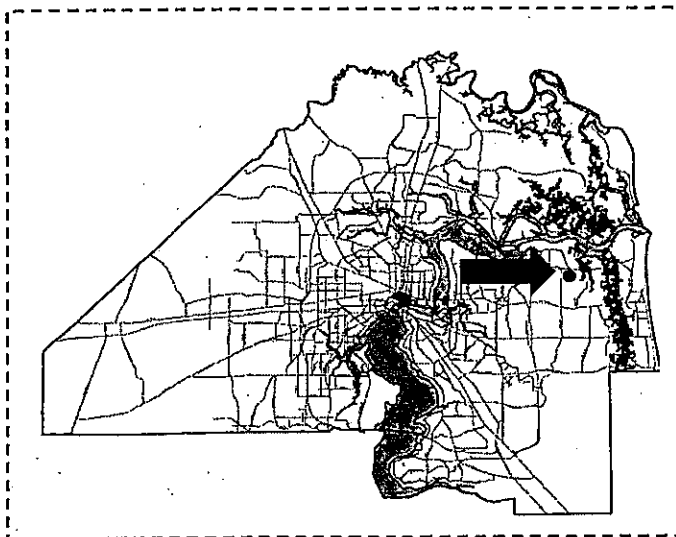
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RR-Acre	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
LDR	CGC	12 DU (5 DU/acre)	N/A	0.35 FAR	39,029 sq. ft	Decrease of 12 DU	Increase of 39,029 sq. ft

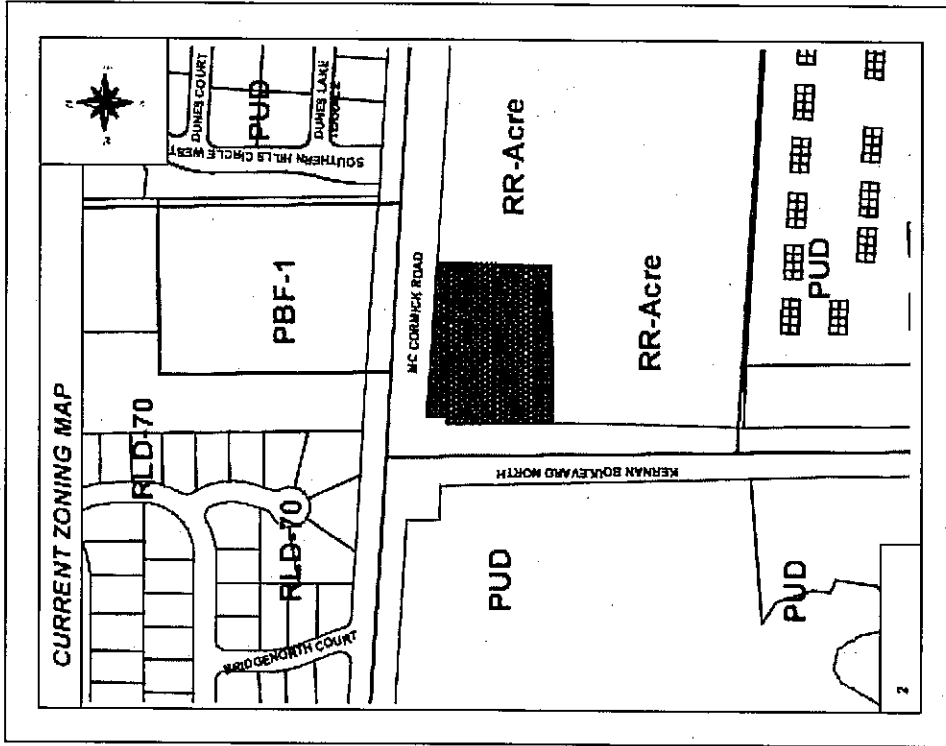
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION:
APPROVAL**

LOCATION MAPS: Arrows point to location of proposed amendment.

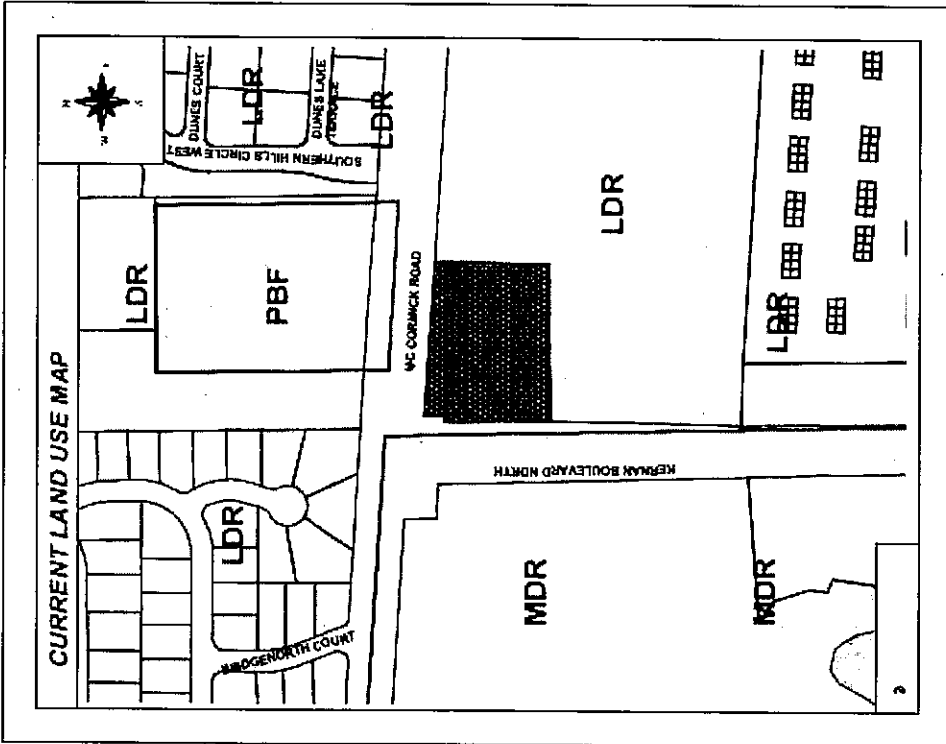


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2014C-016



Current Zoning District(s): Residential Rural -Acre (RR-Acre)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Community/General Commercial (CGC)

ANALYSIS

Background:

The 2.56 acre subject property is located at the southeast quadrant of Kernan Boulevard and McCormick Road in Council District 2 within the boundaries of the Greater Arlington/ Beaches Vision Plan. The 2.56 acre infill site is currently undeveloped as it is limited by a 150 foot wide major transmission line easement. The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/ General Commercial (CGC) and a rezoning from Residential Rural-Acre (RR-Acre) to Planned Unit Development (PUD). According to the applicant, the proposed land use amendment and rezoning are to allow for development of a convenience oriented commercial retail use, a filling station, and a car wash. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2015-208.

The site is located at the major signalized intersection of minor arterial roadway Kernan Boulevard and principal arterial roadway McCormick Road also referenced to as Wonderwood Connector. The currently vacant property abuts land owned by Celebration Church to the south and east of the property that includes a worship facility and school. Single and multi-family residential developments are the predominant land uses surrounding the site. Additionally, the subject parcel is bounded to the north by a 4.92 acre JEA Generator site and to the west by an undeveloped 19 acre JTA property. Bus stops and sidewalks are on both sides of McCormick Road and within walking distance of the subject site.

The area surrounding the subject site is encumbered by a large easement area for JEA transmission lines that run southward along Kernan. The 150 foot wide (0.94 acre) transmission line easement area (see Attachment D) precludes residential development on this small 2.56 acre parcel. According to JEA rules, a seventy-five foot radius around the base of each transmission line supporting pole is to be maintained clear at all times to permit the set-up and operations of their large vehicles. JEA does not allow structures to be built beneath the transmission lines. Attachment D of this of this report contains photos of the existing and surrounding area.

The Wonderwood Corridor Study and the Greater Arlington/Beaches Vision Plan address the neighborhood encompassing the subject property with the primary goal of developing sound growth management strategies and to preserve and enhance the travel options for those traveling to and from the beaches. According to the corridor study the Wonderwood Connector is to function as a connection route for area residents to quickly and easily drive to neighborhood commercial retail sales and service establishments. However, there are no such options in close proximity.

According to the Development Areas Map in the Future Land Use Element, the site is located within the Suburban Development Area. The development plan does not include residential uses so school enrollment will not be impacted by this proposed amendment.

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).

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in a potential increase of 775 net new daily 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.

Airport Environ Zone

The site is located within the 300 foot Height and Hazard Zone for Naval Station Mayport. The companion PUD zoning limits development to a maximum height of less than 35' and therefore, the proposed uses comply with the 300 foot limit. Additionally, 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 656.10051(d).

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly high and low sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process will be required to perform a Professional Archaeological Reconnaissance Survey and possibly a Phase 1 archaeological survey if in an area of high sensitivity. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Commercial convenience oriented store
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU per Acre	0.35 FAR
Development Potential	12 DU	39,029 sq ft
Population Potential	31 people	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	X-Military Height Zone 300' & Military Notice	
Industrial Preservation Area		X
Cultural Resources	X-Mostly High and Low probability	
Archaeological Sensitivity	X- Mostly High and Low probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	X-0-4 inches	
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Potential increase of 775 Net New Trips	
Water Provider	JEA	
Potential Water Impact	Potential Decrease of 1,241 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Potential Decrease of 930.40 gallons per day	
Potential Solid Waste Impact	Potential Increase of 31.246 tons per year	
Drainage Basin / Sub-Basin	Tiger Pond Creek Stream	
Recreation and Parks	No	
Mass Transit	JTA Route 202	
NATURAL FEATURES		
Elevations	40 ft.	
Soils	Leon fine sand (0-2 percent slopes), Hurricane and Ridgewood soils, (0-5 percent slopes), Ortega fine sand (0-5 percent slopes)	
Land Cover	Electric Power transmission lines, Pine Flatwoods, Herbaceous/Dry Prairie, Freshwater Marshes/Graminoid Prairie-Marsh	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 2, 2015, the required notices of public hearing signs were posted. Seventeen (17) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on April 6, 2015. There were no speakers in opposition to the application.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

The proposed amendment is consistent with the 2030 Comprehensive Plan, including the following Goal, Objectives and Policies of the Future Land Use Element (FLUE):

- 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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- 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.
- Objective 3.4 Where feasible, the City shall encourage all new developments to conform to a compact and connected growth pattern with land use diversity and improved interrelationships among living, working, shopping, education and recreational activities.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

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 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.

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of up to 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.

The CGC Land Use category is 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 and located at major roadway intersections to serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled.

The CGC land use would provide for daily commercial needs of nearby residents while limiting Vehicle Miles Traveled as called for in the City's Mobility Comprehensive Plan. The subject property is located in the Suburban Development Area and has access to full urban services, including mass transit and sidewalks on both sides of the road and would facilitate a development pattern that promotes transit, pedestrian safety, walkability, and interconnectivity with adjacent residential uses in compliance with Objectives 1.1, 3.4, 6.3 and Policy 1.1.22. Additionally, the plan amendment request is for a new CGC designation for a site that is supplied with full urban services and which abuts roadways classified as arterial or higher on the Functional Highway Classification Map consistent with FLUE Objective 6.3 and Policies 3.2.4 and 3.2.7.

The nature of the surrounding area and subject site are not conducive to residential development due to the proximity of the signalized intersection of arterial roadways and the 0.94 acre JEA transmission line easement that severely limits development of the property. Therefore, the proposed amendment optimizes the combined potentials for economic benefit and enjoyment and results in a compact and compatible land use pattern as called for in FLUE Objective 1.1 and Policy 1.1.22.

The area surrounding the subject site is well established and located at the intersection of two arterial roadways. The proposed land use amendment to CGC would maintain the existing residential character and would not encourage through traffic into the surrounding residential areas. Therefore, the proposed amendment is consistent with FLUE Policy 3.2.4 .

With the exception of the 19 acre JTA property located at the southwest corner of McCormick and Kernan, the proposed site is located in a mostly developed area and therefore, will not result in a commercial transition of the corridor. The JTA site is viable for medium density residential development due to its size and the fact that it is not directly impacted by the JEA transmission line/easement in the manner that the subject site is limited. The proposed site will assist in improving the level of service on McCormick and Kernan by reducing Vehicle Miles Traveled for commercial retail service needs while facilitating the option of other modes of transportation such as bike and pedestrian. As a result the amendment to CGC would promote mobility options and reduced Vehicle Miles Traveled satisfying FLUE Objectives 1.1, 3.4, 6.3 and Policy 1.1.22

While the corridor study recommends that this site not provide commercial uses with the goal of protecting the flow of traffic in the area, the 2030 Comprehensive Plan and the Greater Arlington/Beaches Vision Plan call for infill development and an interconnected mix of land uses in a manner that promotes mobility options to reduce Vehicle Miles Traveled. The proposed amendment has been reviewed against these plans and has been found to promote the goals and objectives of these plans and as such the amendment is in compliance with FLUE Policy 4.1.8B. Development of the subject site with a commercial retail site would complement the surrounding land uses promoting walkability and interconnectivity due to the nature of the neighborhood being predominantly residential consistent with Objective 3.4.

Wonderwood Corridor Study (2002)

The proposed amendment is inconsistent with the Wonderwood Connector Corridor study developed in 2002. The overall purpose of the study was to develop sound growth management and transportation strategies that preserve the residential neighborhoods it passes through. At the time of the study, the subject property was an out parcel not included in the Celebration Baptist Church parcel that surrounds the subject site being identified as a "critical site." Reviewed by age, condition, and intensity of uses, the parcels identified as critical sites were seen as potential future challenges or opportunities. The site was deemed appropriate for residential development in the study. However, the study did not acknowledge the existence of the 150 foot wide transmission line easement which covers 0.94 acres of the western portion of the subject property and thereby negatively impacts the site's viability for residential development. According to the study, the site is developable for non-residential uses if developed under a secondary zoning district. Given the mostly developed character of the neighborhood, retail use would not set a precedent for future commercial development along the corridor as this site is unique and encumbered by severe developmental restrictions.

According to the study, no exclusively retail uses are recommended for this site. Retail uses would not benefit the neighborhood because as discussed in the "Future Land Uses", they are not needed and would negatively impact the residential character of the corridor. The proposed amendment provides characteristics that allow the commercial parcel to become part of the neighborhood providing a potential use that adequately serves the daily needs of the neighborhoods and maintain traffic free flowing with a high degree of mobility. This unique development encompasses pedestrian paths, bike lanes and mass transit all available on

site. The Planning and Development Department recognizes the development pressure within the Wonderwood Corridor Study. Although it is not consistent with the original intent of the study, the proposed site has the opportunity to be developed and capitalize on its unique character while also protecting the flow of traffic in the area.

Vision Plan Consistency

The subject site is located within the boundaries of the Greater Arlington Beaches Vision Plan in an area the Plan identifies as a Suburban Area. The purpose of this Plan is to provide a vision that protects existing neighborhoods and balances the quality of life assets that first attracted residents to the area with new opportunities for growth and land use diversity. The traffic analysis identified McCormick and Kernan operating at Level of Service F. The plan shows the site as a transit location and target area for neighborhood oriented transit. This section of Kernan and McCormick are operating at Level of Service (LOS) F therefore the location of the proposed development would assist in reducing Vehicles Miles Traveled and promoting a more efficient land use pattern. The proposed amendment is consistent with the Greater Arlington Beaches Vision Plan and is compatible with the character of the neighborhood. The site is located at a major intersection and is not adjoining residential uses thereby reducing concerns about neighborhood character and scale.

Guiding Principle Two

Sub-Principle 2.1- Promote Greater Density/Diversity of Land Uses in Appropriate Locations

3. Create land use and zoning regulations that encourage non-residential neighborhood development which compliments neighborhood character.

8. Create land use and zoning regulations that provide land use patterns consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways.

Objective 1.1.2 – Building use, scale and character should be compatible with neighborhoods.

Objective 2.12- Encourage non-residential neighborhood development which compliments neighborhood character.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

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.

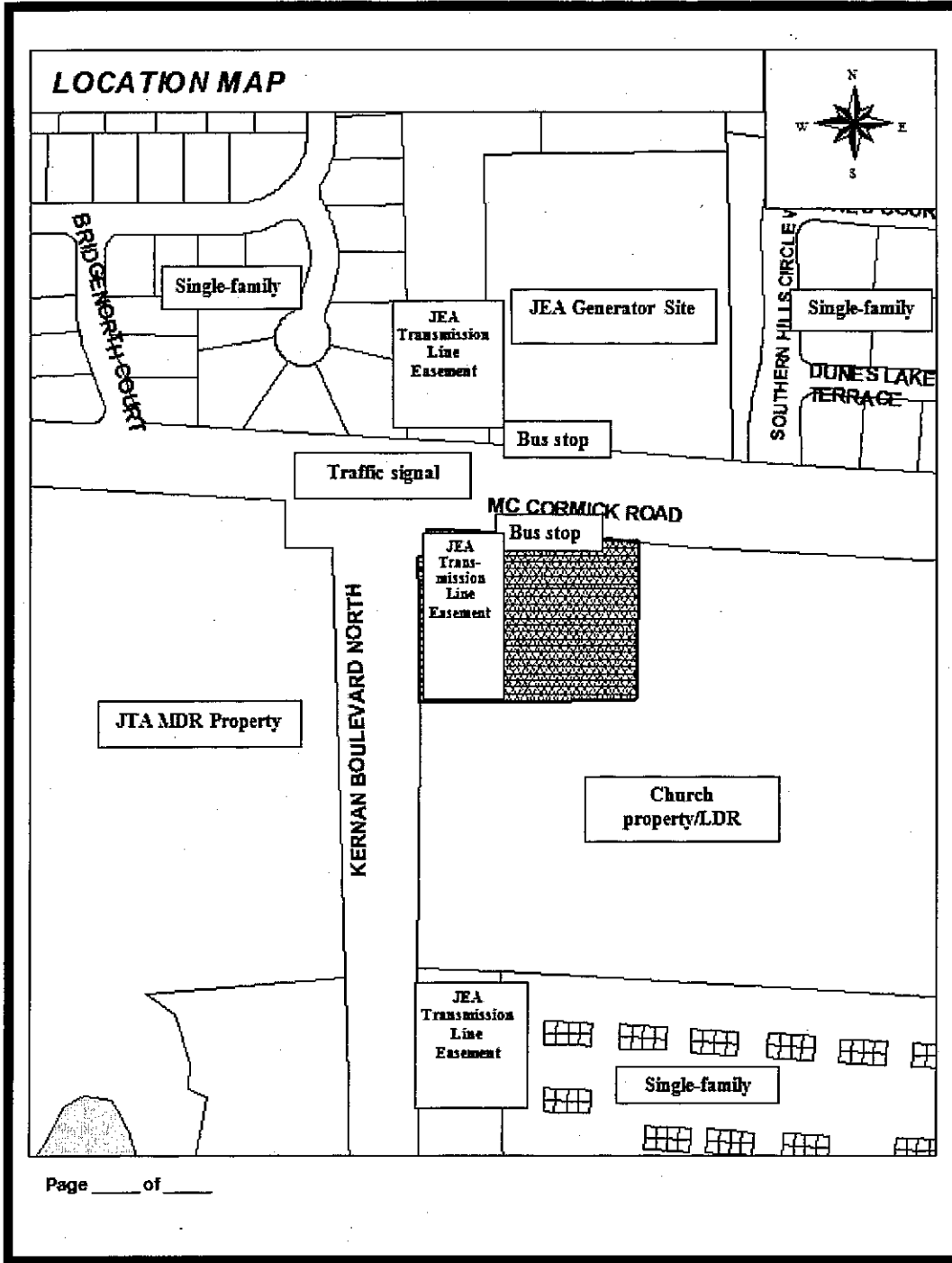
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

Produced by: Planning and Development Department
 Application Number: 2014C-016

LB
 Date: 4/2/2015
 Mobility Zone / Development Area: 2 / Suburban
 Planning District: 2
 Council District: 2

Table A

Trip Generation Estimation
Section 1

Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2014C-016 LDR/RR	2.58	210								
Total Section 1									0	0

Section 2

Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2014C-016 LDR/RR	2.58	210	12	DU	T = X T = 9.52 (X)	12 114	0.00% 0.00%	0.00% 0.00%	12	114
Total Section 2									12	114

Section 3

Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2014C-016 CGC/PUD	2.58	828	38,029	1000 SF GLA	T = 3.71(X) / 1000 42.7 (X) / 1000	108 1,730	0.00% 0.00%	48.82% 48.82%	54	889
Total Section 3									54	889
*Net New Trips = Section 3 - Section 2 - Section 1									42	775

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

Table B

Net New Daily External Trip Distribution


a 42	b 775	= Total Net New External Trips (Table A)	c	(a*c)	(b*c)
Link ID	Roadway Name	From / To	Percent of Total Net New Daily Amendment Trips	Net New Peak Hour External Amendment Trips	Net New Daily External Amendment Trips
395	MT. PLEASANT RD	MONUMENT RD TO MCCORMICK RD	1.70%	1	13
398	MCCORMICK RD (SR 116)	MONUMENT RD TO MT. PLEASANT RD	6.20%	3	48
404	KERNAN BLVD	MCCORMICK RD TO MATTHEW UNGAR DR	93.80%	40	727

BOLD *Indicates Directly Accessed Segment(s)*

LUA 2014C-016.xls

ATTACHMENT C

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	12/2/14	Date Staff Report is Available to Public:	04/17/2015
Land Use Adoption Ordinance #:	2015-207	Planning Commission's LPA Public Hearing:	04/23/2015
Rezoning Ordinance #:	2015-208	1st City Council Public Hearing:	04/28/2015
JPDD Application #:	2014C-016	LUZ Committee's Public Hearing:	05/05/2015
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	05/12/2015
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: PAUL HARDEN LAW OFFICE OF PAUL HARDEN 501 RIVERSIDE AVENUE JACKSONVILLE, FL 32221 Ph: 9043965731 Fax: 9043965731 Email: PAUL_HARDEN@BELLSOUTH.NET		Owner Information: GEORGE HODGES AGENT CITY NATIONAL BANK OF FLORIDA, TRUSTEE PO BOX 16771 JACKSONVILLE, FL 32245 Ph: 9043965731 Fax: 9043955731	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	2.56	General Location:	SOUTHEAST QUADRANT OF MCCORMICK ROAD AND KERNAN BOULEVARD
Real Estate #(s):	161020 0800	Address:	0 MC CORMICK RD
Planning District:	2		
Council District:	2		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	MCCORMICK ROAD and KERNAN BOULEVARD		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	VACANT		
Current Land Use Category/Categories and Acreage:	LDR 2.56		
Requested Land Use Category:	CGC	Surrounding Land Use Categories:	LDR,MDR,PBF
Justification for Land Use Amendment:	TO PERMIT RETAIL USE CONSISTENT WITH THE NATURE OF THE ROADWAYS ABUTTING THE PROPERTY AND CONSISTENT WITH MARKET DEMAND.		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	RR-Acre 2.56		
Requested Zoning District:	PUD		
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/uzap/			

ATTACHMENT D

JEA Easement

Subject Site

