

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



OVERVIEW

ORDINANCE: ORD # 2015- 437

APPLICATION: APP # 2015C-008-6-2

APPLICANT: DOUG SKILES

PROPERTY LOCATION: 15137 Main St. North

Acreeage: .43

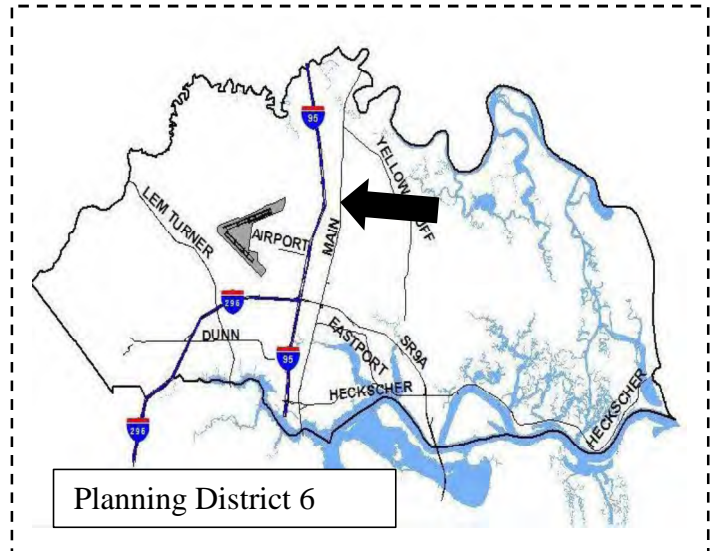
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	CCG-2, RLD-120	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	2 DU (5 DU/ Acre)	N/A	N/A	6,556 sq. ft. (.35 FAR)	Decrease Of 2 DU	Increase 6,556 sq. ft.

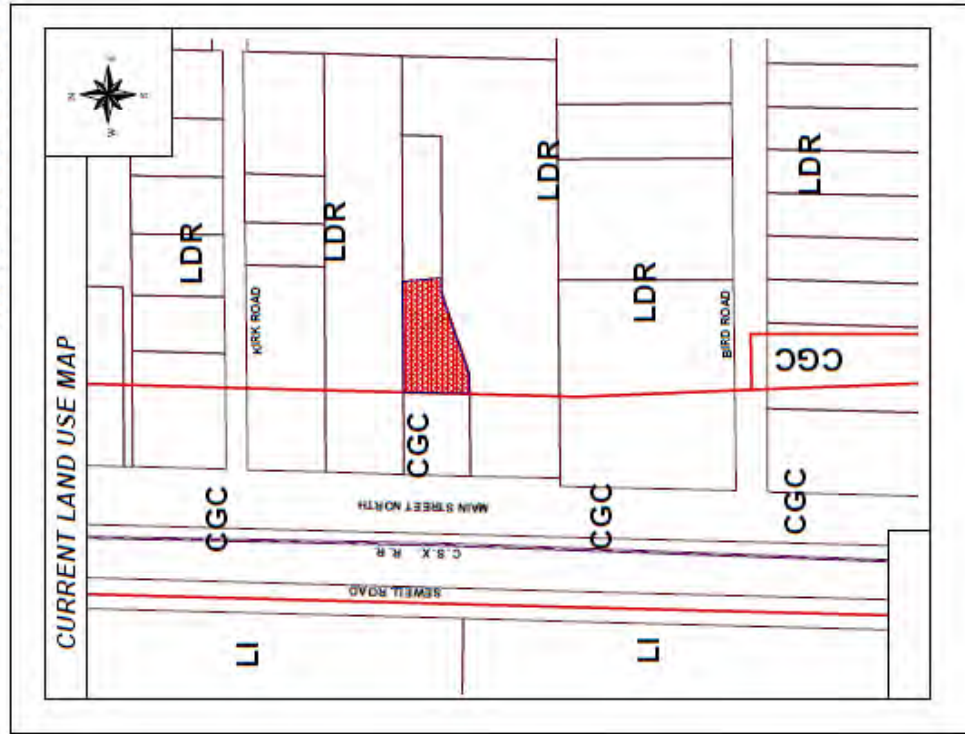
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL

LOCATION MAPS:

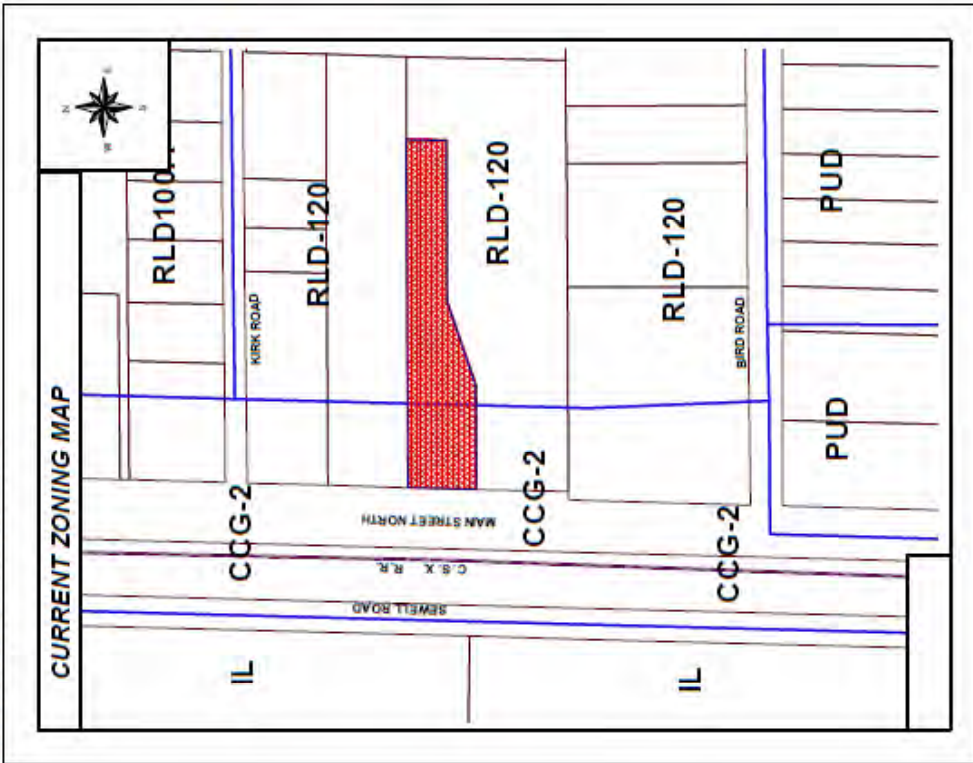


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2015C-008



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



Current Zoning District(s): Commercial Community General 2 (CCG-2)
 Residential Low Density-120 (RLD-120)
Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The subject property is located at 15137 Main Street N, approximately 1.5 miles north of Duval Station Road and .3 miles south of Pecan Park Road. The site is within the North Planning District, Council District 2 and the North Vision Plan. The existing commercial structure was built prior to adoption of the 2010 Comprehensive Plan and was used as a service garage. The site is located east of the Jacksonville International Airport and is within the 150 foot Civilian Height and Hazard Zone for the airport. In addition, the property is located within the boundary of the North Jacksonville Dunn Ave. and Main St. Corridor Revitalization Plan which identifies roadway improvements for this section of Main Street.

The applicant is requesting a future land use amendment on .43 acres of a 1.2 acre parcel from Low Density Residential (LDR) to Community General/Commercial (CGC) and a companion rezoning for the entire site from Residential Low Density-120 (RLD-120) and Commercial Community/General-2 (CCG-2) to Planned Unit Development (PUD) to allow for commercial retail automotive sales and office development on the subject property. The rezoning application is pending concurrently with this land use amendment pursuant to Ordinance 2015-438.

The CGC Future Land Use category boundary follows a consistent pattern along this portion of North Main Street, resulting in the creation of a 150 foot wide strip of CGC designated land between Main Street and LDR designated lands. Currently the commercial building is split by the two different land uses. Recent land use trends in the area demonstrate a need to widen this 150 foot strip of commercial land to promote a viable opportunity for commercial/retail development along North Main Street. The depth of the lot is 595 feet. The CGC boundary as proposed will be moved approximately 195 to the east so the depth of CGC is 345 feet; the eastern most 250 feet will remain in a LDR land use category while the entire parcel will be zoned PUD.

The area surrounding the subject site is characterized by a mix of vacant, residential, and commercial uses. (See Dual Map on page 2 and Attachment A- Land Utilization Map). There are several parcels for sale surrounding the property. These parcels are similar to the subject property, in that they also have split land use categories and they are being advertised as commercial properties. Within one half of a mile north and south of the subject site there have been four similar approved land use amendments extending the CGC line further east to accommodate commercial development along this portion of Main Street. These amendments include Ordinances: 2009-140-E, 2006-203-E, 2004-0550-E, and 2008-0143-E. (See Amendment E- Land Use Changes Map)

The subject property is located in an area that is transitioning from low density residential to more intense commercial, industrial, office and retail uses. The proposed amendment would continue this trend of development in the area. Although the land use change seems to

intrude into the surrounding residential area, several buildings in this area, including the subject property, are older and in poor structural condition. As stated previously, the properties surrounding the subject site are for sale and advertised as commercial land.

The site is located along the east side of Main Street, a major arterial roadway. On the west side of Main Street is the CSX railroad. The subject property is on a well and septic system. However, JEA has provided a service availability letter stating that both public water and sewer are available and the applicant will be required to connect to those systems.

The Florida Department of Transportation (FDOT) has appropriated funding for a Planning, Design and Engineering (PD&E) study for the widening of the 5.5 mile stretch of Main Street from New Berlin Road to Pecan Park Road, including the section of Main Street that the subject property fronts along.

According to the Development Areas Map of the Future Land Use Element the site is located within the Suburban Development 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).

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in 131 new daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Commercial	Commercial
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU per Acre	0.35 FAR
Development Potential	2 DU	6,556 sq. ft.
Population Potential	5 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	X 150'	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X - Low
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X- Discharge Area
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	131 net new trips	
Water Provider	Onsite well	
Potential Water Impact	Decrease 454.2 gallons per day	
Sewer Provider	Onsite septic	
Potential Sewer Impact	Decrease 340.6 gallons per day	
Potential Solid Waste Impact	Increase of 9.11 tons per year	
Drainage Basin/ Sub-Basin	Deese Creek	
Recreation and Parks	Tom Marshall Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	35 ft.	
Soils	32-Leon Fine Sand	
Land Cover	1550 Other light Industry	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 26, 2015, the required notices of public hearing signs were posted. 19 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 July 20, 2015 and there were no speakers present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

- Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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.
- Objective 1.2 Manage the use of land in the City by approving new development and redevelopment only if necessary public facilities are provided concurrent with the impacts of development. Ensure the availability of adequate land suitable for utility facilities necessary to support proposed development. Verify prior to development order issuance that all new development and redevelopment will be served with potable water, wastewater, solid waste disposal, stormwater management facilities, and parks that meet or exceed the adopted Levels of Service established in the Capital Improvements Element.
- 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 2.2.8 Encourage the redevelopment and revitalization of run-down and/or under-utilized commercial areas through a combination of regulatory techniques, incentives and land use planning. Adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists.
- Policy 3.2.2 City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- 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 objective of the vision plans and neighborhood plans and studies.

The proposed land use amendment would expand the existing CGC area to make the property more practical for commercial redevelopment as the 150 foot depth of the existing CGC land use designation limits the viable development area for the property, especially when Main Street is widen. The land use change helps develop the commercial character of the area consistent with the North Jacksonville Vision Plan and the PUD allows for appropriate combinations of complementary land uses through site design. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.12, 3.2.7 and 4.1.8B.

The area is slowly transitioning from residential to commercial along the frontage of Main Street. Although the proposed land use amendment seems to expand the CGC into a residential area, the surrounding residential buildings are run down and uninhabitable. Those lots both to the north and south of this site have been for sale as commercial property for quite a while. The commercial redevelopment of this site would be beneficial to the surrounding residential area. Therefore, the proposed amendment is consistent with FLUE Polices 2.2.8 and 3.2.4.

North Main Street is a major arterial highway, and the existing land use and zoning designations along this portion of the highway suggest a commercial development trend. The proposed land use amendment to CGC is consistent with FLUE Policies 1.1.11 and 3.2.2 as it supports the development of a non-residential project in the North planning district along this commercial corridor.

Public water and sewer is available to the site and redevelopment of the site will trip connection requirements. As such, the proposed amendment is consistent with FLUE Objective 1.2 and Policy 1.2.9.

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 Community General/Commercial (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. General commercial uses include business and professional offices, financial institutions, highway commercial, mobile home/motor home rental and sales, off-street parking lots and garages, and boat storage and sales, among other similar types of commercial developments.

North Vision Plan

The subject property is located within the boundaries of the 2003 North Jacksonville Shared Vision and Master Plan and just north of an area the plan designates as the North Jacksonville Town Center, now known as the River City Marketplace. This commercial development is a response to the strong desires of the residents of North Jacksonville for higher quality retail and entertainment activities in a traditional town center setting. It is sized to serve the entire north Jacksonville metropolitan region.

Themes of the Vision Plan include creating economic development and employment opportunities near the Jacksonville International Airport and establishing town centers as commercial and mixed-use development focal points. The Marketplace has stimulated efforts to create additional residential communities and promotes supportive commercial businesses along Main Street both north and south of the town center. The proposed CGC land use change strengthens these themes as it allows commercial infill development in this growing area.

North Jacksonville Dunn Ave. and Main St. Corridor Revitalization Plan

The North Jacksonville Dunn Ave. and Main St. Corridor plan primarily focuses on roadway improvements along these transportation corridors. The subject property is located in the Pecan Park District as identified in the corridor plan completed in 2004. The Pecan Park District serves as a transition between urbanizing districts to the south and more rural areas

to the north. Uses include a single-family subdivision, many vacant parcels, older single-family/mobile homes, retail, and commercial automotive services.

According to the plan, both Pecan Park and Duval Station Road intersections have the opportunity to become nodes for “placemaking” redevelopment. The most appropriate area and the best opportunity to create a future pedestrian friendly streetscape exists from Pecan Park Road south to I-295 and includes the Pecan Park, Duval Station, and Oceanway Districts. The Plan also states that Main Street should be streetscaped in conjunction with the FDOT road widening project, which would provide greater opportunities to create gateways. The Florida Department of Transportation (FDOT) has appropriated funding for a PD&E study of the 5.5 mile stretch of Main Street from New Berlin Road to Pecan Park Road, including the section of Main Street that the subject property fronts along. The proposed land use change to extend the CGC boundary on the property will enhance the viability of an emerging commercial area.

Strategic Regional Policy Plan

The proposed land use 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 Northeast Florida Regional Council’s Strategic Regional Policy Plan as it would provide an area appropriate for infill and redevelopment in the northeast Florida region.

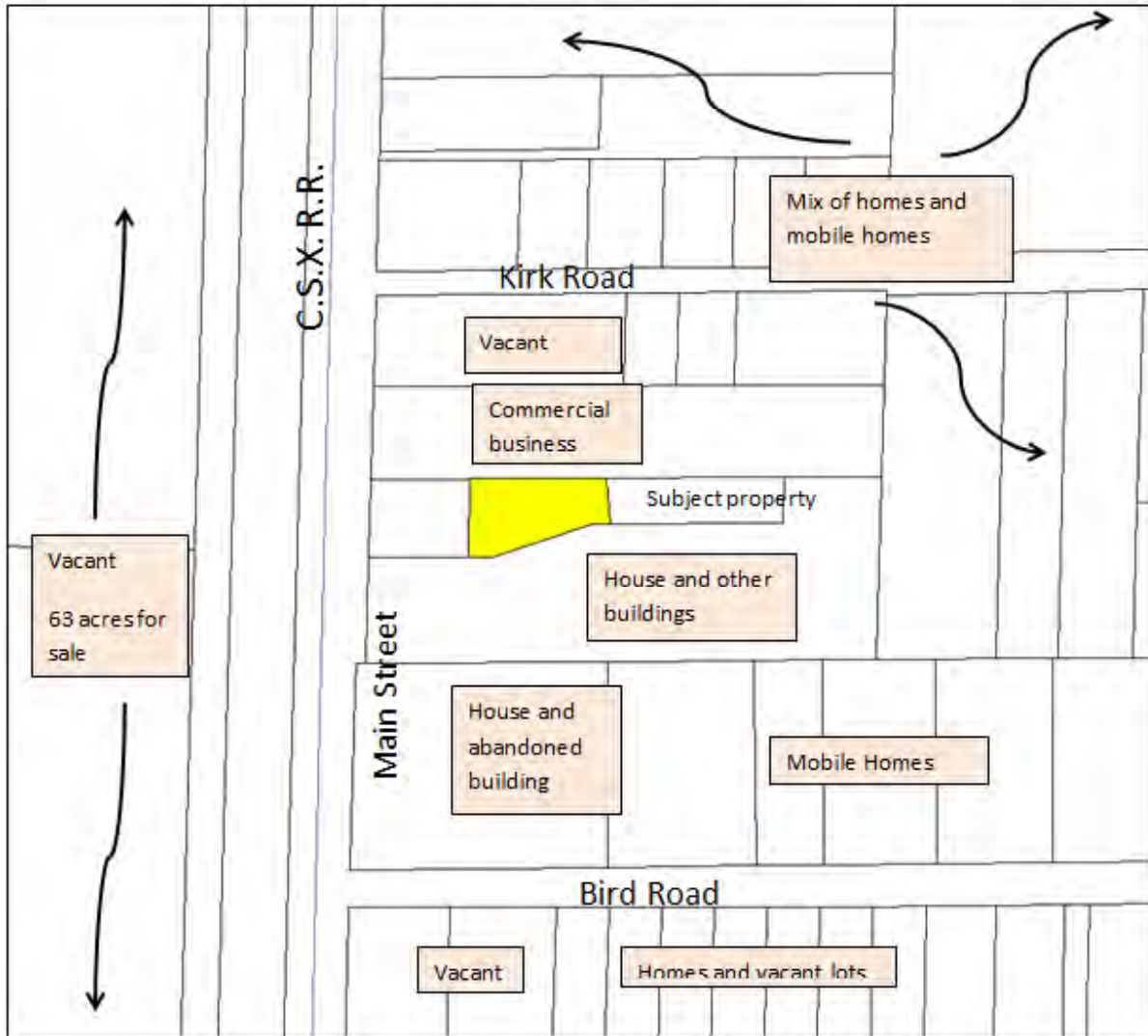
RECOMMENDATION

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:

Land Utilization Map



ATTACHMENT B

Traffic Analysis:

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
2015C-008 LDR / CCG-2	0.43	820								
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
2015C-008 LDR / CCG-2	0.43	820	2	Dus	T = 1.01 (X) T = 9.57 (X)	2 19	0.00% 0.00%	0.00% 0.00%	2	19
Total Section 2									2	19

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
2015C-008 CGC / PUD	0.43	826	6,556	1000 SF GFA	T = 2.71 (X) / 1000 T = 44.32 (X) / 1000	18 291	0.00% 0.00%	48.62% 48.62%	9	150
Total Section 3									9	150
*Net New Trips = Section 3 - Section 2 - Section 1									7	131

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

Table B

Net New Daily External Trip Distribution

a	b	= Total Net New External Trips (Table A)			
7	131				
Link ID	Roadway Name	From / To	c Percent of Total Net New Daily Amendment Trips	(a*c) Net New Peak Hour External Amendment Trips	(b*c) Net New Daily External Amendment Trips
368	PECAN PARK ROAD	I-95 TO MAIN STREET/US 17 (SR 5)	41.31%	3	54
101	MAIN STREET/US 17 (SR 5)	PECAN PARK ROAD TO YELLOW BLUFF ROAD	12.53%	1	16
102	MAIN STREET/US 17 (SR 5)	NEW BERLIN ROAD TO PECAN PARK ROAD	100.00%	7	131

Table C


Roadway Link Analysis

Link ID Number	Road Name	Termini	Roadway Classification	State or City Road	Numbers of Lanes	Adopted Service Volume Daily	COJ Average Daily Trips	Background Traffic 1 Year Growth %**	Volumes w/ 5 yr Growth	Existing PM Hour LOS	Amended Trips Daily External	Total Trips PM Peak Hour External	Percent Capacity Used with Amended Trips	PM Hour LOS with Land Use Change	LOS Maintained
368	PECAN PARK ROAD	I-95 TO MAIN STREET/US 17 (SR 5)	COLLECTOR	CITY	2/U	15,930	7,240	5.41%	9,422	C	54	9,478	59.49%	C	YES
101	MAIN STREET/US 17 (SR 5)	PECAN PARK ROAD TO YELLOW BLUFF ROAD	HIGHWAY	FDOT	2/U	17,300	13,900	1.40%	14,901	C	16	14,917	86.23%	C	YES
102	MAIN STREET/US 17 (SR 5)	NEW BERLIN ROAD TO PECAN PARK ROAD	HIGHWAY	FDOT	2/U	24,200	10,700	1.00%	11,246	C	131	11,376	47.01%	C	YES

** Data from City of Jacksonville Road Most recent Links Status Report dated 11/1/2014
 *** As determined from Trend Analysis or FDOT LOS Report, dated 6/13/2013
 BOLD indicates Directly Accessed Segment (s)

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: 3/30/15 Land Use Adoption Ordinance #: 2015-437 Rezoning Ordinance #: 2015-438 JPDD Application #: 2015C-008 Assigned Planner: Jody McDaniel	Date Staff Report is Available to Public: 7-31-2015 Planning Commission's LPA Public Hearing: 8-06-2015 1st City Council Public Hearing: 8-11-2015 LUZ Committee's Public Hearing: 8-18-2015 2nd City Council Public Hearing: 8-25-2015						
<p><u>GENERAL INFORMATION ON APPLICANT & OWNER</u></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> Applicant Information: SKILES DOUG ENVISION DESIGN + ENGINEERING, LLC 2002 SAN MARCO BOULEVARD, SUITE 203 JACKSONVILLE, FL 32207 Ph: (904) 881-6145 Email: DOUG@ENVISIONPLUSJAX.COM </td> <td style="width: 50%; vertical-align: top;"> Owner Information: CARLOS BOSQUE ULTIMATE RIDES OF THE SOUTHEAST, INC. 14476 DUVAL PLACE WEST, SUITE 702 JACKSONVILLE, FL 32218 Ph: (904) 614-9387 </td> </tr> </table> <p><u>DESCRIPTION OF PROPERTY</u></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%; vertical-align: top;"> Acreage: 0.43 Real Estate #(s): A portion of #108279- 0020 Planning District: 6 Council District: 11 Development Area: SUBURBAN AREA Between Streets/Major Features: BIRD ROAD and KIRK ROAD </td> <td style="width: 50%; vertical-align: top;"> General Location: EAST SIDE OF N. MAIN STREET Address: 15137 MAIN ST N </td> </tr> </table> <p><u>LAND USE AMENDMENT REQUEST INFORMATION</u></p> <p>Current Utilization of Property: COMMERCIAL</p> <p>Current Land Use Category/Categories and Acreage: LDR 0.43</p> <p>Requested Land Use Category: CGC Surrounding Land Use Categories: LDR</p> <p>Justification for Land Use Amendment:</p> <p>THE CURRENT USE OF THE PROPERTY (AND THE CURRENT USES OF THE ADJACENT PROPERTIES) ARE COMMERCIAL. APPLICANT SEEKS TO BRING THE LAND USE COMPLIANT TO THE EXISTING USE SO THAT RENOVATIONS AND NEW CONSTRUCTION ON THE PROPERTY MAY LEGALLY OCCUR.</p> <p><u>UTILITIES</u></p> <p>Potable Water: ONSITE WELL Sanitary Sewer ONSITE SEPTIC SYSTEM</p> <p><u>COMPANION REZONING REQUEST INFORMATION</u></p> <p>Current Zoning District(s) and Acreage: CCG-2 0.40 RLD-120 0.80</p> <p>Requested Zoning District: PUD</p> <p style="text-align: center;">Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/</p>				Applicant Information: SKILES DOUG ENVISION DESIGN + ENGINEERING, LLC 2002 SAN MARCO BOULEVARD, SUITE 203 JACKSONVILLE, FL 32207 Ph: (904) 881-6145 Email: DOUG@ENVISIONPLUSJAX.COM	Owner Information: CARLOS BOSQUE ULTIMATE RIDES OF THE SOUTHEAST, INC. 14476 DUVAL PLACE WEST, SUITE 702 JACKSONVILLE, FL 32218 Ph: (904) 614-9387	Acreage: 0.43 Real Estate #(s): A portion of #108279- 0020 Planning District: 6 Council District: 11 Development Area: SUBURBAN AREA Between Streets/Major Features: BIRD ROAD and KIRK ROAD	General Location: EAST SIDE OF N. MAIN STREET Address: 15137 MAIN ST N
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ATTACHMENT D

AERIAL PHOTO:



ATTACHMENT E

Other Land Use changes along Main St.

