

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



**OVERVIEW**

ORDINANCE: 2015- 846

APPLICATION: 2015C-025-2-1

APPLICANT: CURTIS L. HART

PROPERTY LOCATION: 0 Mill Creek, north of Regency Square Blvd. and west of Kendall Drive.

Acreege: 4.71 Acres

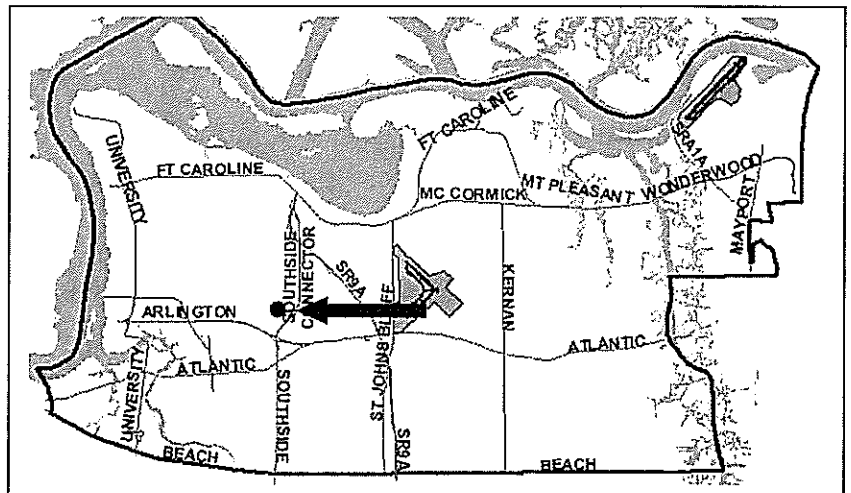
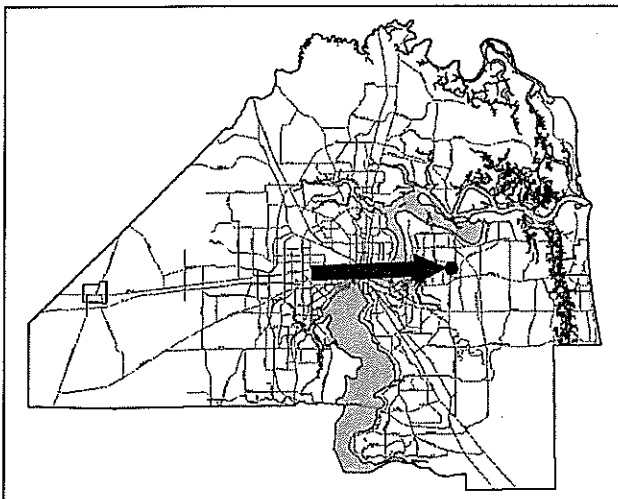
Requested Action:

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>CGC</b>	<b>LDR</b>
<b>ZONING</b>	<b>CCG-1 &amp; PUD</b>	<b>RLD-50</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (0.35 FAR)	Proposed Maximum Intensity (5 DU/AC)	Net Increase in Maximum Density	Non-Residential Decrease in Potential Floor Area
CGC	LDR	N/A	At 5 DU/AC 24 S/F Dwelling Units	71,808 Square Feet Commercial	N/A	Increase of 24 S/F Dwelling Units	Decrease of 71,808 SF Commercial

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

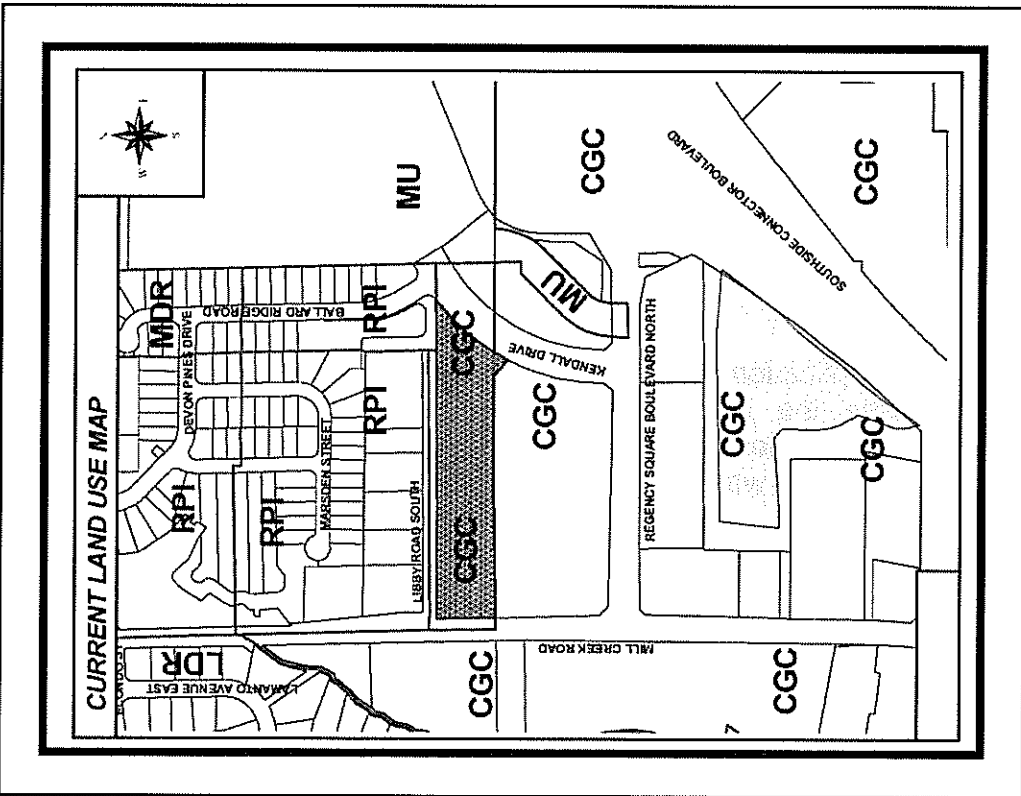
LOCATION MAPS:



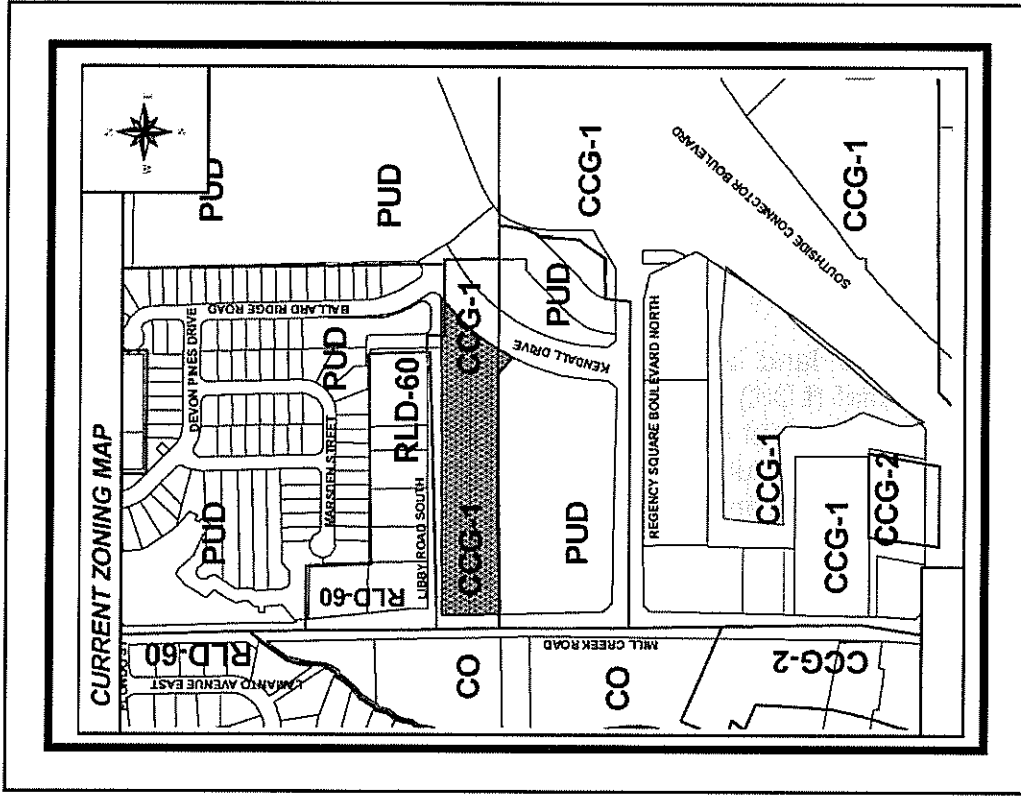


# DUAL MAP PAGE

## SMALL SCALE LAND USE APPLICATION 2015C-025



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



Current Zoning District(s): Commercial Community/General-1 (CCG-1) & Planned Unit Development (PUD)  
Requested Zoning District(s): Residential Low Density-50 (RLD-50)

# ANALYSIS

## Background:

The vacant 4.71 subject property is located between Mill Creek Road and Kendall Drive, on the south side of Libby Road South and located 420 feet north of Regency Square Boulevard North. Access to the application site is from Mill Creek Road (classified as a "Minor Arterial" road), Libby Road South, or Kendall Drive (classified as "Local" roads). Libby Road South is an unpaved dead end road. Regency Square Boulevard North, located to the south is classified as a "Collector" road.

The applicant proposes a future land use amendment from Community/General Commercial (CGC) to Low Density Residential (LDR) and a rezoning from Commercial Community/General-1 (CCG-1) and Planned Unit Development (PUD) to Residential Low Density-50 (RLD-50) to allow for the construction of a single-family subdivision. The companion rezoning is being processed concurrently with this amendment pursuant to Ordinance 2015-847.

That area immediately surrounding the site to the north is single-family residential and to the south is vacant land planned for multi-family residential development in a mixed use PUD zoning district. East of the site and across Kendall Drive is vacant land planned for commercial development and west of the site across Mill Creek Road is vacant land planned for commercial development.

North of the subject site and north of Libby Road South are vacant land, a mobile home, single family homes, and the Mill Creek single-family subdivision in the Residential-Professional-Institutional (RPI) and Medium Density Residential (MDR) land use categories and Residential Low Density-60 (RLD-60) and PUD zoning districts. East of the land use amendment site and east of Kendall Drive are vacant commercial land and the Southside Connector Interchange in a CGC and Mixed Use (MU) land use categories and a PUD and CCG-1 zoning districts. South of the application site is vacant land in a CGC land use category and PUD zoning district. Further south of Regency Square Boulevard North are medical offices, a private school, vacant land and a storm water retention lake in a CGC land use category and CCG-1 zoning district. West of the subject site and west of Mill Creek Road is vacant commercial land in a CGC land use category and Commercial Office (CO) zoning district.

In 2004, land use amendment application 2004C-028 (Ordinance 2004-1198-E) was approved for the subject property to change the land use category from RPI to CGC for commercial development. However, the site was never developed. Prior to that date, in the year 2000 a land use amendment (Ordinance 2000-882) was approved changing the land use category from CGC to RPI.

The property immediately south and adjacent to the application site was recently approved for a PUD pursuant to Ordinance 2015-064-E. The PUD, named Cassie Gardens, is planned for a mix of residential and commercial uses, with the residential portion being located directly south of the subject property and the commercial uses on property located to the east across Kendall Drive. To the northeast of the subject site and at the end of Kendall Drive is the Kendall Town Center in the MU land use category and the Kendall Town Center PUD (Ordinance 2003-1376-E). The Kendall Town Center PUD is for a 292 acre site that permits 1,800 residential units, 120 assisted living

units, 480,000 square feet of commercial space, and 360,000 square feet of office space. The site for this mixed use development includes plans for a mixed-use neighborhood district on the parcel closest to the subject property. Specifically, the PUD calls for the dominant use to be multi-family along with limited neighborhood scale commercial retail space on the parcel closest to the subject site.

According to the Development Areas Map in the Future Land Use Element of the 2030 Comprehensive Plan, the site is located within the "Urban Area" of the City. Attachment A provides a detailed picture of existing development patterns for the immediate area.

### **Impacts and Mitigation:**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

### **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).

### **Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly medium with some low probability 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 and possibly a Phase 1 archaeological survey. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

### **Airport Environ Zone**

The site is located within the 150 foot Height and Hazard Zone for Craig Airfield. The companion zoning limits development to a maximum height of less than 150 feet and therefore, the proposed uses comply with the 150 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).

## Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 228 net new daily external trips and 24 PM peak hour 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.

## School Capacity

LUA 2015C-025 has a potential development of 24 single-family dwelling units. This development was analyzed to determine whether there is adequate school capacity, for each school type (elementary, middle, and high school), to accommodate the proposed development, based on the Level of Service (LOS) standards (105% of permanent capacity), concurrency service areas (CSAs) for elementary, middle and high schools, and 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 2015C-025

#### Development Potential: 24 Single-Family Units

School Type	CSA	2013-14 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	3	10,837	81%	4	78%	1,761
Middle	3	3,130	64%	2	73%	419
High	3	7,070	94%	2	89%	295
<b>Total New Students</b>				<b>8</b>		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

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

<b>DEVELOPMENT ANALYSIS</b>		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Vacant
Land Use Category	CGC	LDR
Development Standards For Impact Assessment	0.35 FAR	5 DU/Acre
Development Potential	71,808 Square Feet	24 DU
Population Potential	0 People	64 People
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	150' Height Restriction Craig Airfield	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Medium with some Low Probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	0-4 Inch Recharge	
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	228 net new daily external trips and 24 PM peak hour trips	
Water Provider	JEA	
Potential Water Impact	Increase of 1344 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 1008 gallons/day	
Potential Solid Waste Impact	Decrease of 52.49 tons/year	
Drainage Basin / Sub-Basin	Strawberry Creek Sub-drainage Basin and Arlington River Drainage Basin	
Recreation and Parks	Arlingwood Park	
Mass Transit	Bus Route 19 on Southside Boulevard	
<b>NATURAL FEATURES</b>		
Elevations	50 Feet above mean sea level	
Soils	60 % - 25 – Kershaw fine sand, 40% - 6 Aquic Quartzipsaments, and 10% - 46 Ortega fine sand	
Land Cover	50% - 4340 Urban Mixed Conifers/Hardwoods and 50% - 3100 Herbaceous	
Flood Zone	N/A	
Wet Lands	N/A	
Wild Life	N/A	

## PROCEDURAL COMPLIANCE

### Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on December 9, 2015, the required notices of public hearing signs were posted. Thirty-five (35) 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 Preview Workshop on January 4, 2016. There were no speakers in opposition to this application.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan Consistency

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

- 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.
- Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.22 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.
- 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 3.1.2            The City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures.

Existing and proposed development on the contiguous properties to the north and south is residential and additional residential is planned for the surrounding area. The site is located in the Urban Development area and has access to full urban services. Access to this proposed development is planned to be from Kendall Drive, classified as a "Local" street. Therefore, the proposed amendment aids in maintaining a mix of uses with compatible with existing and planned land use patterns that will facilitate the stability and viability of existing residential development as called for in FLUE Goal 3, Objective 1.1 and Policy 3.1.2. Additionally, the amendment to LDR promotes compact and compatible land use patterns in accordance with FLUE Goal 1, and Policies 1.1.10 and 1.1.22.

The Community General Commercial (CGC) land use designation includes outlets and establishments that offer a wide range of goods and services including general merchandise, apparel, food and related items. 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.

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.

## **Vision Plan**

The application site lies within the Greater Arlington/Beaches Vision Plan Area. The plan identifies the area of the land use amendment site as adjacent to a designated mixed use area for development. Single-family development on the site will support the proposed nearby commercial development and therefore is suitable in meeting the needs of the Vision plan.

## **Strategic Regional Policy Plan Consistency**

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 residential areas to support the proposed 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 Strategic Regional Policy Plan and the 2030 Comprehensive Plan.



# ATTACHMENT B

## Transportation Analysis:

PLANNING AND DEVELOPMENT DEPARTMENT



### MEMORANDUM

**DATE:** January 13, 2016

**TO:** Helena Parola, Planner III  
Community Planning Division

**FROM:** Lurise Bannister, Planner II  
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment 2015C-025

A trip generation analysis was conducted for Land Use Amendment 2015C-025, located at the north of Regency Square Boulevard, between Mill Creek Road and Kendall Drive in the Urban Development Area. The subject site is undeveloped with an existing Community/General Commercial (CGC) land use category. The proposed land use amendment is to allow for Low Density Residential (LDR) on the entire site.

Trip generation calculation was used for existing and proposed developments based on the 9<sup>th</sup> Edition of the Institute of Transportation Engineers (ITE), *Trip Generation Manual*. Trip generation was conducted for maximum development potential based on the estimated average daily and PM peak hour trips. In accordance with the development impact assessment standards established in the 2030 Comprehensive Plan, the CGC land use category allows for 0.35 FAR per acre resulting in a development potential of 71,809 SF of commercial space (ITE Land Use Code 826), generating 100 PM peak hour trips and 1,635 daily trips, which includes a 48.62% pass-by trip rate. 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 24 residential units (ITE Land Use Code 210) and could generate 24 PM peak hour trips and 228 daily trips. The difference in trips results in no net increase of vehicular trips if the land use is amended from CGC to LDR.

**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 Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
CGC	826	71,809 SF	T = 2.71 (X) / 1000	195	0.00%	48.62%	100	
			T = 44.32 (X) / 1000	3,183	0.00%	48.62%		1,635
<b>Total Section 1</b>							<b>100</b>	<b>1,635</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	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
LDR	210	24 DUs	T = (X)	24	0.00%	0.00%	24	
			T = 9.52 (X)	228	0.00%	0.00%		228
<b>Total Section 2</b>							<b>24</b>	<b>228</b>
<b>Net New Trips</b>							<b>0</b>	<b>0</b>

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

214 N Hogan Street  
Office: 904-255-7800

Ed Ball Building, Ste. 300  
[www.coi.net](http://www.coi.net)

Jacksonville, FL 32202  
Fax: 904-255-7885

# 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:	11/13/2015	Date Staff Report is Available to Public:	01-15-2016
Land Use Adoption Ordinance #:	2015-846	Planning Commission's LPA Public Hearing:	01-21-2016
Rezoning Ordinance #:	2015-847	1st City Council Public Hearing:	01-26-2016
JPDD Application #:	2015C-025	LUZ Committee's Public Hearing:	02-02-2016
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	02-09-2016

#### GENERAL INFORMATION ON APPLICANT & OWNER

##### Applicant Information:

CURTIS HART  
HART RESOURCES LLC  
8051 TARA LANE  
JACKSONVILLE, FL 32216  
Ph: (904) 993-5008

Email: CURTISHART1972@ATT.NET

##### Owner Information:

MARK KNOWLES  
MILL CREEK LLC  
3840 CROWN POINT ROAD, SUITE A  
JACKSONVILLE, FL 32257  
Ph: (904) 268-8500

#### DESCRIPTION OF PROPERTY

Acreage: 4.71  
Real Estate #(s): 120820 1770  
120820 2010

Planning District: 2  
Council District: 1  
Development Area: URBAN AREA  
Between Streets/Major Features:  
KENDALE DRIVE and MILL CREEK ROAD

##### General Location:

NORTH OF REGENCY SQUARE BLVD. AND WEST OF KENDALE DRIVE

##### Address:

0 MILL CREEK RD AND 0 REGENCY SQUARE BLVD

#### LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT

Current Land Use Category/Categories and Acreage:  
CGC 4.71

Requested Land Use Category: LDR  
Justification for Land Use Amendment:

Surrounding Land Use Categories: RPI

ALL SINGLE FAMILY TO THE NORTH AND NOW ZONED MULTI-FAMILY TO THE SOUTH (PUD)

#### UTILITIES

Potable Water: JEA

Sanitary Sewer JEA

#### COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:  
CCG-1 4.67  
PUD 0.04

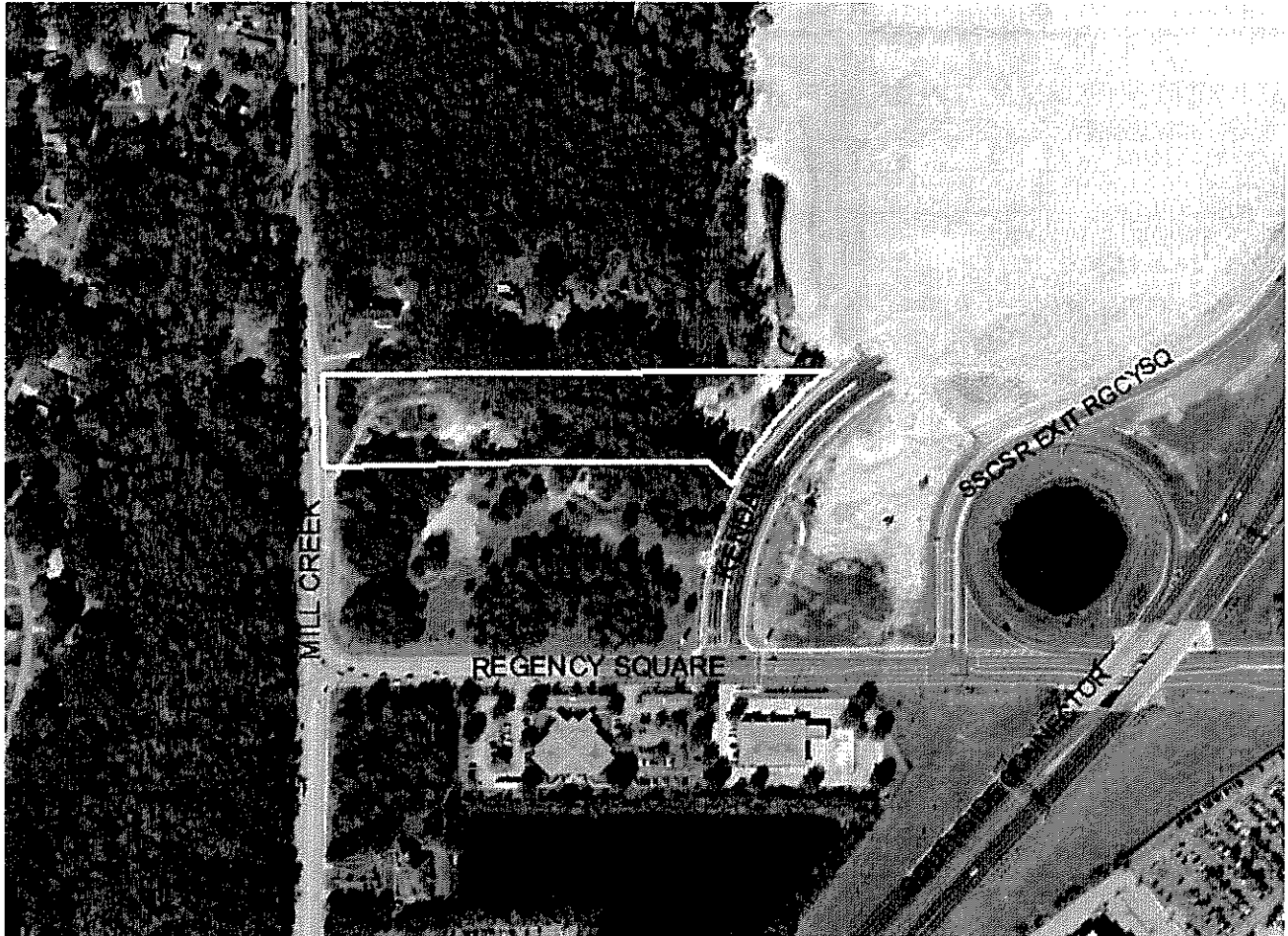
Requested Zoning District: RLD-50






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

ATTACHMENT D

Aerial:

# 2015-025 Aerial View



-  Major Highways
-  Streets
-  River
-  Parcels - November 2, 2015
-  Municipal Boundaries 20150428

