



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

OVERVIEW

ORDINANCE: 2016-03

APPLICATION: 2015C-027-5-8

APPLICANT: KELLY SMITH

PROPERTY LOCATION: North side of Garden Street, at the intersection of Garden Street and Jones Road

Acreage: 9.99

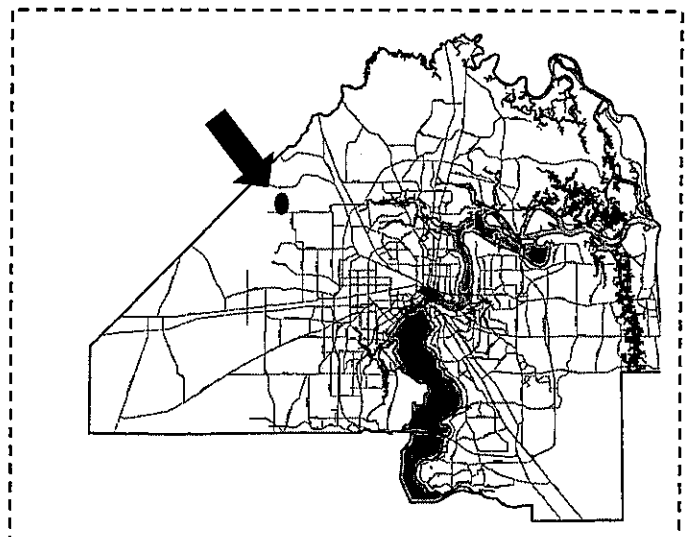
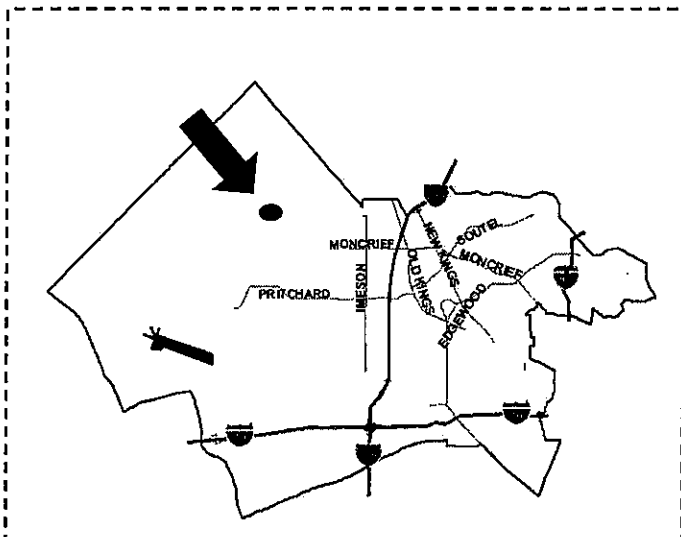
Requested Action:

	Current	Proposed
LAND USE	NC	LDR
ZONING	PUD	RLD-80

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
NC	LDR	N/A	50 DU (5 DU/Acre)	152,308 Sq. Ft. Commercial Uses	N/A	Increase of 50 DU	Decrease of 152,308 Sq. Ft. Commercial Uses

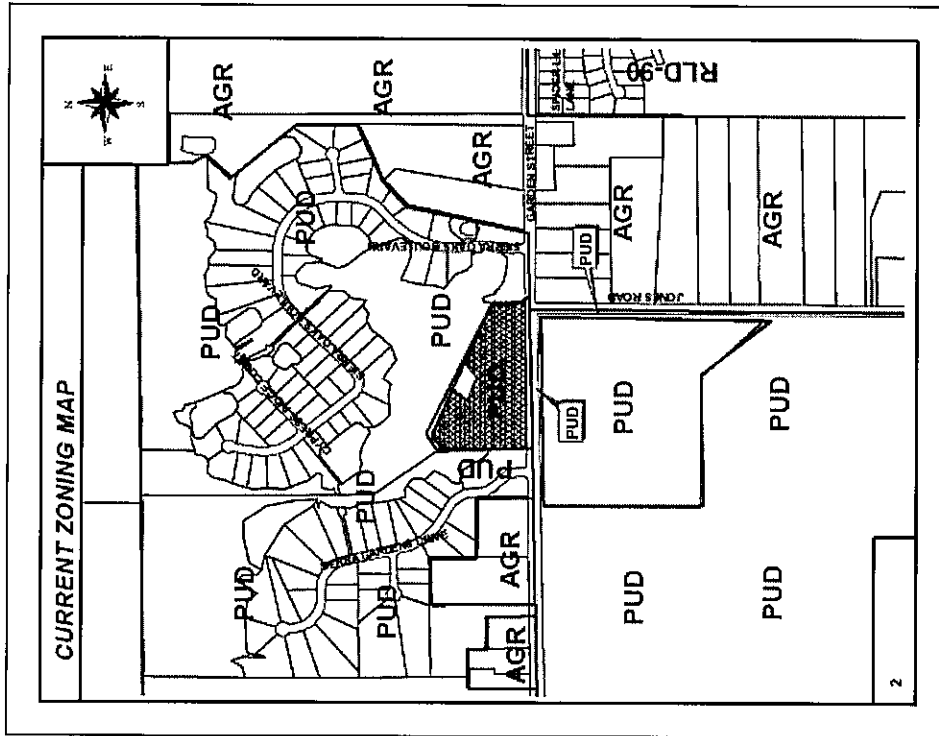
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



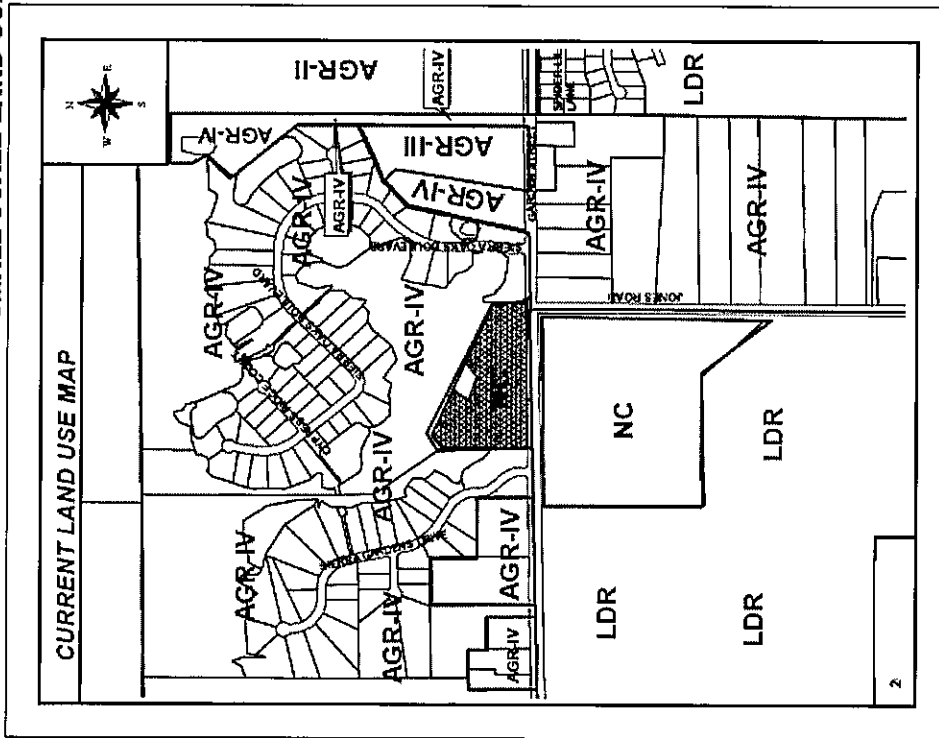
DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2015C-027



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

Requested Zoning District(s): Residential Low Density-80 (RLD-80)



Existing FLUM Land Use Categories: Neighborhood Commercial (NC)

Requested FLUM Land Use Category: Low Density Residential (LDR)

ANALYSIS

Background:

The 9.99 acre amendment site is located on the north side of Garden Street just west of Jones Road. The property is located in Council District 8 and within the Northwest Planning District. The subject property is currently undeveloped.

The applicant proposes a future land use amendment from Neighborhood Commercial (NC) to Low Density Residential (LDR) and a rezoning from Planned Unit Development (PUD) to Residential Low Density-80 (RLD-80). According to the applicant, the land use amendment and rezoning changes would allow for development of a single-family residential development. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-04. In 2006, land use amendment application 2006A-012 (Ordinance 2006-1163-E) was approved for this property in addition to the cutout indentation on the north side (0.49 acres) to change the land use category from Agriculture-III (AGR-III) to NC and rezoned from AGR to PUD. The land use and zoning was sought to permit the development of neighborhood commercial uses. However, the site was never developed.

The established pattern of properties lining Garden Street is that of residential and agricultural uses within AGR – IV and LDR land use categories. Areas surrounding the subject site are characterized by undeveloped land, agricultural uses, scattered rural development, and site-built and manufactured single-family homes. The single-family subdivisions on the western and eastern boundaries of the subject site are known as Sierra Oaks and Sierra Oaks West. They were a result of land use amendment Ordinance 2002-1086-E, a land use change from AGR –III to AGR-IV. Since 2002, there have been two approved land use amendments within less than one quarter of a mile from the subject property. In 2005, Ordinance 2005-1208-E was approved changing the land use AGR-II to LDR for a 98.86 acre site that is located just east of the Jones Road and Garden Street Intersection. Then in 2006, Ordinance 2006-498-E was approved changing the land use from AGR-III and AGR-IV to LDR for a 227.63 acre site located 630 feet southwest of the site. The land to the south of the site is vacant and in the NC land use category. The trend for the immediate area is geared toward residential uses.

Additionally, the subject property is located approximately one mile north of Westlake Industrial Park Development of Regional Impact (DRI). While the Westlake DRI includes a large industrial component, the DRI also provides for a potential mix of residential and commercial development. The closest site identified for commercial development within the DRI is located less than two miles from the subject site on the west side of Jones Road.

Access to the site is provided by Garden Street and Jones Road, which are classified as a two lane collector roadways according to the Functional Highway Classification Map. The intersection of Jones Road and Garden Street is not signalized. Sidewalks are within walking distance of Sierra Oaks and Sierra Oaks West subdivision along Garden Street.

According to the Development Areas Map in the Future Land Use Element, the site is located within the Suburban Development Area. Attachment A provides a detailed picture of the existing development pattern for the immediate area. The proposed amendment will continue the pattern of suburbanized development proposed in the surrounding 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).

Wetlands

A wetlands survey map for this application site (see Attachment C) was created with the use of a map submitted from a previous land use amendment, the City's GIS system, and photogrammetric analysis. The wetlands are located along the northern boundary of the property including the proposed remaining NC parcel and are part of a larger wetlands system on adjacent lands draining to the north and then draining in a northwesterly direction in a non-defined channel which eventually empties into the Trout River 0.5 miles away. According to the Florida Land Use Code Classification System (FLUCCS) the property is classified as "Wetland Forested Mixed" type wetlands. This wetland system is a "Category III" type wetlands that have a medium functional value due to their water filtration and water retention attenuation. Alteration of this wetland from development will require mitigation from the St. Johns River Water Management District.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetlands as "Evergreen-Wesconnett Complex". The Evergreen and Wesconnett are both nearly level, poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials. The wetlands area has a water table close to the ground surface.

Development of the property could have an impact on the site's wetlands and their functional values. However, mitigation will satisfy Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan to achieve no net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term, improve the water quality, and improve fish and wildlife values of wetlands.

Other general requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in **Policy 4.1.3** of the CCME, 2030 Comprehensive Plan. However, mitigation of the site's wetlands will satisfy that policy as well.

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment will not increase daily external trips of 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.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly low with some medium 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.

School Capacity

The proposed land use map amendment has a potential development of 50 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 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-027**

Development Potential:50 Single-Family Units

School Type	CSA	2015-16 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	1	12,683	64%	8	63%	7,290
Middle	1	8,909	81%	4	95%	807
High	1	7,502	72%	5	74%	3,234
Total New Students				17		

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.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Residential
Land Use Category	NC	LDR
Development Standards For Impact Assessment	0.35 FAR	5 DU/acre
Development Potential	152,308 sq. ft	50 DU/acre
Population Potential	N/A	133 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		300 ft. Military -Whitehouse
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Mostly low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		0-4 inches
Well Head Protection Zone		X
PUBLIC FACILITIES		
Water Provider	JEA	
Potential Roadway Impact	No increase	
Potential Water Impact	Increase of 3,508.8 gallons	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 2,631.6 gallons	
Potential Solid Waste Impact	Decrease of 183.3 tons per year	
Drainage Basin / Sub-Basin	Trout River Stream	
Recreation and Parks	Monticello Wildlands (1.5 miles west)	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	45 ft. and 50 ft.	
Soils	Lynn Haven fine sand (0-2 percent slopes), Boulogne Fine Sand (0-2 percent slopes), Evergreen-Wesconnett complex depressional (0-2 percent slopes)	
Land Cover	Field Crops	
Flood Zone	N/A	
Wet Lands	0.49 acres	
Wild Life	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 20, 2016 the required notices of public hearing signs were posted. Twenty-two (22) 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 January 25, 2016. There were no speakers in opposition to the application.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

- 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 1.1.10 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 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.
- 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 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the

Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

The NC Land Use Category allows for development intended to serve the daily needs of contiguous neighborhoods. Areas designated as NC should be located within a ten minute drive time of the service population. Uses permitted within the NC category include convenience goods, personal services, veterinarians, filling stations and other low intensity retail and office-professional commercial uses. Such centers are normally anchored by a food or drug store.

According to the category description of the Future Land Use Element (FLUE), LDR in both the Rural and Suburban Development Areas permit a maximum gross density of 7 units/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 applicant proposes to increase the opportunity for residential development with low density residential lots which will maintain the character and trend of the area and satisfy Objective 3.1. The land use categories surrounding the property include LDR, NC, and AGR-IV; therefore, the amendment continues this pattern of anticipated urbanized development as recommended under Objective 3.1. Additionally, residential development would complement the surrounding area and promote a pattern of compatible land use compliant with Objective 1.1 and Policy 1.1.22. Furthermore, the density for the property will not exceed the maximum 7 dwelling units per acre set forth in the LDR, Suburban Development Area, in keeping with Policy 1.1.20.

The proposed amendment is located within the Northwest Planning District and Suburban Development Area with full access to urban services and is contiguous to an established pattern of residential properties along Garden Street. Additionally, the subject site has the potential to encourage additional development promoting the goal of Policy 1.1.20. The land use change maintains a compact and compatible land use pattern satisfying Policies 1.1.10 and 1.1.22. The proposed amendment encourages use of an underutilized property and sustains the viability of the existing residential and agricultural area. Furthermore, the proposed amendment aids in maintaining the character of the area.

The applicant provided the Department with authorization to change the remnant NC parcel to CSV land use and zoning at a later date.

Northwest Vision Plan

The subject site is located within the boundaries of the Northwest Vision Plan. Specifically, the Northwest Vision Plan designates the area within which the proposed land use amendment falls as the rural/conservation character area. This area contains agricultural activities, industrial/warehousing uses, and conservation and recreational lands, and large-lot residential development. The Plan recommends that this area be built on traditional development patterns of the rural village. The residential components of the rural village should revolve around village-based subdivision design to protect existing natural resources.

Existing and planned development patterns for low density residential and commercial uses in the area will work together to achieve the goals of the Plan.

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

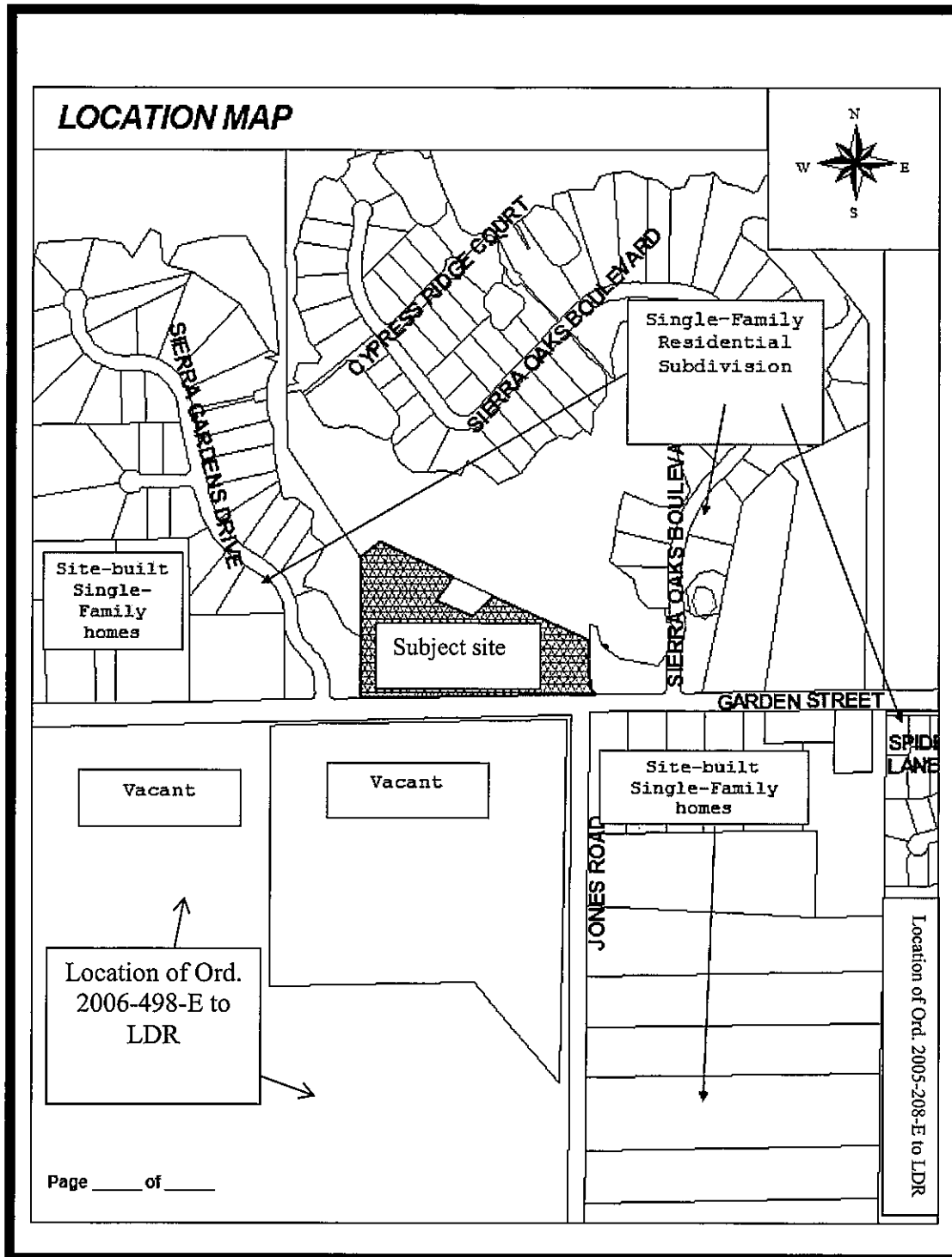
The proposed amendment to LDR would increase opportunities for residential development providing a wider range of housing needs to meet different income levels for a workforce that would serve and support the emerging industrial and commercial businesses in Northeast Florida. Therefore, the proposed amendment is consistent with the aforementioned Strategic Regional Policy Plan.

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:

Transportation:

PLANNING AND DEVELOPMENT DEPARTMENT



MEMORANDUM

DATE: January 20, 2016

TO: Rosario Lacayo, Planner II
Community Planning Division

FROM: Lurise Bannister, Planner II
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2015C-027

A trip generation analysis was conducted for Land Use Amendment 2015C-027, located on the north side of Garden Street, between Sierra Oaks Boulevard and Sierra Gardens Drive, in the Suburban 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 9.9 acres.

Trip generation calculation was used for existing and proposed developments based on the 9th 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 152,308 SF of commercial space (ITE Land Use Code 820), generating 433 PM peak hour trips and 3,477 daily trips, which includes a 27.66% internal capture rate and 36.76% 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 50 residential units (ITE Land Use Code 210) and could generate 50 PM peak hour trips and 476 daily trips. The difference in trips results in no net increase of vehicular trips if the land use is amended from CGC to LDR, as shown in Table A.

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	820	152,308 SF	T = 4.5 (X) / 1000 T = 49.9 (X) / 1000	685 7,600	27.66% 27.66%	36.76% 36.76%	433	3,477
Total Section 1							433	3,477
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	50 DU/acre	T = (X) T = 9.52 (X)	50 476	0.00% 0.00%	0.00% 0.00%	50	476
Total Section 2							50	476
Net New Trips (Section 2 - Section 1)							0	0

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

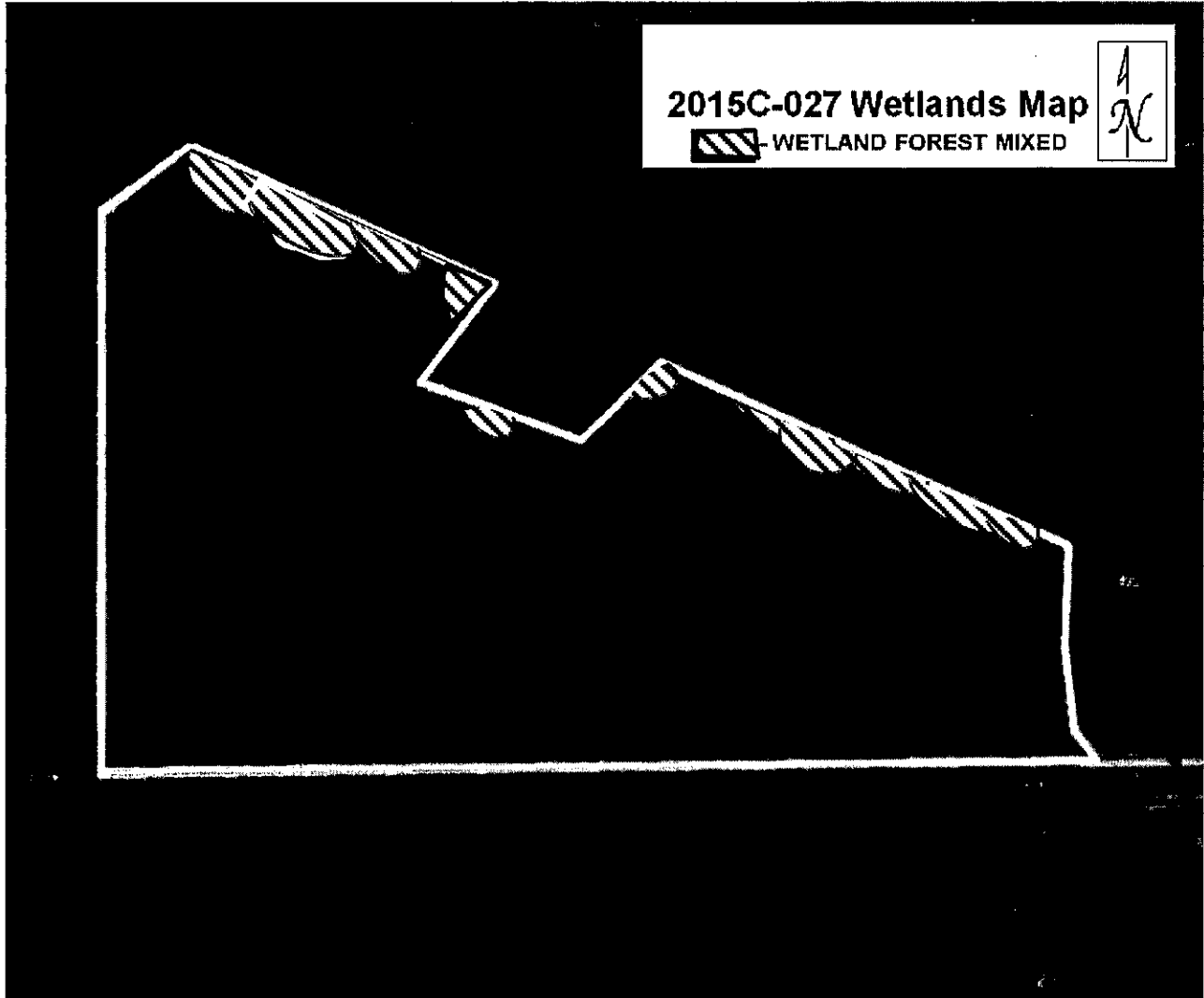
214 N Hogan Street
Office: 904-255-7800

Ed Ball Building, Ste. 300
www.coj.net

Jacksonville, FL 32202
Fax: 904-255-7885

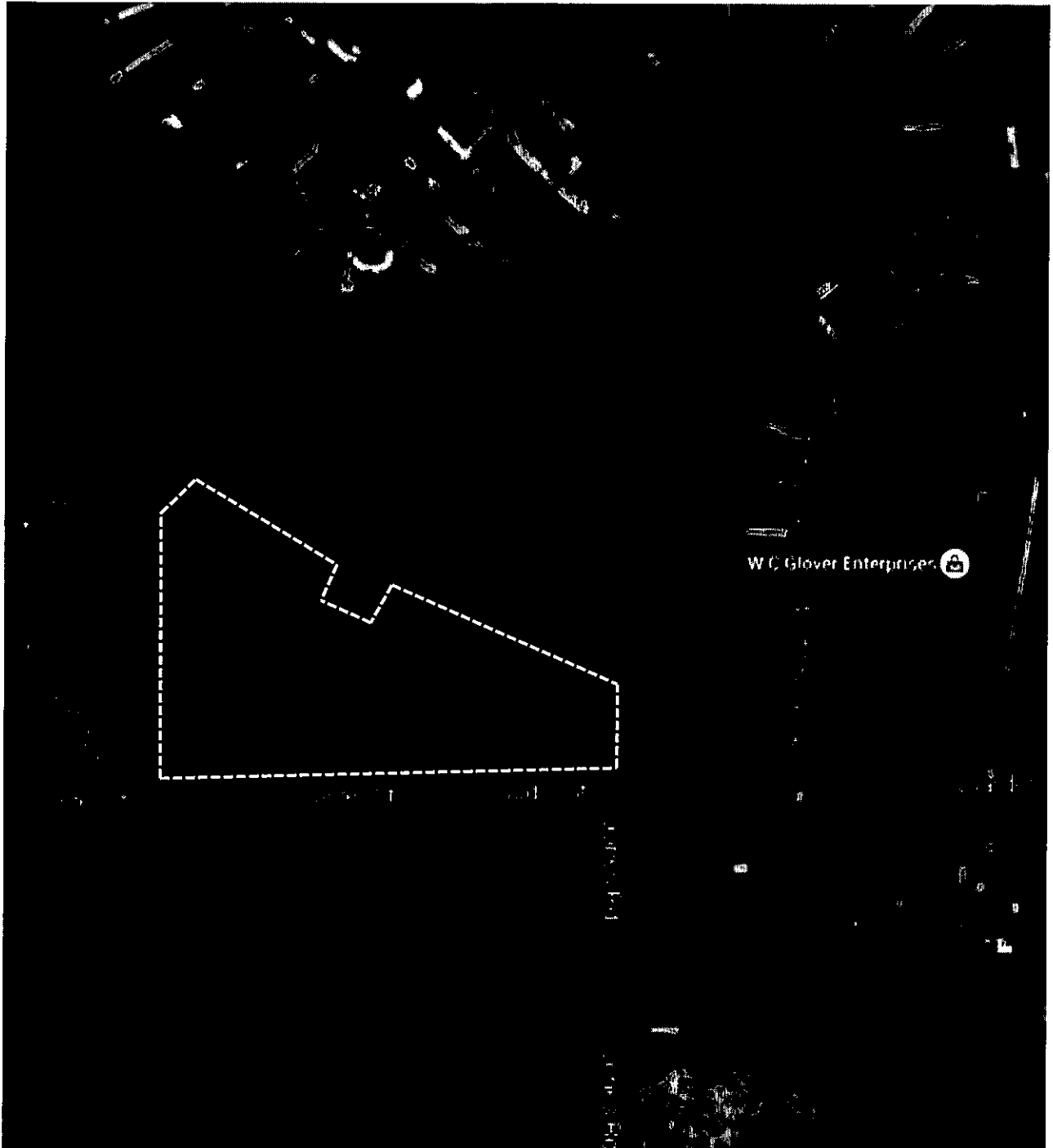
ATTACHMENT C

Wetlands:




ATTACHMENT D

Aerial:



ATTACHMENT E

Land Use Amendment Application:

	APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN		
Date Submitted:	12/9/15	Date Staff Report is Available to Public:	01-29-2016
Land Use Adoption Ordinance #:	2016-03	Planning Commission's LPA Public Hearing:	02-04-2016
Rezoning Ordinance #:	2016-04	1st City Council Public Hearing:	02-09-2016
JPDD Application #:	2015C-027	LUZ Committee's Public Hearing:	02-17-2016
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	02-23-2016
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: KELLY SMITH ATLEE DEVELOPMENT GROUP, INC. 5851 TIMUQUANA RD # 301 JACKSONVILLE, FL 32210 Ph: 9043846964 Fax : 9043846889 Email: KELLY@ATLEEGROUP.NET		Owner Information: KENYON ATLEE SIERRA OAKS, LLC 5851 TIMUQUANA RD # 301 JACKSONVILLE, FL 32210 Ph: 9043846964 Fax: 9043846889	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	9.99	General Location:	WEST SIDE OF GARDEN STREET AND JONES ROAD INTERSECTION
Real Estate #(s):	a portion of 002872 0002	Address:	0 GARDEN ST
Planning District:	5		
Council District:	8		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	GARDEN STREET and JONES ROAD		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	VACANT		
Current Land Use Category/Categories and Acreage:	NC 9.99		
Requested Land Use Category:	LDR	Surrounding Land Use Categories:	AGR-IV
Justification for Land Use Amendment: THE MARKET HAS CHANGED IN THE AREA. THERE WERE 1000+ RESIDENTIAL UNITS APPROVED FOR THE AREA IN THE MID 2000S BEFORE THE MARKET COLLAPSED. THOSE APPROVED UNITS MAY NEVER BE DEVELOPED DUE TO THE MARKET COLLAPSE. THERE IS NO FUTURE COMMERCIAL VALUE FOR DECADES TO COME. WE ARE REQUESTING A LAND USE CHANGE TO BE MORE CONSISTENT WITH THE SURROUNDING AREA. ALSO REQUESTING A DOWN ZONING TO RLD-80 FOR THE PARCEL.			
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	PUD 9.99		
Requested Zoning District:	RLD-80		
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			