



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

OVERVIEW

ORDINANCE: ORD # 2017-481

APPLICATION: APP # 2017C-012-3-11

APPLICANT: FRED ATWILL

PROPERTY LOCATION: 14091 PHILIPS HIGHWAY

Acreage: 7.47

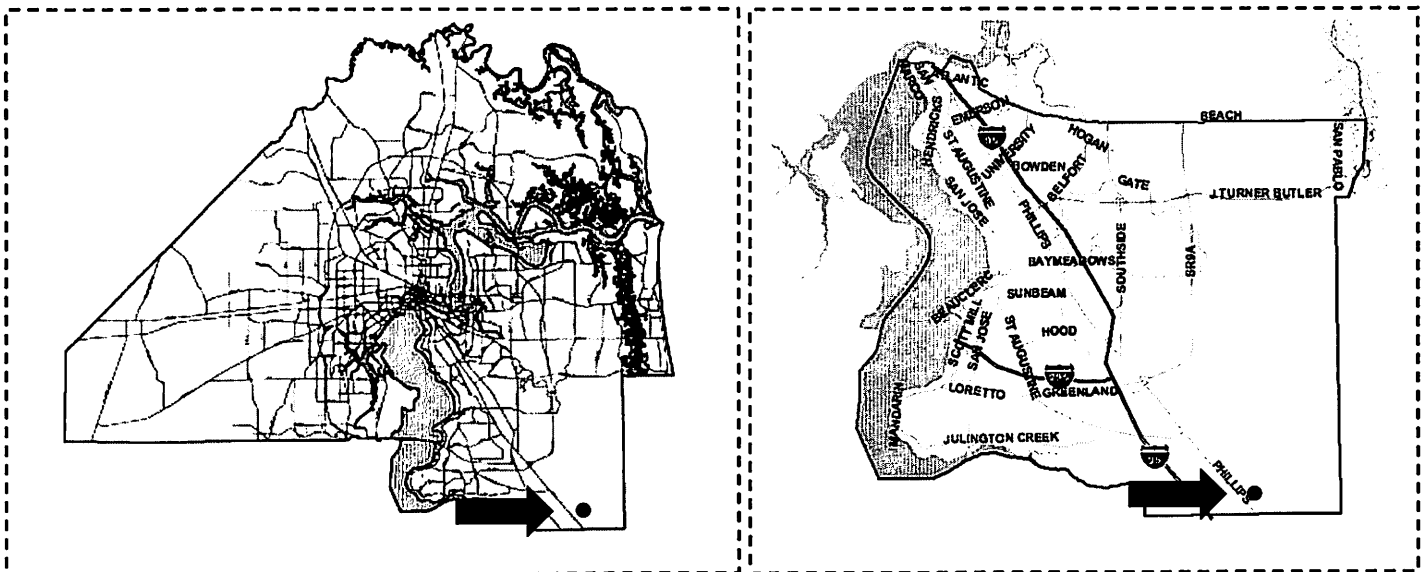
Requested Action:

	Current	Proposed
LAND USE	AGR-IV	NC
ZONING	AGR	CN

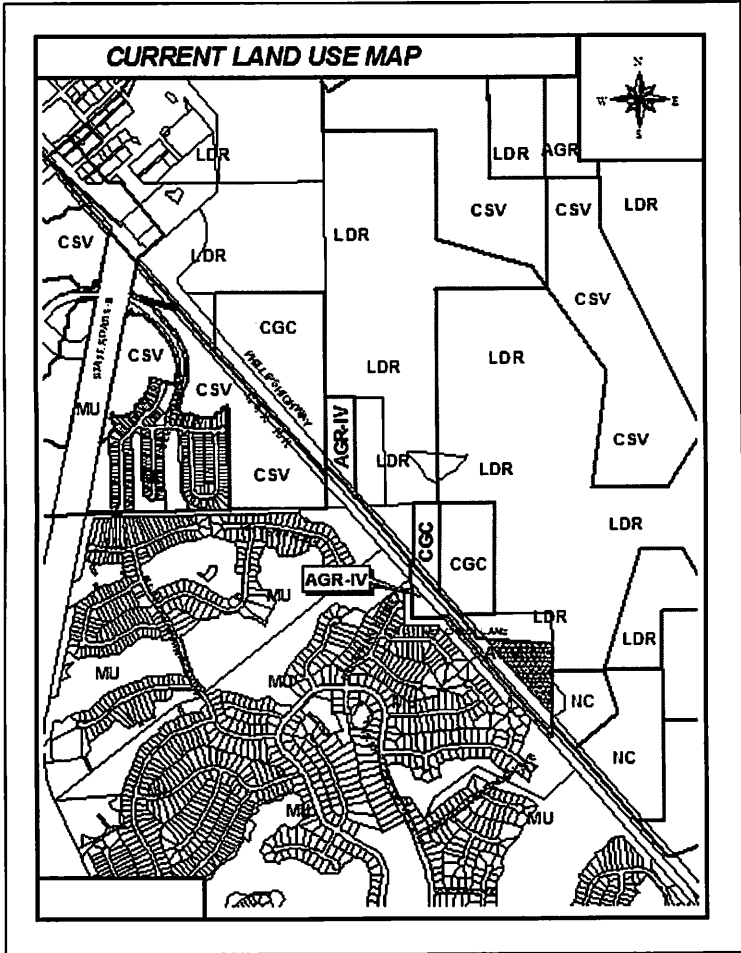
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
AGR-IV	NC	3 DU (1 DU/2.5 Acres)	N/A	N/A	146,427 sq. ft. (0.45 FAR)	Decrease 3 DU	Increase 146,427 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

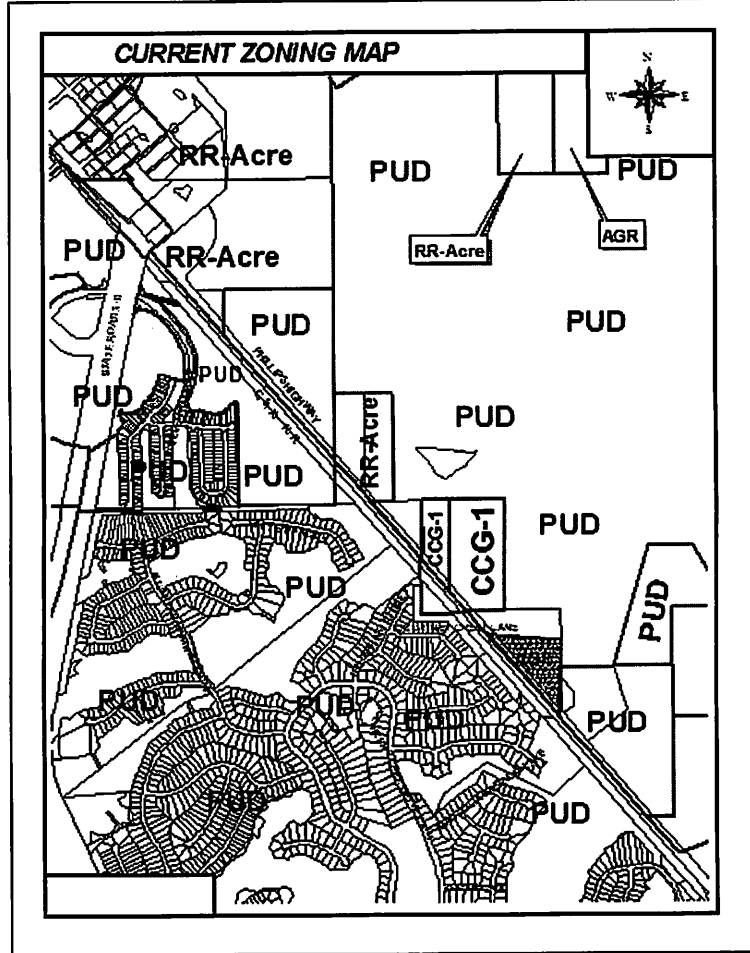
LOCATION MAPS:



SMALL SCALE LAND USE APPLICATION 2017C-012



Existing FLUM Land Use Categories: Agriculture IV (AGR-IV)
Requested FLUM Land Use Category: Neighborhood Commercial (NC)



Current Zoning District(s): Agriculture (AGR)
Requested Zoning District(s): Commercial Neighborhood (CN)

ANALYSIS

Background:

The 7.47 acre subject property is located along the eastern side of Philips Highway (US-1), a four lane divided principal road. The subject site is located approximately 1.25 miles south of SR-9B and 1.28 miles north of Nocatee Parkway. Currently the site contains one single family home.

The applicant proposes a future land use amendment from Agriculture–IV (AGR-IV) to Neighborhood Commercial (NC) and a rezoning from Agriculture (AGR) to Commercial Neighborhood (CN). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-482.

The area surrounding the application site has undergone five land use changes in the past several years. The parcel abutting the southern portion of the property was changed from AGR-IV to NC in 2006 to allow for a mixed-use commercial retail development (Ordinance 2006-1151-E). The parcel just south of that one was also changed from AGR-IV to NC in 2003 pursuant to ordinance 2003-1210-E. A large 646 acre area comprised of several parcels, including the one directly abutting the northern edge of the property, was changed from AGR-II, AGR-III, and AGR-IV to Low Density Residential (LDR) in 2015 (Ordinance 2015-0318-E). The abutting parcel is vacant. In 2014, a parcel north of the subject site was changed from AGR-IV to CGC to allow for the development of a golf facility pursuant to Ordinance 2014-0528-E. This site abuts another property that was changed from LDR to CGC in 2004, which is now a plant nursery (Ordinance 2004-1194-E).

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR, CGC	PUD, CCG-1	Vacant, Golf facility, Nursery
South	NC, LDR, MU	PUD	Vacant
East	NC, LDR	PUD	Vacant
West	MU	PUD	Single family development

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the boundary of the Rural Development Area. However, the site is surrounded to the north, east, and west by the Suburban Development Area (Attachment G).

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

JEA has provided an availability letter detailing the nearest points of connection for potable water, reclaimed water, and sewer. Both potable water and sewer connection points are accessible to this site. However, reclaimed water is not currently available in this area.

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 has the potential to result in an increase of 3,306 net new daily trips. This analysis is based upon the comparison of what potentially could be built on that site (as defined 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 Management and Mobility Management System Office.

Transportation Element

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

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in

Mobility Zone 1 on Philips Highway between County Line and SR 9B.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is **0.67**.

Philips Highway (SR 5/US 1) between St. Johns County Line and St. Augustine Road is a functional classified facility that would be impacted by the proposed development. This segment of Philips Highway is a 4-lane divided highway and has a maximum daily capacity of 65,600 VPD. The proposed 146,427 SF of commercial space could generate approximately 3,306 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.48 with the inclusion of the additional traffic from this land use amendment.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Wetlands

A wetlands survey map for his application site (see Attachment F) was created with the use of the City's GIS system, and photogrammetric analysis. According to the Florida Land Use Code Classification System (FLUCCS) the property is classified as "Wetland Forested Mixed" type wetlands. Only 0.19 acres of the 7.47 acres subject site is wetlands, is an isolated "Category III" wetland pocket having low functional value. However, 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 sites wetlands and their functional

values. 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 Policies 4.1.3 and 4.1.6 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

Policy 4.1.3 The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated

flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be

amended, published by the Florida Division of Forestry,
Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44,
F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	1 s.f. home	Medical office building
Land Use/Zoning	AGR IV / AGR	NC / CN
Development Standards For Impact Assessment	1 DU / 2.5 Acres	0.45 FAR
Development Potential	3 s.f. homes	146,427 sq. ft.
Population Potential	7 people	n/a
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	3,308 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Increase of 9743.5 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 7307.6 gallons per day	
Potential Solid Waste Impact	Increase of 229.08 tons per year	
Drainage Basin / Sub-Basin	Powers Bay	
Recreation and Parks	None	
Mass Transit	None	
NATURAL FEATURES		
Elevations	20 feet	
Soils	Evergreen-Wesconnett complex, depressional, 0 to 2 percent slopes; Lynn Hacen fine sand, 0 to 2 percent slopes; Leon Fine sand 0 to 2 percent slopes	
Land Cover	Upland Coniferous Forests, Mixed ridgeland, wetland forest mixed, cypress, wet prairies	
Flood Zone	No	
Wet Lands	Yes - 0.19 acres	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 28, 2017, the required notices of public hearing signs were posted. Twenty-seven (27) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Preview Workshop was held on July 31, 2017 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goal, Objectives, and Policies of the 2030 Comprehensive Plan:

Future Land Use Element

- Objective 3.2** Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- 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 3.2.6** The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to residential neighborhoods in a manner that will encourage the use of local streets for non-residential traffic.
- 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.

Currently the site has a Low Density Residential (LDR) land use designation. According to the Future Land Use Element (FLUE), LDR in the rural area is intended to provide for low density residential development. Plan amendment requests for new LDR in the rural area are discouraged because they would potentially encourage urban sprawl.

The site is proposed to change from LDR to Neighborhood Commercial (NC). According to the FLUE, NC in the rural area is preferred in locations supplied with full urban services, which abut a roadway classified as a collector or higher, and which are compatible with adjacent residential neighborhoods. Sites with two or more property boundaries on transportation rights-of-way are considered preferable locations. In general, NC is primarily intended to provide commercial retail and service establishments that serve the daily needs of nearby residential neighborhoods. Office businesses and professional offices are considered a principle use in NC.

This proposed amendment is consistent with FLUE Objective 3.2 and Policies 3.2.7 and 4.1.8B because it is located in an emerging commercial area. The area surrounding the proposed amendment site has been gradually changing to NC uses in anticipation of future development in the area that will follow suit with the completion of SR-9B. The road is expected to be complete by summer 2018. The expected growth in the area will yield a higher demand for the proposed services, and the completion of SR-9B will also make this site more accessible to the existing population.

The proposed use will not encourage additional traffic to enter into the adjacent residential land use parcels because the only road access for the proposed amendment is on Philips Highway (US-1). While the site is not located within one quarter mile of the intersection of two roads classified as collector or higher, the amendment is an extension of existing NC designated land and along a principal arterial road and not internal to a residential area. Therefore, the proposed use is consistent with Policies 3.2.4 and 3.2.6 of the FLUE.

The proposed amendment has been evaluated for consistency with The Southeast Vision Plan, therefore making it consistent with FLUE Policy 4.1.8B.

Vision Plan

The subject property is located within the boundaries of the 2010 Southeast Vision Plan. This proposed development is consistent with the fourth guiding principle of the Vision Plan, to provide for economic growth. It is also consistent with Sub-principle 4.1.1, which encourages the designation of areas, particularly around airports, ports, and hospitals, for future development of technology, medical, and clean industrial development. With the future completion of SR-9B the proposed amendment site will become more accessible and more development is expected to occur in that area.

Corridor Study

The subject property is located within the boundaries of the US 1 Corridor study in the Southern Segment. The Southern Segment is the area of the study which has the greatest amount of residences. The study suggests that redevelopment and infill in the Northern Segment should be given preference over allowing the Southern Segment to expand. However, the study was published in 2001 before the majority of the development in this part of the Southern Segment. Although, the study suggests infill instead of new development, the proposed development would be creating commercial uses to support the nearby residential neighborhoods that were not in existence at the time of the study.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Goal 2.3 - An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

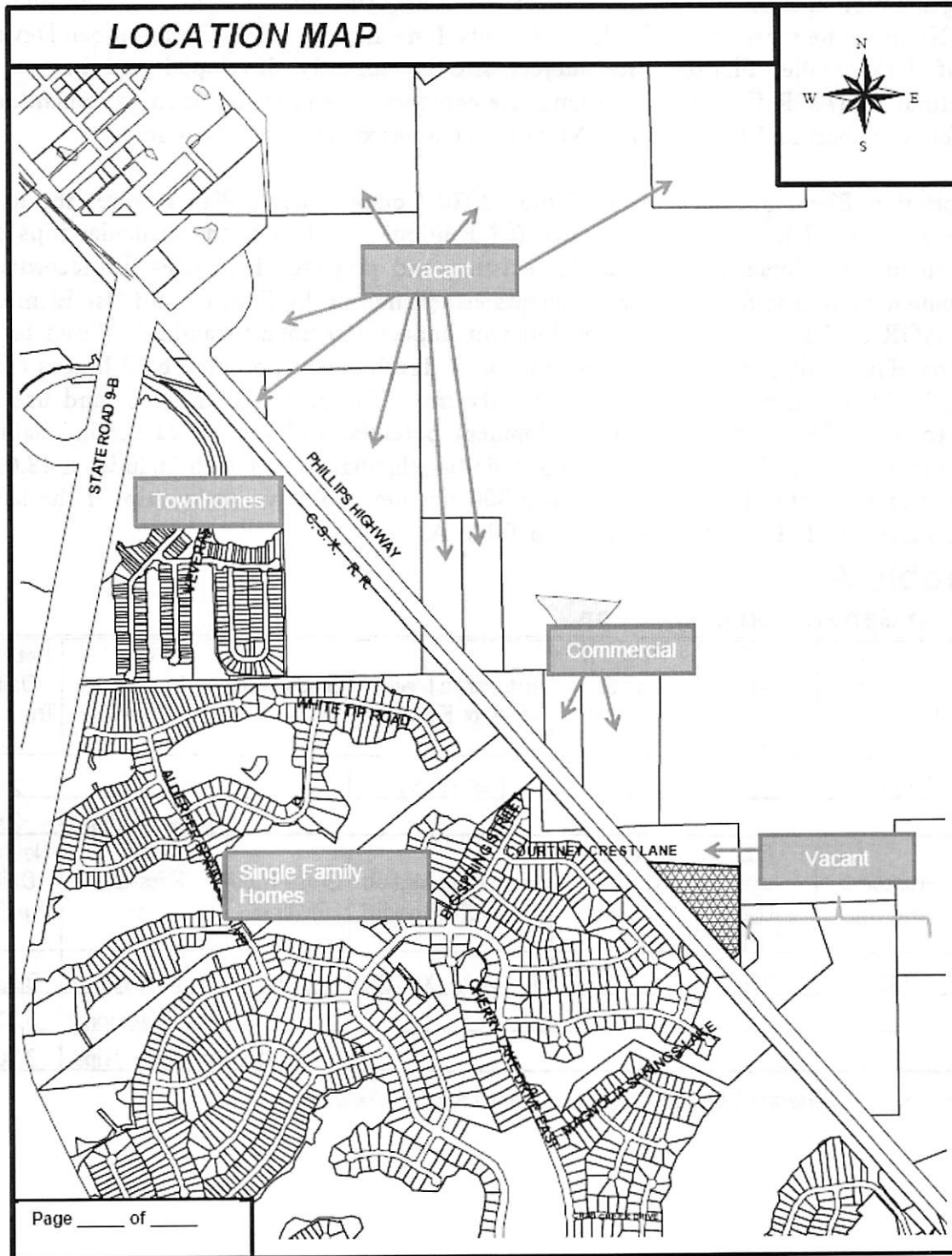
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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:

A trip generation analysis was conducted for Land Use Amendment 2017C-012, located at 14091 Philips Highway between Duval/St. Johns County Line and SR 9B in the Suburban Development Area of Jacksonville, Florida. The subject site is currently developed and has an existing Agricultural-IV (AGR-IV) residential land use category. The proposed land use amendment is to allow for Neighborhood Commercial (NC) uses on approximately 7.47 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, AGR-IV land use category development impact assessment standards allows for 1 single-family dwelling unit per 2.5 acres, resulting in a development potential of 3 homes (ITE Land Use Code 210) which could generate 29 daily trips. The proposed the NC land use category allows for 0.45 FAR resulting in a development potential 146,427 SF of commercial/retail use (ITE Land Use Code 826), generating 3,335 daily vehicular trips, which includes a 48.62% pass-by trip reduction rate. This will result in 3,306 net new daily vehicular trips if the land use is amended from AGR-IV to NC, 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 Pass-By Trips	Net New Daily Trip Ends
LDR	210	3 Dws	T = 9.52 (X)	29	0.00%	29
Total Section 1						29
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PWDaily	Less Pass-By Trips	Net New Daily Trip Ends
NC	826	146,427 SF	T = 44.32 (X)/1000	6,490	48.62%	3,335
Total Section 2						3,335
Net New Daily Trips						3,306

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

ATTACHMENT B (cont)

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 1 on Philips Highway between County Line and SR 9B.


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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:	6/2/17	Date Staff Report is Available to Public:	8/11/17
Land Use Adoption Ordinance #:	2017-481	Planning Commission's LPA Public Hearing:	8/17/17
Rezoning Ordinance #:	2017-482	1st City Council Public Hearing:	8/22/17
JPDD Application #:	2017C-012	LUZ Committee's Public Hearing:	9/6/17
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	9/12/17
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: FRED ATWILL ATWILL LLC 9001 FOREST ACRES LANE JACKSONVILLE, FL 32234 Ph: 9046108975 Fax: Email: ATWILLFRED15@GMAIL.COM		Owner Information: ABDI, M.D. ABBASSI 14091 PHILIPS HWY, LLC 2151 RIVERSIDE AVENUE JACKSONVILLE, FL 32204 Ph: 9043888686 Fax:	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage: 7.47 Real Estate #(s): 168114 0000		General Location: ALONG THE WEST SIDE OF PHILIPS HIGHWAY BETWEEN SR 9B AND NOCATEE PARKWAY	
Planning District: 3 Council District: 11 Development Area: RURAL Between Streets/Major Features: SR 9B and NOCATEE PARKWAY		Address: 14091 PHILIPS HWY	
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: SF RESIDENTIAL			
Current Land Use Category/Categories and Acreage: AGR-IV 7.47			
Requested Land Use Category: NC		Surrounding Land Use Categories: AGR-IV, LDR, MU, NC	
Justification for Land Use Amendment: TO ESTABLISH A NEW 20,000 ENCLOSED SF MEDICAL OFFICE CENTER			
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: AGR 7.47			
Requested Zoning District: CN			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Aerial:



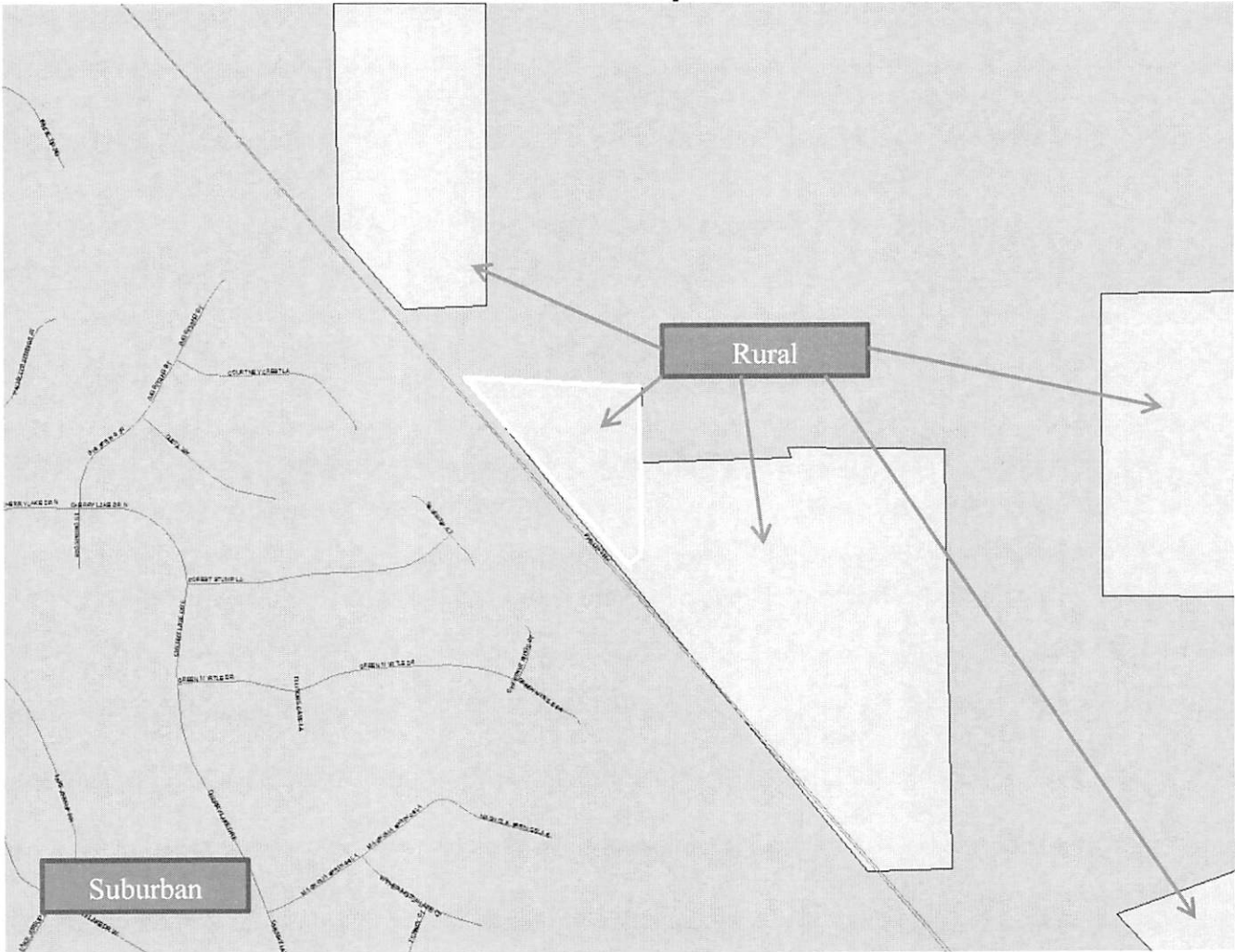
ATTACHMENT F

Wetlands Map:








ATTACHMENT G

Future Land Use Development Boundaries



Development Boundaries 20161109.

-  Downtown
-  Urban Priority Area
-  Urban Area
-  Suburban Area
-  Rural Area