



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

OVERVIEW

ORDINANCE: ORD # 2017-554

APPLICATION: APP # 2017C-016-6-7

APPLICANT: BABETTE ASHLEY

PROPERTY LOCATION: 0 NORTH MAIN STREET (US-17)(SR-5)

Acreage: 1.94

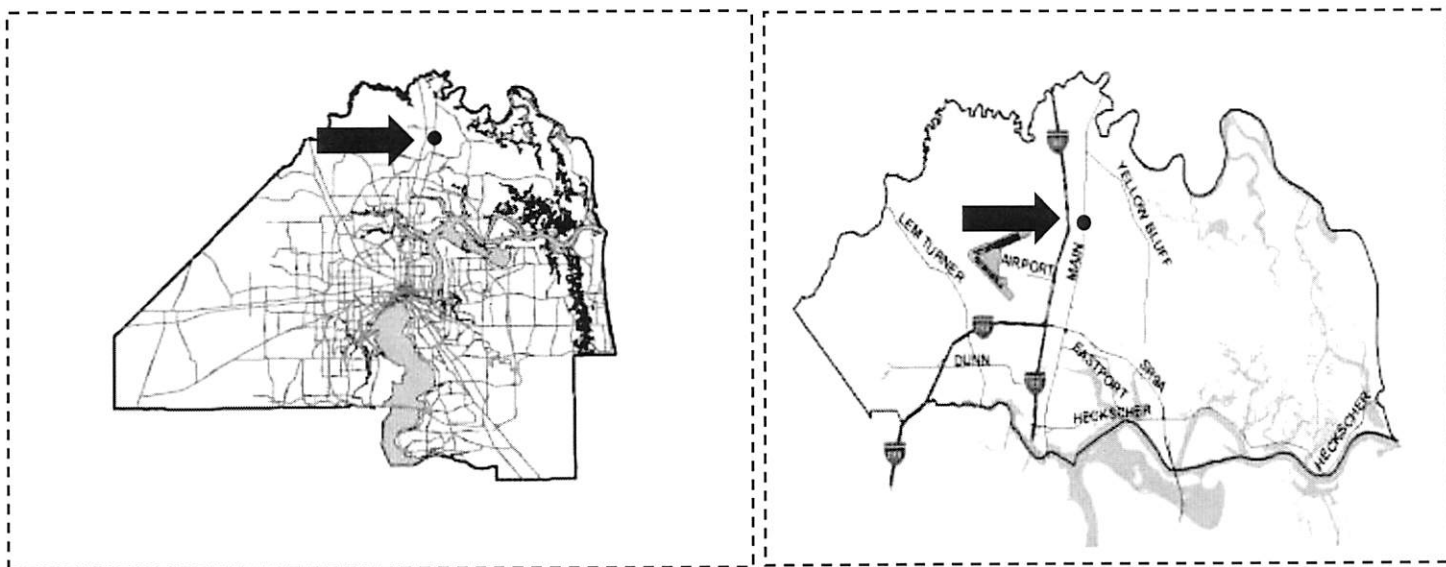
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	PUD	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	10 DU (5 DU/1 Acre)	N/A	N/A	29,577 sq. ft. (0.35 FAR)	Decrease 10 DU	Increase 29,577 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



ANALYSIS

Background:

The 1.94 acre subject property is located along the eastern side of Main Street North (US-17) (SR-5) a two lane principal arterial roadway. The subject site, which is currently vacant, is located approximately 0.72 miles east of I-95 between Bird Road and Bernard Road.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a rezoning from Planned Unit Development (PUD) to PUD. The companion rezoning site is 2.94 acres and includes the parcel directly to the west of the land use amendment site. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-555.

A similar land use application has been filed for a site located approximately 0.36 miles to the north of the subject site. This application seeks to change 0.58 acres of LDR to CGC, with a companion rezoning requesting a change from Residential Low Density-120 (RLD-120) and Commercial Community General-2 (CCG-2) to PUD. Both the land use application (Ordinance 2017-490) and companion rezoning (Ordinance 2017-491) are pending a final decision from City Council.

The proposed application and similar pending application continue a trend of commercial development that can be seen throughout recent years in the area (Attachment E). Across the street, to the west of the subject site there was a land use change from Medium Density Residential (MDR) to Light Industrial (LI) in 2007, pursuant to Ordinance 2007-1071-E. Three blocks to the north of the subject site, just south of Park Avenue, was another land use change in 2009, which changed two parcels from LDR to CGC (2009-140-E). One block south of that site, there was a land use change in 2015 from LDR to CGC (2015-437-E). To the north of the subject site, south of Bird Road was a similar land use change in 2006, which changed LDR to CGC (2006-203-E). Just to the south of Bernard Road, south of the subject site, there was another land use change from LDR to CGC that occurred in 2008 pursuant to Ordinance 2008-143-E.

Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 11, Attachment A – Land Utilization Map.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR, CGC	PUD, RLD-120, CCG-2	Service Garage, Open Storage, Single Family, Vacant
South	LDR, CGC	PUD, RLD-120, CCG-2	Vacant, Mobile Homes, Single Family, Church, Office, Commercial
East	LDR	RLD-120, PUD	Mobile Homes, Residential Mixed Use
West	CGC, LI	CCG-2, IL	Sunbelt Rentals, Vacant Industrial

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted.

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).

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b. The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd)
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - c. Each lot is a minimum of 1 acre unsubmerged property.
 - d. Alternative (mounded) systems are not required.

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 579 new daily external 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. Trips generated by the new development will be processed through the Concurrency 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 3 on Main Street (US-17)(SR-5) between Pecan Park Road and Yellow Bluff Road.

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 3 is **0.52**.

Main Street (US 17) (SR- 5) between Pecan Park Road and Yellow Bluff Road is a functional classified facility that would be impacted by the proposed development. This segment of US 17 is a 2-lane divided highway and has a maximum daily capacity of 25,410 VPD. The

proposed 29,577 SF commercial development could generate approximately 579 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.66 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.

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. 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).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Commercial
Land Use/Zoning	LDR/PUD	CGC/PUD
Development Standards For Impact Assessment	5 DU/Acre	0.35 FAR
Development Potential	10 Units	29,577 sq. ft.
Population Potential	23 people	n/a
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	150' – Jacksonville International Airport	
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	579 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 915.2 Gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 686.4 Gallons per day	
Potential Solid Waste Impact	Increase of 23.923 Tons per year	
Drainage Basin / Sub-Basin	Deese Creek	
Recreation and Parks	None	
Mass Transit	None	
NATURAL FEATURES		
Elevations	35'	
Soils	32 - Leon Fine Sand- 0 to 2 percent slopes	
Land Cover	1200 – residential medium density	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 14, 2017, the required notices of public hearing signs were posted. Eighteen (18) 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's Information Meeting was held on August 14, 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

- 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 1.1.12 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.
- 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.
- 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

Currently the site has a Low Density Residential (LDR) land use designation. According to the Future Land Use Element (FLUE), LDR in the suburban area is intended to provide for low density residential development.

The site is proposed to change from LDR to Community/General Commercial (CGC). According to the FLUE, CGC in the suburban area is intended to provide commercial development in a nodal development pattern. New CGC designations are preferred in locations with full urban services, which abut a roadway classified as arterial or higher, and in areas with a mix of non-residential uses. Commercial retail sales and service establishments are a principal use in this category.

Pursuant to FLUE Policy 1.2.9, the site will be served by centralized water and wastewater. The applicant has provided a JEA availability letter for the property, dated July 17, 2017 stating that the site has the ability to connect to the existing water connection through the front parcel. There is a sewer connection point located along the west side of Main Street (US-17)(SR-5).

The proposed amendment would allow for the expansion of the adjacent commercial use that abuts Main Street (US-17)(SR-5). The companion rezoning is for a PUD that covers this parcel as well as the abutting CGC parcel to the west. This would extend and strengthen the existing commercial corridor lining Main Street (US-17)(SR-5), making the proposed amendment consistent with Policy 3.2.1, 3.2.7, and Objective 3.2 of the FLUE. The companion PUD will address buffering as well as the location and type of uses between the proposed commercial use and the neighboring residential parcels in accordance with FLUE Policies 1.1.10 and 1.1.12.

The only access to the amendment site is through the existing commercial parcel, which has one road access point located on Main Street (US-17)(SR-5). The proposed use will allow nearby residents access to more commercial goods and services within walking distance, without allowing an increase of non-residential traffic in the surrounding residential areas. Thus, the application is consistent with Policies 3.2.4 and 3.2.7 of the FLUE.

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

Vision Plan

The subject property is located within the boundaries of the North Jacksonville Shared Vision Plan. The vision plan lists many different recommendations and best practices for development in the North Jacksonville area. The proposed amendment is consistent with the recommendation to create new retail and commercial services within a short distance of local residents, decreasing the need for those in the area to travel a great distance for goods and services.

Corridor Study

The subject property is located within the boundaries of the Dunn Avenue and Main Street (US-17)(SR-5) Corridor Revitalization Plan in District 8, the Pecan Park District. This district is a transition between the developed districts to the south, and the rural areas to the north. The study has designated this area as a low priority for development and redevelopment, but also calls for a widening of Main Street (US-17)(SR-5), as development occurs in the area. The proposed future widening would make this area more suitable for commercial development.

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.

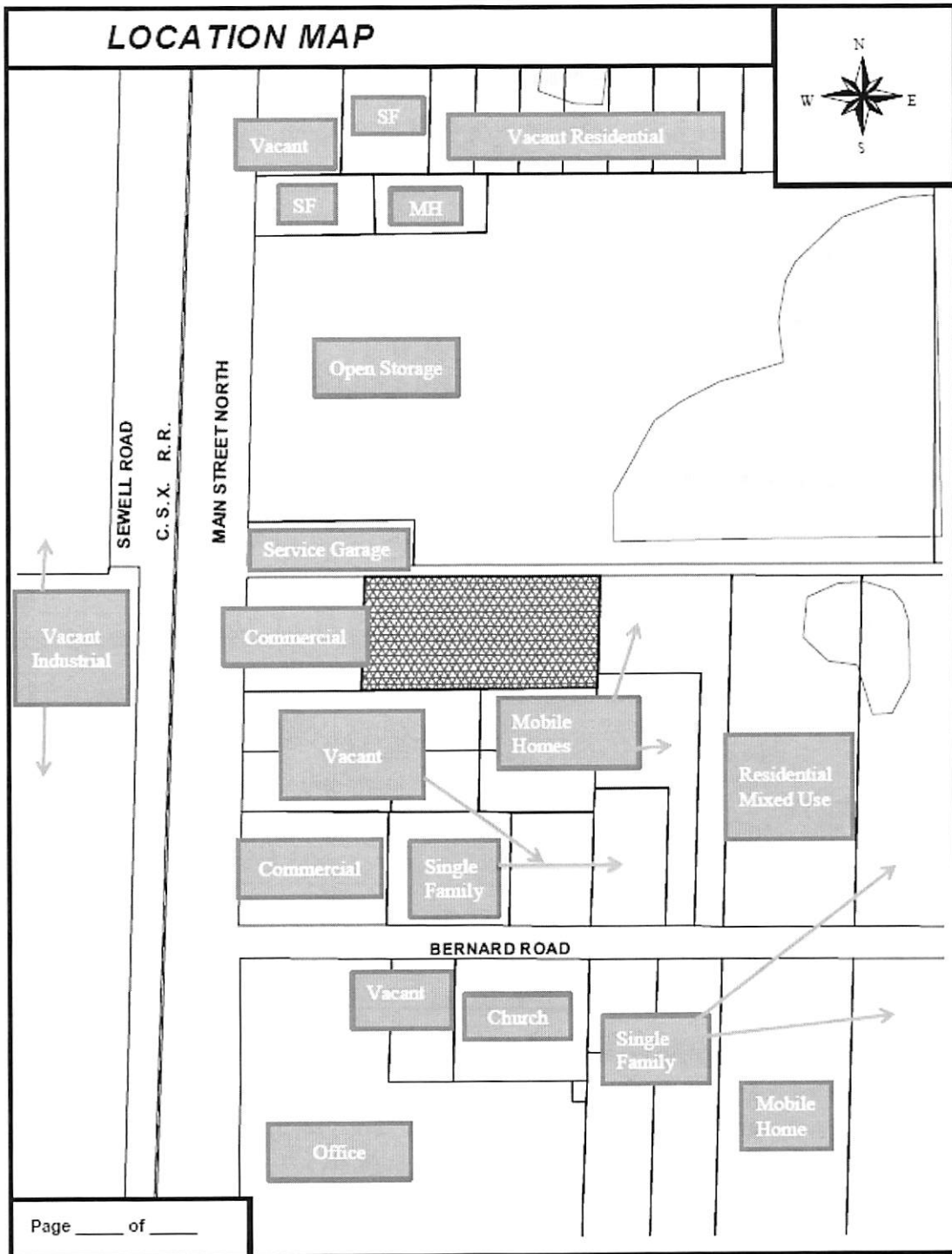
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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-016, located east of the CSX Railroad along North Main Street between Bernard Road and Bird Road in the Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) land uses on approximately 1.94 +/- 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, LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 10 homes (ITE Land Use Code 210) which could generate 95 net daily trips. The proposed the CGC land use category allows for 0.35 FAR per acre resulting in a development potential 29,577 SF of commercial space (ITE Land Use Code 826), generating 674 new daily vehicular trips. This will result in 579 net new daily vehicular trips if the land use is amended from LDR to CGC, 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	10 Dus	T = 9.52 (X)	95	0.00%	95
Total Section 1						95
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	826	29,577 SF	T = 44.32 (X)/1000	1,311	48.62%	674
Total Section 2						674
Net New Daily Trips						579

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 3 on Main Street between Pecan Park Road and Yellow Bluff Road.


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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:	6/30/17	Date Staff Report is Available to Public:	9/1/17
Land Use Adoption Ordinance #:	2017-554	Planning Commission's LPA Public Hearing:	9/7/17
Rezoning Ordinance #:	2017-555	1st City Council Public Hearing:	9/12/17
JPDD Application #:	2017C-016	LUZ Committee's Public Hearing:	9/19/17
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	9/26/17
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: BABETTE ASHLEY SMITH, GAMBRELL & RUSSELL, LLP 50 NORTH LAURA STREET, SUITE 2600 JACKSONVILLE, FL 32202 Ph: 9045986128 Fax: 9045986228 Email: BASHLEY@SGRLAW.COM		Owner Information: MANUEL RIBADO RIBADO CORPORATION 8465 LAMANTO AVE., S. JACKSONVILLE, FL 32211 Ph: 9045651333 Fax: 7759086312	
<u>DESCRIPTION OF PROPERTY</u>			
Acreeage:	1.94	General Location:	NORTH MAIN STREET, NORTH OF PECAN PARK ROAD
Real Estate #(s):	108156 0005	Address:	0 MAIN ST N
Planning District:	6		
Council District:	7		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	BIRD ROAD and BERNARD ROAD		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	COMMERCIAL BUILDING/STORE FOR RENTAL AND SALE OF EQUIPMENT AND STORAGE AND PARKING OF SAME		
Current Land Use Category/Categories and Acreeage:	LDR 1.94		
Requested Land Use Category:	CGC	Surrounding Land Use Categories:	CGC,LDR
Justification for Land Use Amendment:	THIS LAND USE AMENDMENT WOULD ALLOW EXPANSION OF THE EXISTING COMMERCIAL USE ON THE FRONT PART OF THE PROPERTY ABUTTING NORTH MAIN STREET TO PROVIDE OUTDOOR STORAGE FOR EQUIPMENT AND PARKING OF VEHICLES RELATED TO THE EXISTING EQUIPMENT RENTAL BUSINESS ON THE ADJACENT VACANT PARKING LOT BEHIND THE BUSINESS.		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreeage:	PUD 2.91		
Requested Zoning District:	PUD		
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Aerial:



Attachment E

Similar Amendments Nearby:

