



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

OVERVIEW

ORDINANCE: ORD # 2017-829

APPLICATION: APP # 2017C-025-3-4

APPLICANT: PAUL HARDEN

PROPERTY LOCATION: NEAR THE INTERSECTION OF HOGAN ROAD AND FOSTER DRIVE

Acreeage: 1.63

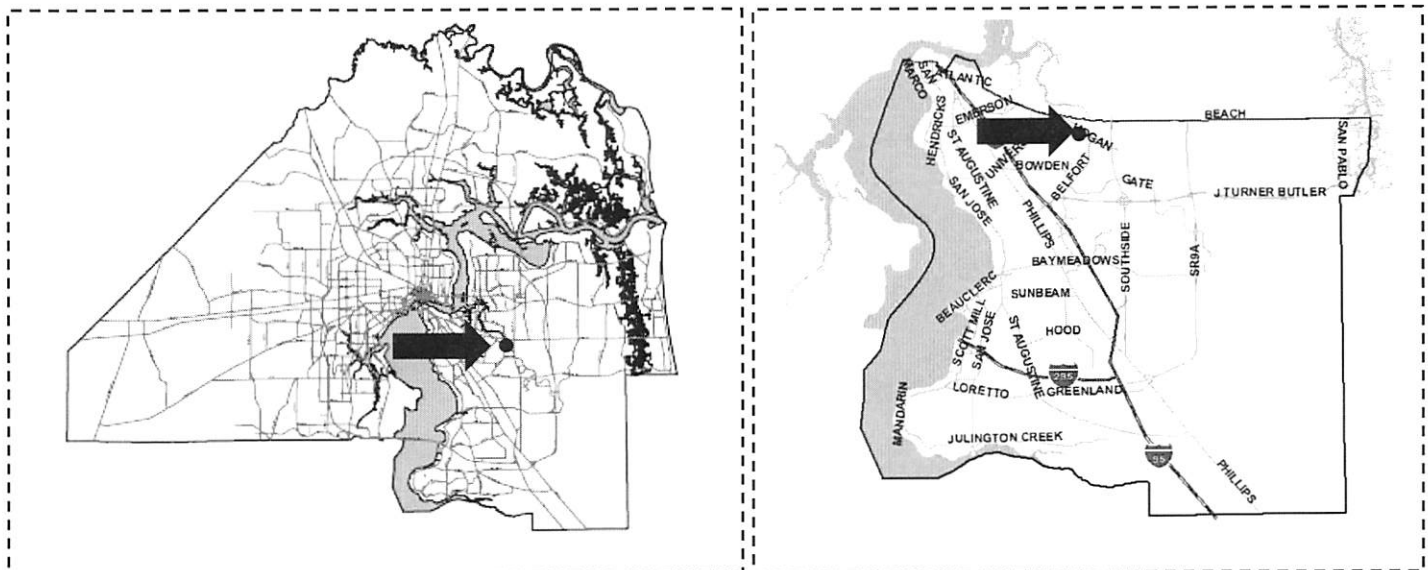
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	CCG-2

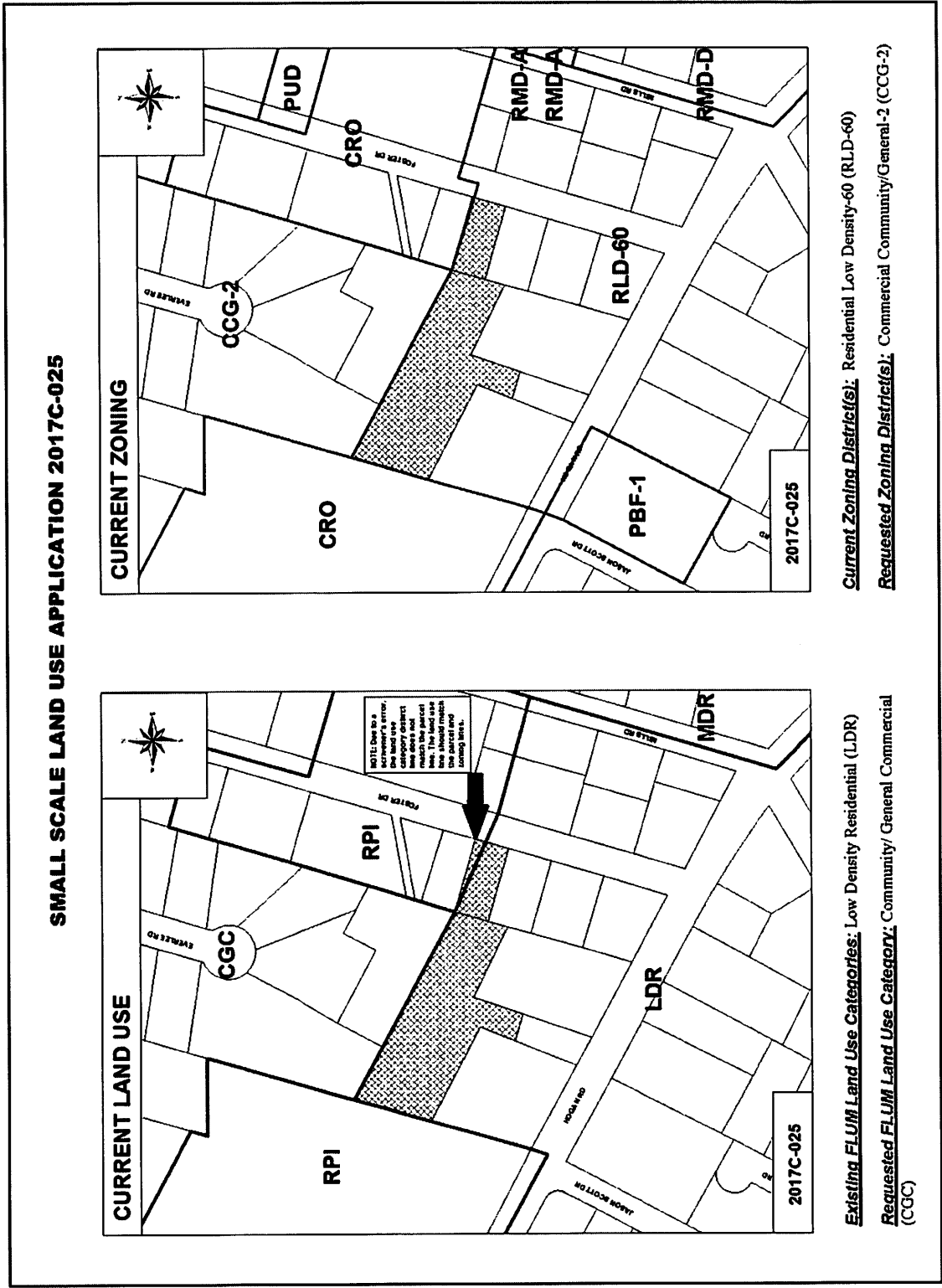
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	8 DU (5 DU/Acre)	N/A	N/A	24,851 sq. ft. (0.35 FAR)	Decrease 8 DU	Increase 24,851 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



DUAL MAP



ANALYSIS

Background

The 1.63 acre amendment site is located near the intersection of Hogan Road and Foster Drive and is approximately 950 feet south of Beach Boulevard (SR 212). The site is located in Planning District 3 and Council District 4. The site is currently vacant and has been used for outdoor vehicle and heavy equipment storage by the electrical systems business to the north of the site since 2007. According to the Development Areas Map in the Future Land Use Element, the property is located within the Urban Area.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a rezoning from Residential Low Density-60 (RLD-60) to Commercial Community/General-2 (CCG-2). The companion rezoning for the site is pending concurrently with this land use amendment application, pursuant to Ordinance 2017-830.

The area surrounding the amendment site is a mix of single-family residential, institutional, and commercial service, office, and warehouse uses. In general, there are single-family homes east of the site on Foster Drive and south of it along Hogan Road. There are a variety of commercial uses north of the site along Foster Drive towards its terminus at Beach Boulevard. The site is adjacent to Hogan Road Baptist Church and is in close proximity to Foster Drive Baptist Church.

The general area of the amendment site has not undergone any small scale land use changes or rezonings within the recent past.

The site will have ingress/egress access onto Foster Drive, a local road. Foster Drive connects to Beach Boulevard (SR 212), approximately 950 feet north of the site's access point. Foster Drive's southern terminus is at Hogan Road, a collector roadway, approximately 350 feet south of the site's right-of-way access.

The adjacent uses and zoning are as follows and as depicted on Attachment A on p. 11:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC	CCG-2	Electrical systems contractor
South	LDR	PBF-1,RLD-60	Utilities, single-family residential
East	LDR	RLD-60	Single-family residential
West	RPI	CRO	Church

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). The property owner has provided a JEA availability letter, dated October 3, 2017, stating the electrical, potable water and sanitary sewer service are currently available at the site.

Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

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 517 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 8 on Hogan Road between Beach Boulevard and Southside Boulevard.

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 8 is **0.59**.

Hogan Road between Beach Boulevard and Southside Boulevard is a functional classified collector roadway that would be impacted by the proposed development. This segment of Hogan Road is a 2-lane undivided facility and has a maximum daily capacity of 14,850 vpd. The proposed 24,851 SF commercial development could generate approximately 517 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.83 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 high sensitivity 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. 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.

IMPACT ASSESSMENT

2017C-025

1.63 acres

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Outdoor storage	Outdoor storage
Land Use/Zoning	LDR/ RLD-60	CGC/ CCG-2
Development Standards For Impact Assessment	5 DU/acre	0.35 FAR
Development Potential	8 DU	24,851 sq.ft.
Population Potential	21	0
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Plans/Studies	Southeast Vision Plan	
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-Discharge Area
Well Head Protection Zone		x
Boat Facility Siting Zone		x
Brownfield		x
PUBLIC FACILITIES		
Potential Roadway Impact	517 new external trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 908.3 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 681.2 gallons per day	
Potential Solid Waste Impact	Increase of 20.8 tons per year	
Drainage Basin / Sub-Basin	Pottsburg Creek/ Arlington River Basin	
Recreation and Parks	Adolph Wurn Park	
Mass Transit	Route #8	
NATURAL FEATURES		
Elevations	20 ft.	
Soils	75 - Urban land-Hurricane-Albany complex, 35 - Lynn Haven	
Land Cover	1200 - Residential	
Flood Zone	None	
Wet Lands	None	
Wild Life	None	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 18, 2017, the required notice of public hearing sign was not posted. The Department was notified on December 20, 2017 that the required sign was posted and this was confirmed by a site visit on the same day. Thirty-eight notices were mailed out to adjoining property owners and other appropriate parties informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizens Informational Meeting was held on December 18, 2017 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Future Land Use Element

According to the Category Description of the Future Land Use Element (FLUE), the current designation of Low Density Residential (LDR) in the Urban Area is intended to provide for low density residential development. Principal uses include single family and multi-family dwellings; commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area; and other uses associated with and developed as an integral component of TND. LDR also permits housing densities of up to 7 dwelling units per acre when full urban services are available

The property owner is proposing to change the site's land use category to Community/General Commercial (CGC). The category is intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Future land use amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Commercial retail sales and service and business and professional offices are primary uses within CGC in the Urban Area.

Proposed amendment analysis in relation to the 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 1.2.9 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 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.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The current and proposed use of outdoor storage, associated with commercial services, on the amendment site will promote and sustain the viability of an area with a history of non-residential uses. The site is contiguous to commercial properties that are under a common ownership and which connect to Beach Boulevard (SR 212), a principal arterial roadway and major commercial thoroughfare. The subject site is also located in an area with access to full urban services. The proposed amendment is consistent with the CGC FLUE description and preference for new CGC designations.

The applicant provided a JEA availability letter dated October 3, 2017 stating that electric service and potable water connections are available at the site. The owner plans on using the site strictly for outdoor storage and does not plan on connecting to JEA provided water and sewer service. The amendment complies with Policy 1.2.9.

The land use amendment would promote the viability of an existing commercial site. Despite the residential land use designation of the site, the site has been used as an area for outdoor storage of vehicles and heavy equipment since at least 2007. The site is in the Urban Development Area and has existing infrastructure, utilities, and public facilities. The amendment to CGC would result in a compact and connected land use pattern for the area. This is consistent with FLUE Objective 3.2, Policy 3.2.1 and Objective 6.3.

The rezoning and development review process will address the protection and continued viability of adjacent residential areas through the application of buffering and minimum yard regulations. Where a lot in a CCG-2 zoning district is adjacent to a residential district without an intervening street, a minimum yard of 25 feet shall be provided along the property line. No improvements other than landscaping, visual screening or retention may be permitted in the required buffer area. The stub out in the southern portion of the amendment site is 50 feet wide, so its entirety will be within the 25-foot buffer zone. Further requirements for buffers relating to uncomplimentary land uses are specified in Section 656.1216. The companion rezoning should address design elements, location of uses and access points. The proposed amendment supports the goals and intent of Objective 1.1.

The amendment will not encourage through traffic into adjacent residential neighborhoods. The business controlling the amendment site currently has an access driveway on Foster Drive that is directly north of the site and is heavily used by the business' work vehicles. The proposed amendment is consistent with Policy 3.2.4.

The proposed amendment has been evaluated and found consistent with the 2010 *Southeast Vision Plan* and FLUE Policy 4.1.8B.

Recreation and Open Space Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Recreation and Open Space Element:

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

The reservation of at least 10% of open space in the amendment site should be enforced by rezoning and development review requirements in order to comply with Policy 2.2.1.

Vision Plan

The subject property is located within the study area 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 and to develop a strong and viable economic base. It is also consistent with Sub-principle 4.1.1, which encourages new growth to be developed within close proximity to existing economic generators and to take advantage of existing infrastructure.

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.

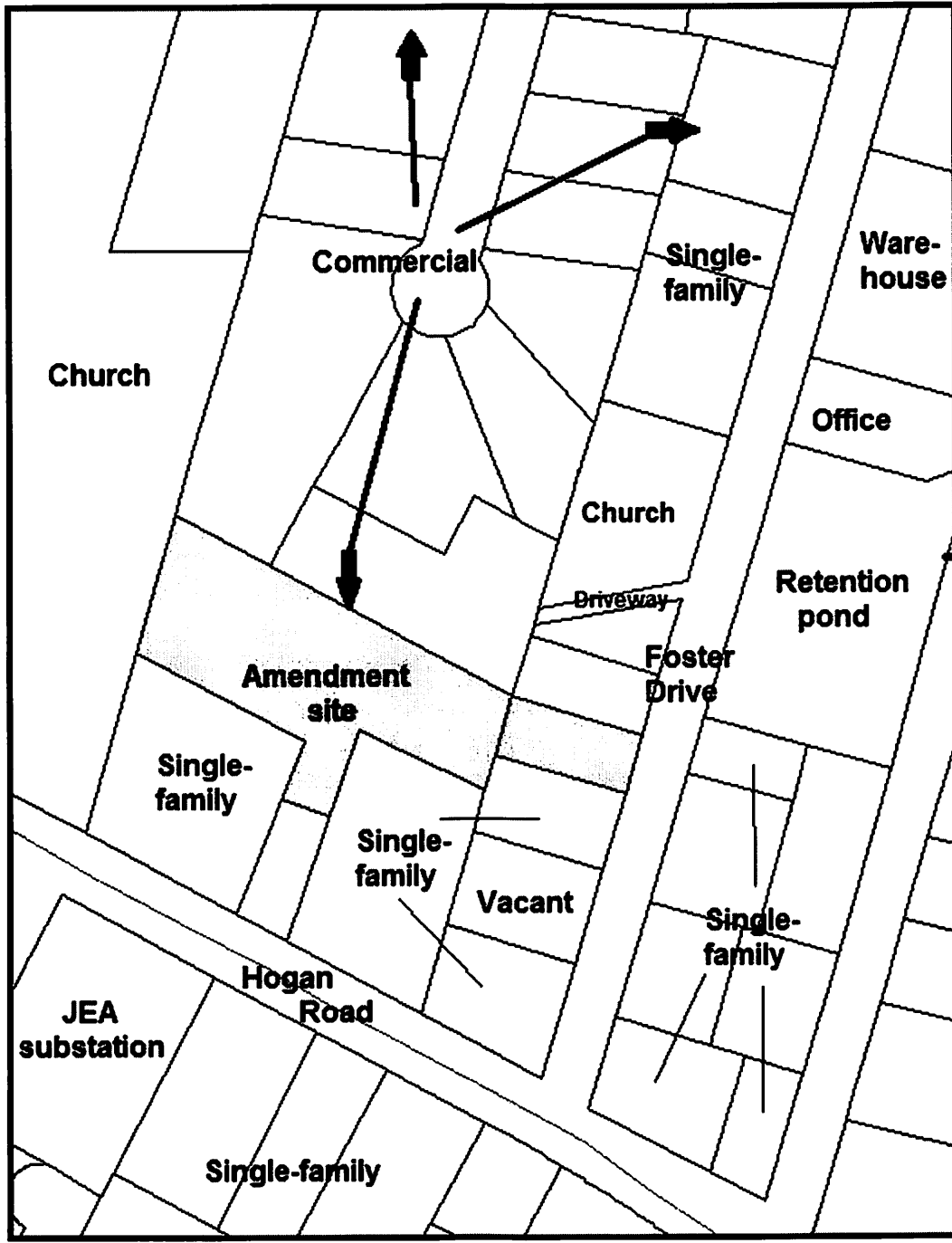
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan. The amendment would provide for the expansion of an existing business.

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-025, located along Hogan Road, between Parental Home Road and Foster Drive in the Urban Development Area of Jacksonville, Florida. The subject site has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) land use on approximately 1.63+/- acre.

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 8 homes (ITE Land Use Code 210) generating 76 daily vehicular trips. The proposed the CGC land use category allows for 0.35 FAR per acre resulting in a development potential 24,851 SF of commercial space (ITE Land Use Code 820), generating 593 new daily vehicular trips. This will result in 517 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	8 DU	T =9.44 (X)	76	0.00%	76
Total Section 1						76
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	820	24,851 SF	T =37.75 (X)	938	36.75%	593
Total Section 2						593
Net New Daily Trips						517

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

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 8 on Hogan Road between Beach Boulevard and Southside Boulevard.


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 8 is **0.59**.

Hogan Road between Beach Boulevard and Southside Boulevard is a functional classified collector roadway that would be impacted by the proposed development. This segment of Hogan Road is a 2-lane undivided facility and has a maximum daily capacity of 14,850 vpd. The proposed 24,851 SF commercial development could generate approximately 517 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.83 with the inclusion of the additional traffic from this land use amendment.

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: 9/27/17 Land Use Adoption Ordinance #: 2017-829 Rezoning Ordinance #: 2017-830 JPDD Application #: 2017C-025 Assigned Planner: Maurice Postal	Date Staff Report is Available to Public: 1/12/2018 Planning Commission's LPA Public Hearing: 1/18/2018 1st City Council Public Hearing: 1/23/2018 LUZ Committee's Public Hearing: 2/6/2018 2nd City Council Public Hearing: 2/13/2018
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>	
Applicant Information: PAUL HARDEN LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 Ph: 9043965731 Fax: 9043995461 Email: PAUL_HARDEN@BELLSOUTH.NET	Owner Information: JOSEPH ROBINSON 1132 RIO SAINT JOHNS RD JACKSONVILLE, FL 32211
<u>DESCRIPTION OF PROPERTY</u>	
Acreage: 1.63 Real Estate #(s): 136956 0100 (portion of) 136970 0000 (portion of)	General Location: NORTH OF HOGAN RD AND EAST OF PARENTAL HOME RD
Planning District: 3 Council District: 4 Development Area: URBAN AREA Between Streets/Major Features: BEACH BLVD and HOGAN RD	Address: 0 HOGAN RD 0 FOSTER DR
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>	
Current Utilization of Property: OUTSIDE STORAGE Current Land Use Category/Categories and Acreage: LDR 1.63	
Requested Land Use Category: CGC Justification for Land Use Amendment: TO MAKE THE LAND USE AND ZONING CONSISTENT WITH CONTIGUOUS PROPERTIES OWNED BY ONE PERSON.	Surrounding Land Use Categories: CGC, LDR, RPI
<u>UTILITIES</u>	
Potable Water: JEA	Sanitary Sewer: JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>	
Current Zoning District(s) and Acreage: RLD-60 1.63	
Requested Zoning District: CCG-2	
Additional information is available at 904-265-7888 or on the web at http://maps.coi.net/luzap/	

ATTACHMENT D

Aerial:

