



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

OVERVIEW

ORDINANCE: ORD # 2018-053

APPLICATION: L-5271-17C-5-12

APPLICANT: PAUL HARDEN
PROPERTY LOCATION: 8426 DEVOE STREET
Acreage: 2.17

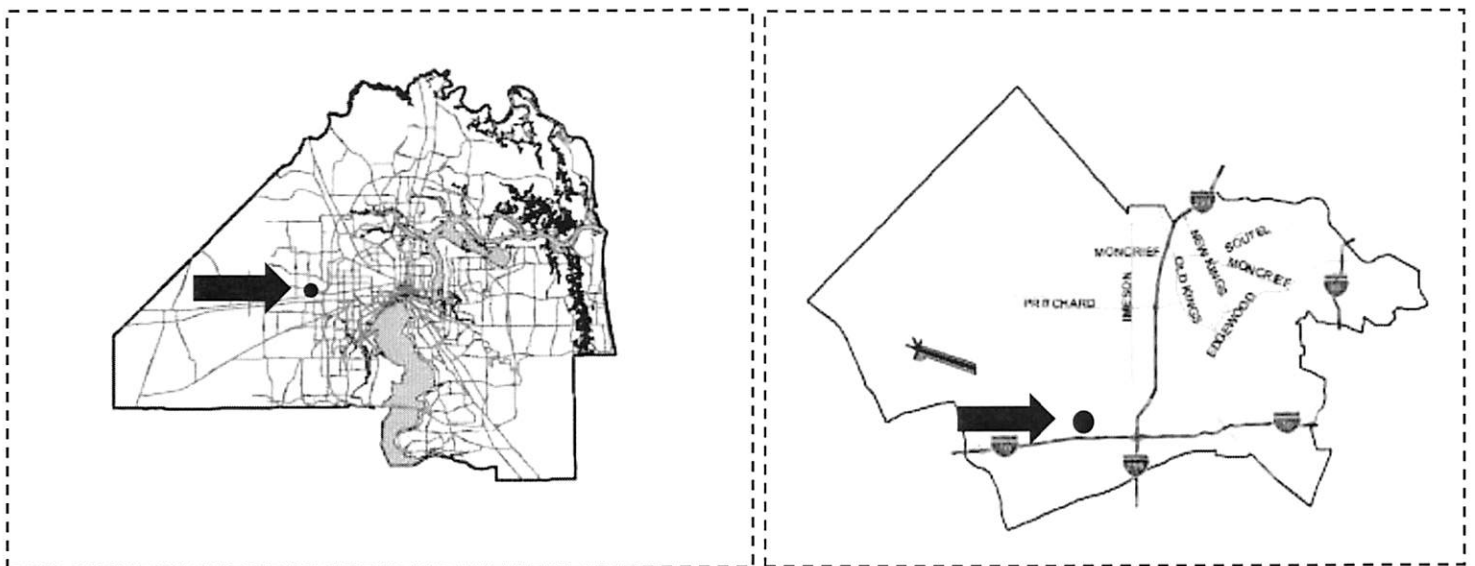
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	CCG-1

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	11 DU (5 DU/Acre)	N/A	N/A	33,084 Sq. Ft. (0.35 FAR)	Decrease 11 DU	Increase 33,084 Sq. Ft.

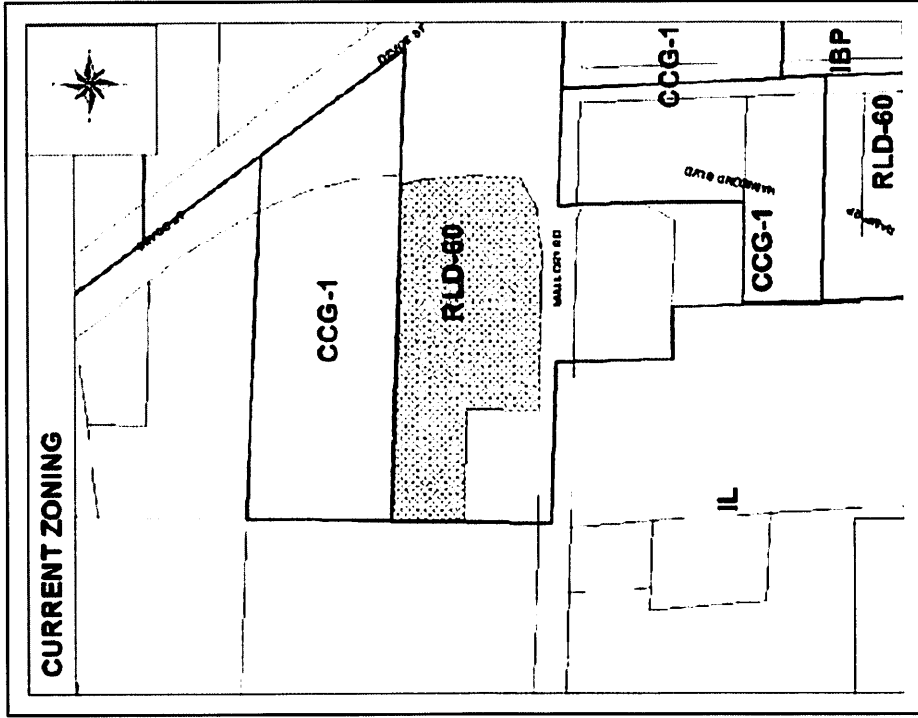
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

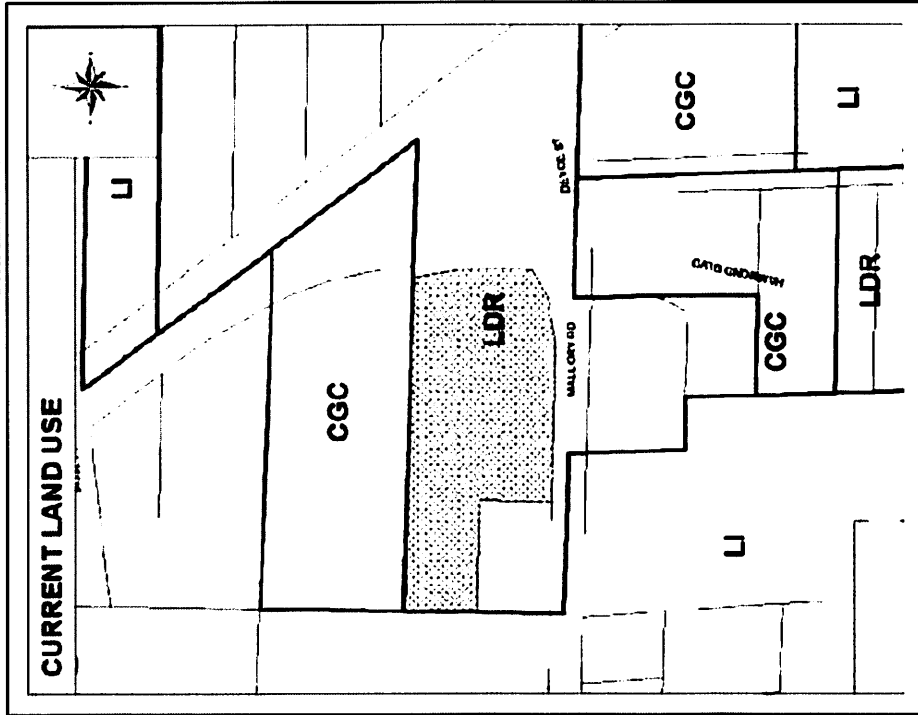


DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5271-17C



Current Zoning District(s): Residential Low Density-60 (RLD-60)
Requested Zoning District(s): Commercial Community-General-1 (CCG-1)



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

ANALYSIS

Background:

The 2.17 acre subject property is located at the northwest corner of Devoe Street and Mallory Road, both local roads, between I-10 and Posey Road. The currently vacant site is located within the Urban Development Area.

The subject site has road frontage on Devoe Street, which turns into Hammond Boulevard just after the intersection of Devoe Street and Mallory Road. The site is located approximately 1,000 feet north of I-10, along the recently completed I-10/Hammond Boulevard interchange (See Aerial Map, Attachment D, on Page 17). The new interchange project, which required land acquisition along Devoe Street/Hammond Boulevard from Beaver Street (US 90/SR-10) to Rockland Drive, has helped to reinforce the transition away from residential uses towards that of commercial and industrial development.

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-1 (CCG-1). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-054.

Much of the surrounding area has either a Light Industrial (LI) or Community/General Commercial (CGC) land use designation, with the exception of three residential parcels to the south and a group of residences located to the east, across Devoe Street. The parcel abutting the northern property line of the subject site underwent a land use amendment in 2010 to change its designation from LDR to CGC (2010-257-E). Two properties directly to the southeast of the subject site also had land use amendments in 2009, to change their land use category from LDR to CGC (2009-794-E, 2009-524-E). Another property, across Devoe Street to the northeast of the subject site was changed from LDR to LI in 2010 (2010-478-E).

Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 13, Attachment A – Existing Land Utilization Map.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC,LI	CCG-1,IL,	Warehouse, Office, Retention Pond
South	LDR, LI, CGC	RLD-60, IL, CCG-1, IBP	Single Family, Vacant, Storage, Warehouse
East	LDR, LI	RLD-60, IL	Single Family,
West	LI	IL	Warehouse, Light 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). The applicant has provided a JEA Service Availability Letter dated November 17, 2017 with their application.

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 686 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 6 along Devoe Street between Beaver Street (US-90/SR-10) and Cahoon 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 6 is **0.47**.

Devoe Street between Beaver Street (US-90/SR-10) and Cahoon Road is the first functional classified road that would be impacted by the proposed development. This segment of Devoe Street is a 2-lane undivided roadway and has a maximum daily capacity of 14,040 VPD. The proposed commercial development could generate approximately 686 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.61 with the inclusion of the additional traffic from this land use amendment.

It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, 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 350 foot Height and Hazard Zone for the Whitehouse Outlying Field-OLF. Zoning will limit development to a maximum height of less than 350', 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 656.1005.1(d).

This site is also located within the 60-64.99 Day-Night Sound Level (DNL) noise contour range and the Lighting Regulation Zone for Whitehouse Outlying Field- OLF. As such this area is located within the Military Notice Zone. Within the Lighting Regulation Zone at Outlying Field Whitehouse, all artificial lighting equipment, including but not limited to flood lights and searchlights, whether temporary or permanent installations, shall have positive optical control so that no light is emitted above the horizontal plane. No building permit shall be granted in this zone unless this requirement is met. Development within the Lighting Regulation Zone at Outlying Field Whitehouse is subject to Airport Notice Zone Acknowledgements as required in Section 656.1010.


Further information regarding regulations applicable to military airport environs can be found in Section 656.1005.2(B)

Requirements for areas within Height and Hazard Zones and Military Influence Zones are specified in the following FLUE policies:

- 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.

- Policy 2.5.4E Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses may be allowed when scheduled with the U.S. Navy. As listed in the Instruction Manual, all other uses are allowed subject to disclosure requirements.

- Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.



Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

Policy 2.5.7 In cooperation with the US Military and to preserve the utility of the field for simulated night carrier landings or related missions, the City has designated, through the land development regulations, a lighting regulation zone around Outlying Field (OLF) Whitehouse, requiring that all artificial lighting equipment have positive optical control so that no light is emitted above the horizontal plane. The United States Military has requested this special designation for OLF Whitehouse because of its special fleet carrier landing practice mission.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Commercial
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	RLD-60	CCG-1
Development Potential	11 DU	33,084 sq. ft.
Population Potential	29 people	n/a
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	60 DNL , 350', and restricted lighting zone - OLF Whitehouse	
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	686 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 1,006 Gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 754 Gallons per day	
Potential Solid Waste Impact	Increase of 27 tons per year	
Drainage Basin / Sub-Basin	Ortega River/Unnamed Run	
Recreation and Parks	Thomas Jefferson Park	
Mass Transit	none	
NATURAL FEATURES		
Elevations	70'	
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 January 29, 2018, the required notices of public hearing signs were posted. Twenty-three (23) 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 January 29, 2018. No members of the public 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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- 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 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.

Transportation Element:

- Policy 2.3.6 The City shall require access to new and redeveloped non-residential parcels with frontage along two or more roadways be limited to one access point per roadway. Access from the higher functional class roadway, or roadway with the higher average daily traffic inclusive of development traffic for roadways of the same functional class, shall be limited to right turn-in/right turn-out only, unless 1) it can be demonstrated in a traffic

study, submitted for review and approval to the JPDD, that such access restrictions would present a safety hazard, would cause undue congestion or delay on adjacent road facilities, would cause environmental degradation, or would hinder adequate traffic circulation, or 2) there already exists more than one full access point on the roadway, and at least one of the full access points is eliminated.

Policy 2.3.7 Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through-lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the JPDD.

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.

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

The applicant is proposing a land use change for the subject site from LDR to Community/General Commercial (CGC). According to the FLUE, CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as arterial or higher on the Functional Highway Classification Map.

The site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA Availability letter provided by the applicant, the nearest water connection point is located on the south side of Mallory Road. The nearest sewer connection point is crossing Devoe Street approximately 220 feet north of Mallory Road.

Currently the site is vacant, and the amendment is intended to allow for the development of a commercial use in conjunction with the abutting property to the north, which already has a CGC land use classification. The western side of Devoe Street is primarily an industrial corridor, with the exception of three single family residences that front Mallory Road. The proposed use would allow for a new commercial development to strengthen the existing commercial and industrial presence on the western side of Devoe Street. Therefore the proposed amendment is consistent with Goal 3, Objective 3.2, and Policy 1.1.11 of the FLUE.

It is important that the site plan of any proposed development on the amendment site be designed in a way that will achieve consistency with Policies 2.3.6 and 2.3.7 of the Transportation Element, as well as Policy 2.2.1 of the Recreation and Open Space Element.

The proposed amendment has been evaluated for consistency with the Northwest Vision Plan and the Marietta Neighborhood Action Plan. The consistency review is provided in the sections below in accordance with FLUE Policy 4.1.8B.

Neighborhood Action Plan

This site is located within the boundaries of the Marietta Neighborhood Action Plan (NAP). The plan recommends that the area be developed residentially. The proposed development is for a commercial use along Devoe Street and is therefore inconsistent with the recommendations of the NAP. However, since the time of the plan's adoption in 1980, the overall character of the neighborhood has changed. Along with the recent completion of the I-10/Hammond Boulevard interchange, the area surrounding the subject site has been developed industrially, rather than residentially. The area to the east of the subject site, across Devoe Street, has retained its residential character throughout the years, while the western side of Devoe Street has seen more industrial growth.

Vision Plan

The subject property is located within the boundaries of the "Suburban Area" of the Northwest Vision Plan. According to the plan, this area is considered to be more auto-oriented, with lower-density housing and retail nodes. The plan also states that residents would like more retail locations located near neighborhoods. The proposed development would bring a new commercial use to an area in need of these types of uses. Therefore, the proposed development solves a problem outlined in Theme 1 of the Northwest Vision Plan.

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 provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business 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 Policy Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5271-17C, located at 8426 Devoe Street, north of Mallory Road in the Urban Development Area of Jacksonville, Florida. The subject site is 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) development on approximately 2.17 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th 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, the LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 11 residential units (ITE Land Use Code 210) which could generate 104 daily vehicular trips. The proposed the CGC land use category allows for 0.35 FAR per acre resulting in a development potential 33,084 SF commercial space (ITE Land Use Code 820), generating 790 net new daily vehicular trips. This will result in 686 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	11 SFDUs	T = 9.44 (X)	104	0.00%	104
Total Section 1						104
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	33,084 SF	T=37.75 (X) / 1000	1,249	36.75%	790
Total Section 2						790
Net New Daily Trips						686

Source: Trip Generation Manual, 10th 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 6 along Devoe Street between Beaver Street (US-90/SR-10) and Cahoon 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 6 is 0.47.

Devoe Street between Beaver Street (US-90/SR-10) and Cahoon Road is the first functional classified road that would be impacted by the proposed development. This segment of Devoe Street is a 2-lane undivided roadway and has a maximum daily capacity of 14,040 VPD. The proposed commercial development could generate approximately 686 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.61 with the inclusion of the additional traffic from this land use amendment. It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

ATTACHMENT C

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	11/15/17	Date Staff Report is Available to Public:	2/16/18
Land Use Adoption Ordinance #:	2018-053	Planning Commission's LPA Public Hearing:	2/22/18
Rezoning Ordinance #:	2018-054	1st City Council Public Hearing:	2/27/18
JPDD Application #:	L-5271-17C	LUZ Committee's Public Hearing:	3/6/18
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	3/13/18
<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: REBECCA HAMILTON GATE PETROLEUM COMPANY P.O. BOX 23627 JACKSONVILLE, FL 32257	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage: 2.17 Real Estate #(s): 007037 0020		General Location: NWC OF DEVOE ST. AND HAMMOND BLVD.	
Planning District: 5 Council District: 12 Development Area: URBAN AREA Between Streets/Major Features: BEAVER ST. and I-10		Address: 8426 DEVOE ST	
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT Current Land Use Category/Categories and Acreage: LDR 2.17			
Requested Land Use Category: CGC		Surrounding Land Use Categories: CGC,LDR,LI	
Justification for Land Use Amendment: TO DEVELOP CONSISTENT WITH THE ADJOINNG CGC PROPERTY.			
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: RLD-60 2.17			
Requested Zoning District: CCG-1			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Aerial:

