



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

**OVERVIEW**

**ORDINANCE: 2018-362**

**APPLICATION: L-5290-18C-6-2**

**APPLICANT: LARA DIETRICH**

**PROPERTY LOCATION: 0 Heckscher Drive**

**Acreage: 0.8 Acres**

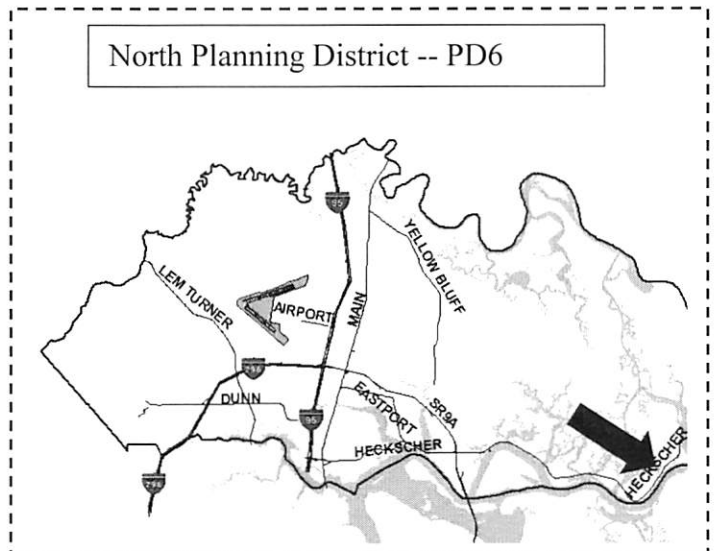
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>CGC</b>	<b>LDR</b>
<b>ZONING</b>	<b>CCG-2</b>	<b>RLD-100A</b>

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
CGC	LDR	N/A	4 DU (5 DU per acre)	12,197 sq. ft. (.35 FAR)	N/A	Increase 4 DU	Decrease 12,197 sq. ft.

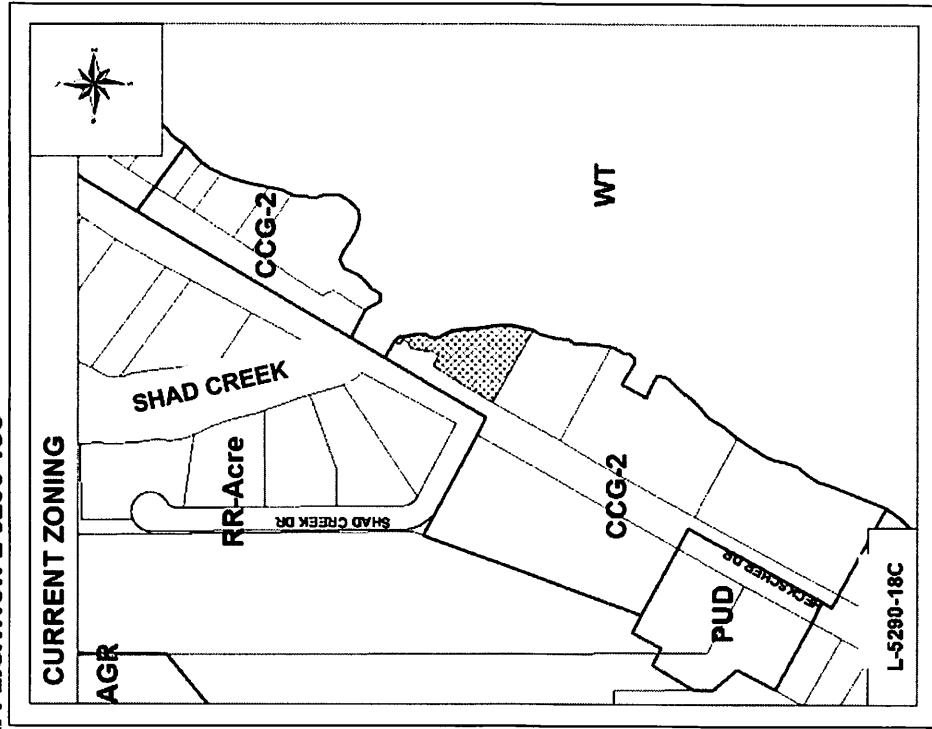
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: DENIAL**

**LOCATION MAPS:**



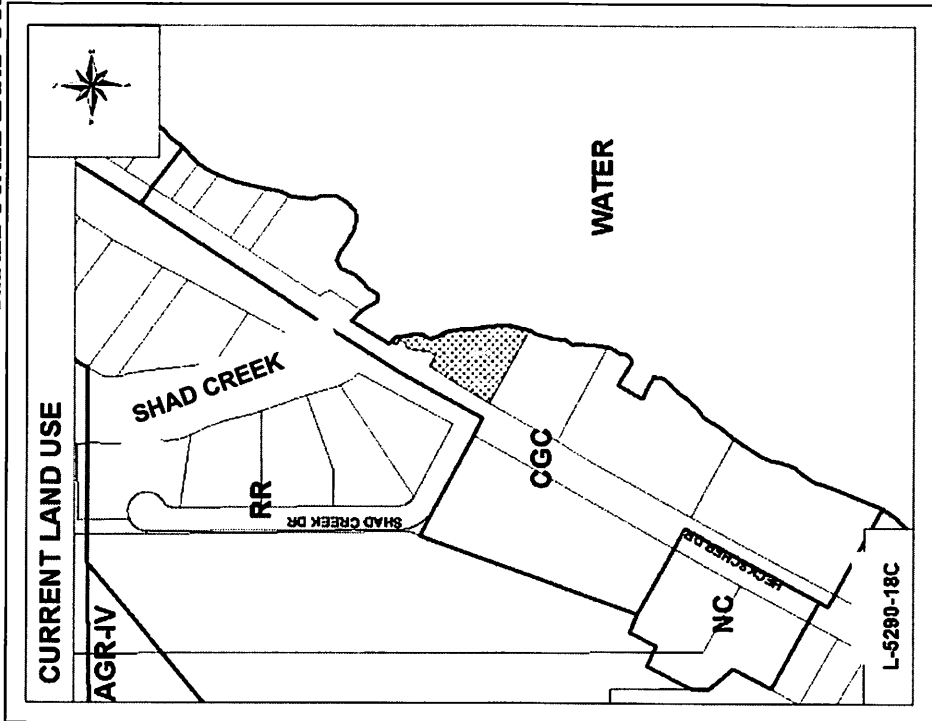
# DUAL MAP PAGE

## SMALL SCALE LAND USE APPLICATION L-5290-18C



Current Zoning District(s): Commercial Community/General-2 (CCG-2)

Requested Zoning District(s): Residential Low Density-100A (RLD-100A)



Existing FLUM Land Use Categories: Community/General Commercial (CGC)

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

## **ANALYSIS**

### **Background:**

The 0.8 of an acre site is located on the eastern side of Heckscher Drive (S.R. 105), a minor arterial roadway, across the road from the intersection of Shad Creek Drive. The property is located at the confluence of Shad Creek and the St. Johns River. The amendment site is located in Planning District 6, Council District 2 and within the boundaries of the North Vision Plan.

The applicant requests a small scale land use amendment to the Future Land Use Map series (FLUMs) to change the designation from CGC (Community/General Commercial) to Low Density Residential (LDR) and the zoning from Commercial Community General-2 (CCG-2) to Residential Low Density-100A (RLD-100A) for the purposes of building a single family residence.

The site is located 200 feet north of the St. Johns River Ferry terminal and is within the 50 foot height restriction area for Mayport Naval Air Station which is located across the St. Johns River.

The subject property sits in the middle of a 2,000 foot long stretch of properties designated as CGC that runs between Heckscher Drive and the St. Johns River. Properties located along the west side of Heckscher Drive are in the Rural Residential (RR), CGC and Neighborhood Commercial (NC) land use categories. The subject property is located

The area surrounding the site is comprised of a mix of residential and commercial uses. Commercial uses are predominantly located to the south and southwest of the site and include restaurants, offices, a convenience store and the ferry terminal. Single-family residential is located to the west across Heckscher Drive and to the north across Shad Creek with the exception of the Sandollar restaurant which the faces the subject property across Shad Creek. North of the Sandollar restaurant, there are three non-conforming single-family homes constructed in the early 1960s and located in the CGC land use. Further to the north on the east side of Heckscher Drive are seven lots on 2.4 acres of land that were the subject of two small land use amendments in 2002 and 2003 that converted the land use from CGC to LDR. The sites subject to the 2002 and 2003 land use amendments have yet to be developed. There have been no additional land use changes or re-zonings along this stretch of Heckscher Drive in the past decade.

Although the RR land use category is consistent with the designation of nearby residential areas, the applicant has requested a land use amendment to LDR rather than RR for the 0.8 acre site. The reason behind this request is that the RR land use category requires a minimum lot size of one acre when served by on-site well and septic while the LDR requirement is reduced to 1/2 acre.

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

### **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**

According to the JEA letter dated March 15, 2018, JEA does not provide water service or gravity sewer service within 1/4 mile of the subject property. Development will require a water well and a septic tank. The Conservation/Coastal Management Element (CCME) Policy 4.1.3 (e) states that septic tanks, drainfields and/or greywater systems should not be within 75 feet of the mean high water line of tidal bodies unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, Florida Statutes (F.S.). Additionally, requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) should be accommodated. As noted early in this report, the LDR land use category requires a minimum lot size of ½ an acre when both centralized potable water and wastewater are not available.

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in no 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.

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 (2018) 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.

Heckscher Drive (SR 105/A1A) between St. Johns Ferry Terminal and Fort George Road is a functional classified road that would be impacted by the proposed development. SR 105 is a 2-lane highway with a maximum daily capacity of 25,500 vpd. The proposed residential development could generate approximately 25 daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.52 with the inclusion of the additional traffic from this land use amendment.

### **Airport Environment Zone**

The site is located within the 50 foot Height and Hazard Zone for the Mayport Naval Air Station. Zoning will limit development to a maximum height of less than 50', 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).

### **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

### **Flood Zones**

The entire subject site is within the 100 year flood zone. This area is associated with the St. Johns River and follows the seven (7) foot elevation consisting of approximately 0.67 of an acre in the VE Zone and 0.13 of an acre in the AE Zone. The VE Zone is defined as an area inundated by 1% annual chance flooding with velocity hazard (wave action). The AE Zone is defined as an area inundated by 1% annual chance flooding. Flood hazard areas identified on the Flood Insurance Rate Map are identified as a Special Flood Hazard Area (SFHA). SFHA are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood. SFHAs are labeled as "AE". Moderate flood hazard areas, are also shown on the map for the property (See Attachment D) as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance and the following

Comprehensive Plan policies:

Conservation /Coastal Management Element

Policy 1.4.4 The City shall require all development within the 100 year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

**Coastal High Hazard Area (CHHA) and Adaptation Action Area (AAA)**

Approximately 0.3 of an acre of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Section 163.3178(2)(h), and the Adaptation Action Area (AAA) as defined by Section 163.3177(6)(g)(10) of the Florida Statutes. This area is also located in an VE Flood Zone. No development is proposed in the CHHA area or AAA, and the amendment request for this area of the site is to change the land use from CGC to LDR. See Attachment E for CHHA map.

Conservation/Coastal Management Element

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a conservation land use category, Conservation zoning district, and/or conservation easement.

### **Manatee Protection Plan Boat Facility Siting Zone**

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, the amendment site is located in an acceptable with conditions zone and allows for construction of 5 boat slips per 100 linear feet of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

### **Conservation Coastal Management Element**

Policy 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any District Plan, and any other special study or plan adopted by the City such as the Boat Facilities Siting Plan.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, 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

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant Commercial	Residential
Land Use/Zoning	CGC/CCG-2	LDR
Development Standards For Impact Assessment	.35 FAR	5 DU per acre
Development Potential	12,197 FAR	4 DU
Population Potential	N/A	10 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	X 50' height restriction	
Industrial Preservation Area		X
Cultural Resources	X High	
Archaeological Sensitivity	X High	
Historic District		X
Coastal High Hazard Area	X partial	
Ground Water Aquifer Recharge Area		X discharge
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 343.8 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 257.9 gallons per day	
Potential Solid Waste Impact	Decrease 16.9 tons per year	
Drainage Basin / Sub-Basin	St. Johns River	
Recreation and Parks	Huguenot Park	
Mass Transit	N/A	
<b>NATURAL FEATURES</b>		
Elevations	7" -10'	
Soils	7- Arents nearly level	
Land Cover	8150- Port facilities	
Flood Zone	AE and VE	
Wet Lands	N/A	
Wild Life	N/A	



## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 14, 2018, the required notices of public hearing signs were posted. Seventeen (17) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. The Citizens Information Meeting was on held June 18, 2018 and there were no speakers present.



## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

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

#### Future Land Use Element (FLUE)

- 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.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- Policy 3.1.21 The City shall provide design standards in the Land Development Regulations to ensure compatibility with adjacent uses and to protect neighborhood scale and character through transition zones, bulk, massing, and height restrictions.

The City shall consider the feasibility and effectiveness of developing design standards for each Development Area, not to include the Central Business District which has established design standards.

- 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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- 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.
- Policy 8.2.2 In accordance with Conservation and Coastal Management Element (CCME) Policy 11.1.1, the City shall continue to prioritize the siting and development of water-dependent uses within the Coastal Area, as compared with other shoreline uses.

#### Conservation and Coastal Management Element (CCME)

- Goal 11 To ensure that development and redevelopment within the Coastal Area is compatible with the Coastal Area's natural character and that flood risk is managed through principals, strategies and engineering solutions.
- Policies 11.1.1 Upon adoption of the 2030 Comprehensive Plan, the City shall prioritize the siting of water-dependent and water-related uses according to the chronology listed hereinafter. Uses listed first shall generally be given the highest priority when being sited along the shoreline and uses listed last would be given the least priority when being sited along the shoreline.
- 1) Conservation or Public Use
  - 2) Water-dependent
    - a) Military (where necessary to assure the security of the United States)
    - b) Ports and other water-dependent industry
    - c) Water-dependent transportation facilities
    - d) Water-dependent utilities
    - e) Water-dependent commercial
  - 3) Water-related industrial
  - 4) Water-related commercial
  - 5) Residential
  - 6) Proposed amendments to the Future Land Use Map (FLUM), where water-dependent and/or water-related uses are proposed to be prohibited or

removed from the permitted use of waterfront properties. This is the least desirable option, as other alternatives to protect working waterfront components should be considered prior to amendments to the FLUM.

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the Community/General Commercial (CGC) land use category is intended to provide development in a nodal development pattern. Plan 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. The CGC designation uses include outlets and establishments that offer a wide range of goods and services including general merchandise, apparel, food and related items. General commercial uses include business and professional offices, financial institutions, highway commercial, mobile home/motor home rental and sales, off-street parking lots and garages, and boat storage and sales, among other similar types of commercial developments.

According to the category description for the Suburban Development Areas of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of up to seven dwelling units per acre when full urban services are available. The maximum gross density shall be two units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

The property is located in the middle of a 2,000-foot long stretch of CGC designated land between the St. Johns River and Heckscher Drive in addition to CGC and NC land uses located to the southwest of the site. Property within the CGC and NC areas is developed with commercial uses, including a restaurant that faces the subject site directly across Shad Creek. Most of the commercial uses are located within the CGC land use and CCG-2 zoning district where intense commercial uses are permitted. Based on these findings, the amendment to LDR would not result in a compact and compatible land use pattern but rather, would introduce incompatible residential use into the middle of intense commercial uses. Therefore, the proposed amendment is inconsistent with FLUE Goal 3, Objective 3.2 and Policies 3.1.21 and 3.1.3 of The FLUE.

The Comprehensive Plan encourages the sustainability and viability of commercial areas and promotes infill and redevelopment of existing commercial areas. The North Vision Plan identifies the area as a commercial "town center" location. A commercial land use of CGC is more consistent with the North Vision Plan and the preservation of commercial waterfronts. The proposed amendment does not promote the goals and objectives of the Vision Plan and therefore is inconsistent with Policy 4.1.8B as well as Objective 3.2 and Policy 3.2.2 of the FLUE.

The entire parcel is located within a flood zone. Although development is acceptable within the VE flood zone, Goal 11 of the CCME states development and redevelopment will manage flood risk through principals, strategies and engineering solutions.

The proposed land use amendment site is an existing commercial lot located on the water. FLUE policy 8.2.2 states the City shall prioritize the siting and development of water-dependent uses along the shoreline. Policy 11.1.1 of the CCME prioritizes the siting of water-dependent and water-related uses over residential uses. Residential use is one of the least desirable options for development along the shoreline. The proposed amendment is inconsistent with the goal to protect commercial waterfront uses.

### **Heckscher Drive Town Center Vision Plan**

The Heckscher Drive Town Center Vision Plan was written and adopted in 2005. The Plan was identified as Phase I and the funding for the Vision Plan would be Phase II. There has been no funding for Phase II. The Plan creates a vision for redeveloping the area located along Heckscher Drive, from the Sister's Creek Bridge east to Huguenot Park. The goal of this project was to develop a vision for the Heckscher Drive corridor that satisfies the needs and desires of the local community. The Plan called for creating a town center commercial concept around the Ferry. The proposed amendment site was not specifically identified in the Plan, but it did call for creating a public visual access sitting area next to Shad Creek Bridge. Given that the Plan was adopted in 2005 and that the Phase II funding never materialized, it is unlikely that the vision for a public viewing area would come to fruition.

### **North Vision Plan**

The North Vision Plan, completed in 2003, recommends the creation of the Heckscher Islands River Center, a "high density" village center development that defines a sense of arrival. The Plan identifies the area around the subject site, which is near the Ferry Landing as the Center location and classifies the area as a "waterfront/commercial district". The Plan states the Center should contain a mix of uses including retail (convenience and specialty); restaurant and entertainment venues; and lodging (at a size and scale compatible with a low intensity destination). Residential development above the ground floor uses is encouraged. Although the Heckscher Islands River Center has yet to develop, the subject parcel with its current land use designation, still allows for the potential uses to create mixed-use housing and retail development within the village center. Therefore, the proposed amendment is inconsistent with the Vision Plan.

### **Strategic Regional Policy Plan**

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The subject site has been identified as being suitable for commercial infill development. The proposed land use amendment seeks to develop one single family dwelling unit and as such is

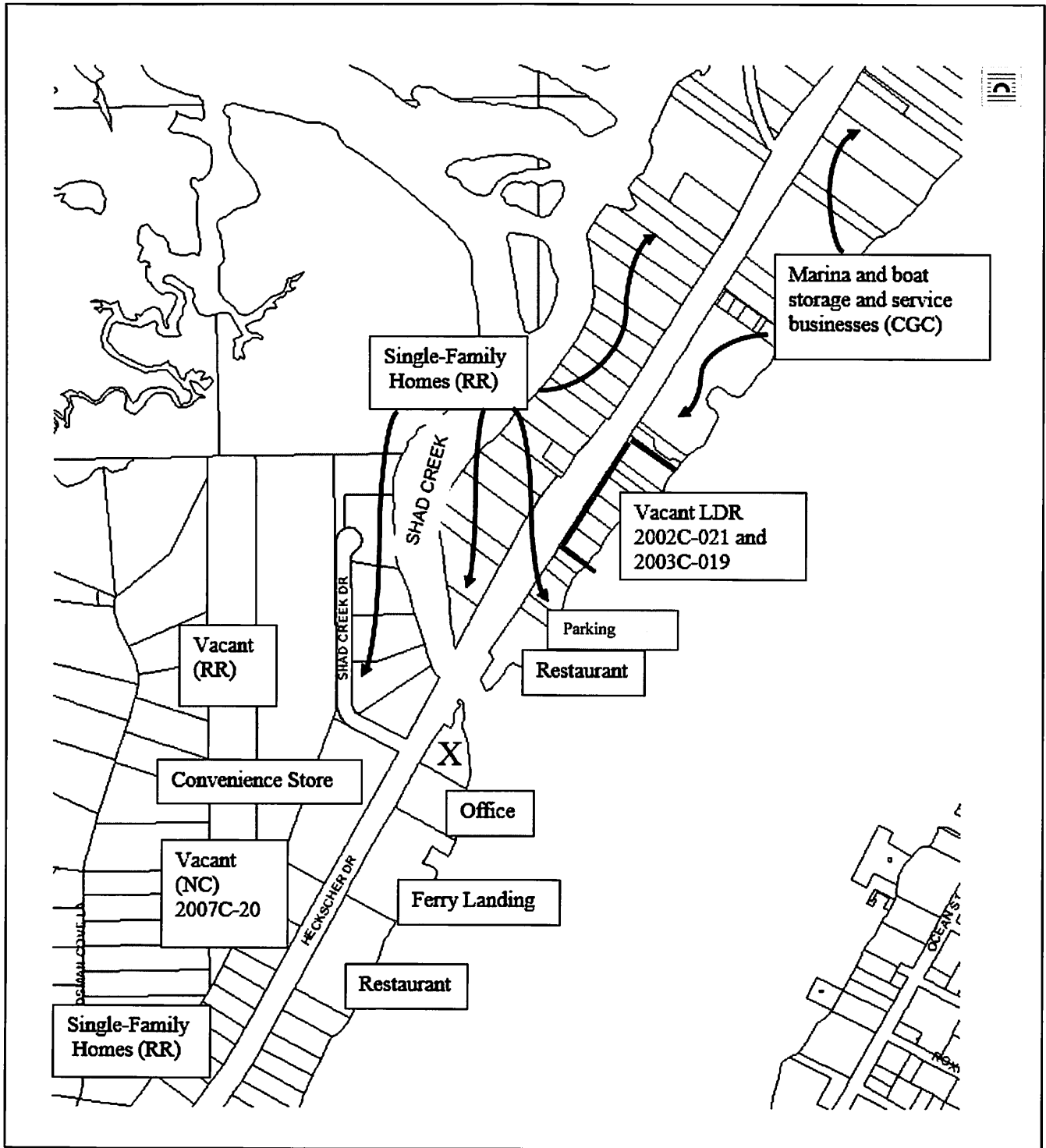
inconsistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it does not encourage appropriate and compatible infill development.

## **RECOMMENDATION**

The Planning and Development Department recommends **DENIAL** of this application based on its inconsistency 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 L-5290-18C, located between Heckscher Drive and the St. Johns River in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Community General Commercial (CGC) land use category. The proposed land use amendment is to allow for Low Density Residential (LDR) development on approximately 0.8 +/- 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 CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 12,197 SF of commercial space (ITE Land Use Code 820) which could generate 304 daily vehicular trips, which includes a 34% pass-by trip reduction rate. The proposed LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 4 homes (ITE Land Use Code 210) which could generate 25 daily vehicular trips. This will result in no net new increase of daily vehicular trips if the land use is amended from CGC to LDR, as shown in Table A.

**Table A**  
**Trip Generation Estimation**

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	12,197 SF	T = 37.75 (X) / 1000	460	34.00%	304
<b>Total Section 1</b>						<b>304</b>
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
LDR	210	4 DUs	T = 9.44 (X)	38	34.00%	25
<b>Total Section 2</b>						<b>25</b>
<b>Net New Daily Trips</b>						<b>0</b>

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

## ATTACHMENT B (Cont)

### Traffic Analysis:

#### **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.

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 (2018)* 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**.

Heckscher Drive (SR 105/A1A) between St. Johns Ferry Terminal and Fort George Road is a functional classified road that would be impacted by the proposed development. SR 105 is a 2-lane highway with a maximum daily capacity of 25,500 vpd. The proposed residential development could generate approximately 25 daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.52 with the inclusion of the additional traffic from this land use amendment.



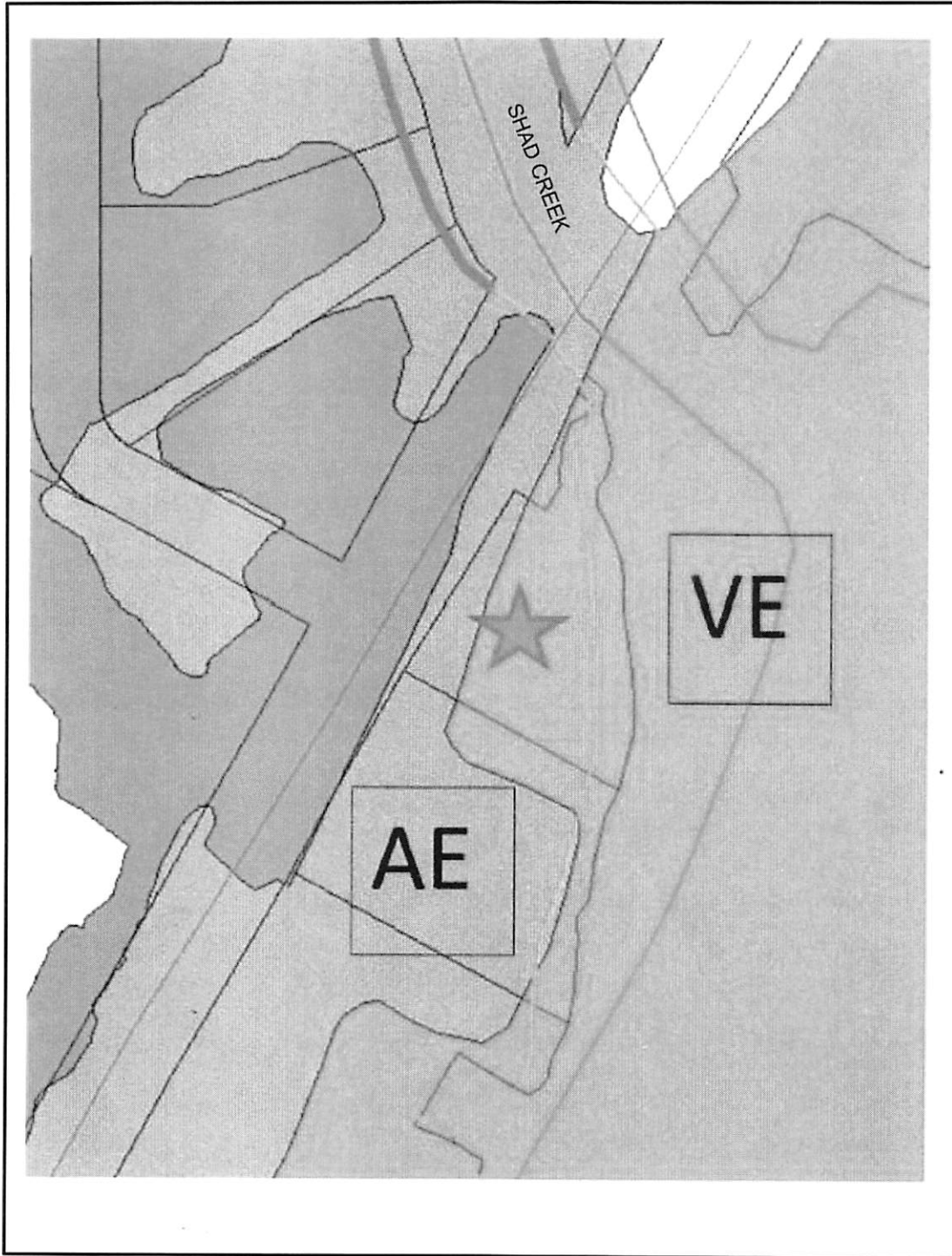
# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
Date Submitted:	3/22/18	Date Staff Report is Available to Public:	7-13-18
Land Use Adoption Ordinance #:	2018-362	Planning Commission's LPA Public Hearing:	7-19-18
Rezoning Ordinance #:	2018-363	1st City Council Public Hearing:	7-24-18
JPDD Application #:	L-5290-18C	LUZ Committee's Public Hearing:	8-7-18
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	8-14-18
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> LARA DIETRICH DIETRICH PLANNING, LLC 1332 AVONDALE AVENUE JACKSONVILLE, FL 32205 Ph: (904) 551-6969 Email: LARADIETRICH@GMAIL.COM		<b>Owner Information:</b> DAVID AND JENNIE LYN STEEG 13 TALLWOOD ROAD JACKSONVILLE BEACH, FL 32250 Ph: (904) 228-4004	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
Acreage: 0.80 Real Estate #(s): 168230 0000		General Location: HECKSCHER DRIVE, ADJACENT TO SHAD CREEK INLET	
Planning District: 6 Council District: 2 Development Area: SUBURBAN AREA		Address: 0 HECKSCHER DR	
Between Streets/Major Features: SHAD CREEK DRIVE and FT. GEORGE ROAD			
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
Current Utilization of Property: VACANT Current Land Use Category/Categories and Acreage: CGC 0.80			
Requested Land Use Category: LDR Applicant's Justification for Land Use Amendment: SEE ATTACHED		Surrounding Land Use Categories: RR	
<b><u>UTILITIES</u></b>			
Potable Water: ON-SITE		Sanitary Sewer ON-SITE	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
Current Zoning District(s) and Acreage: CCG-2 0.80			
Requested Zoning District: RLD-100A			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

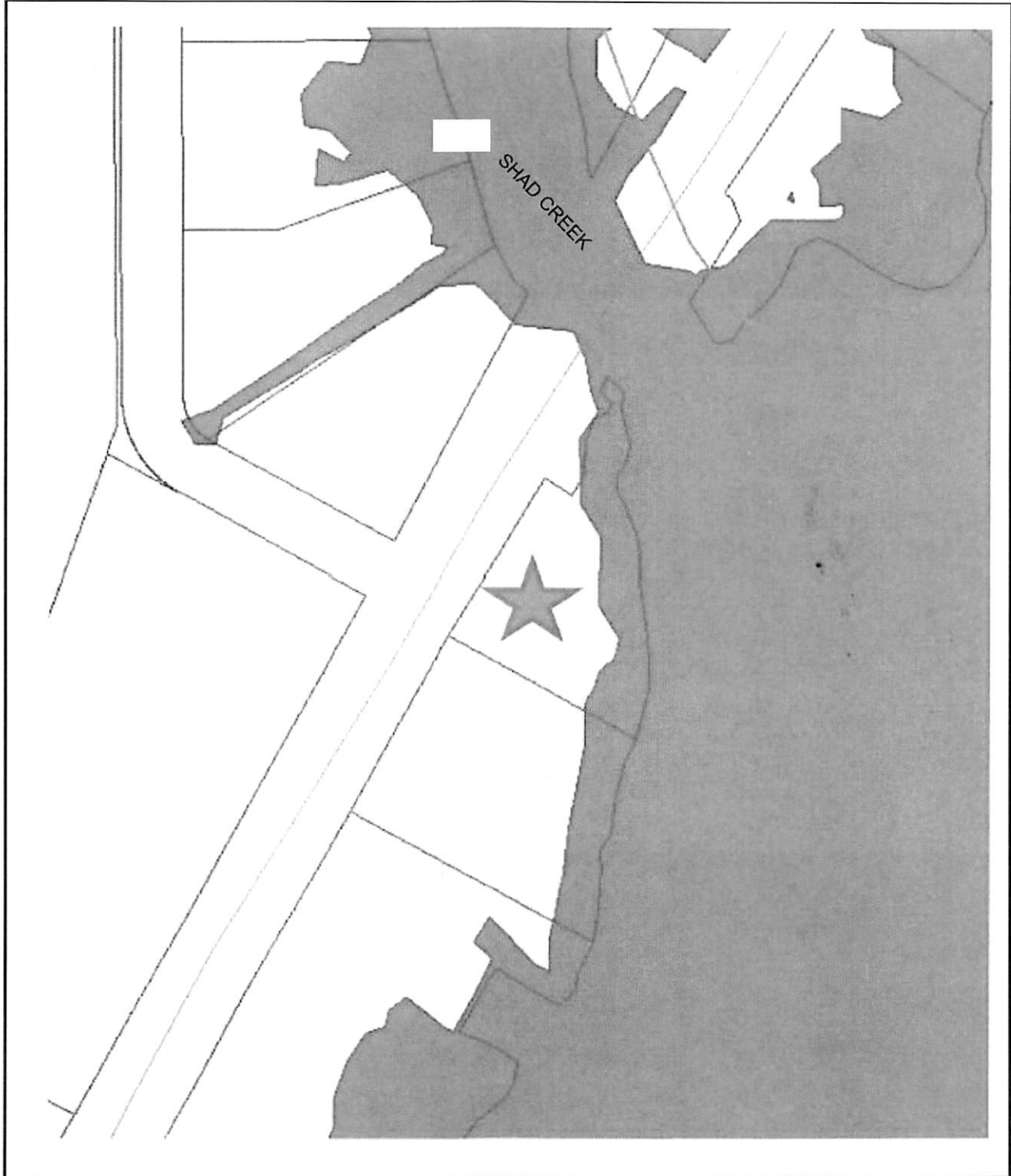
# ATTACHMENT D

## Flood Zones Map:



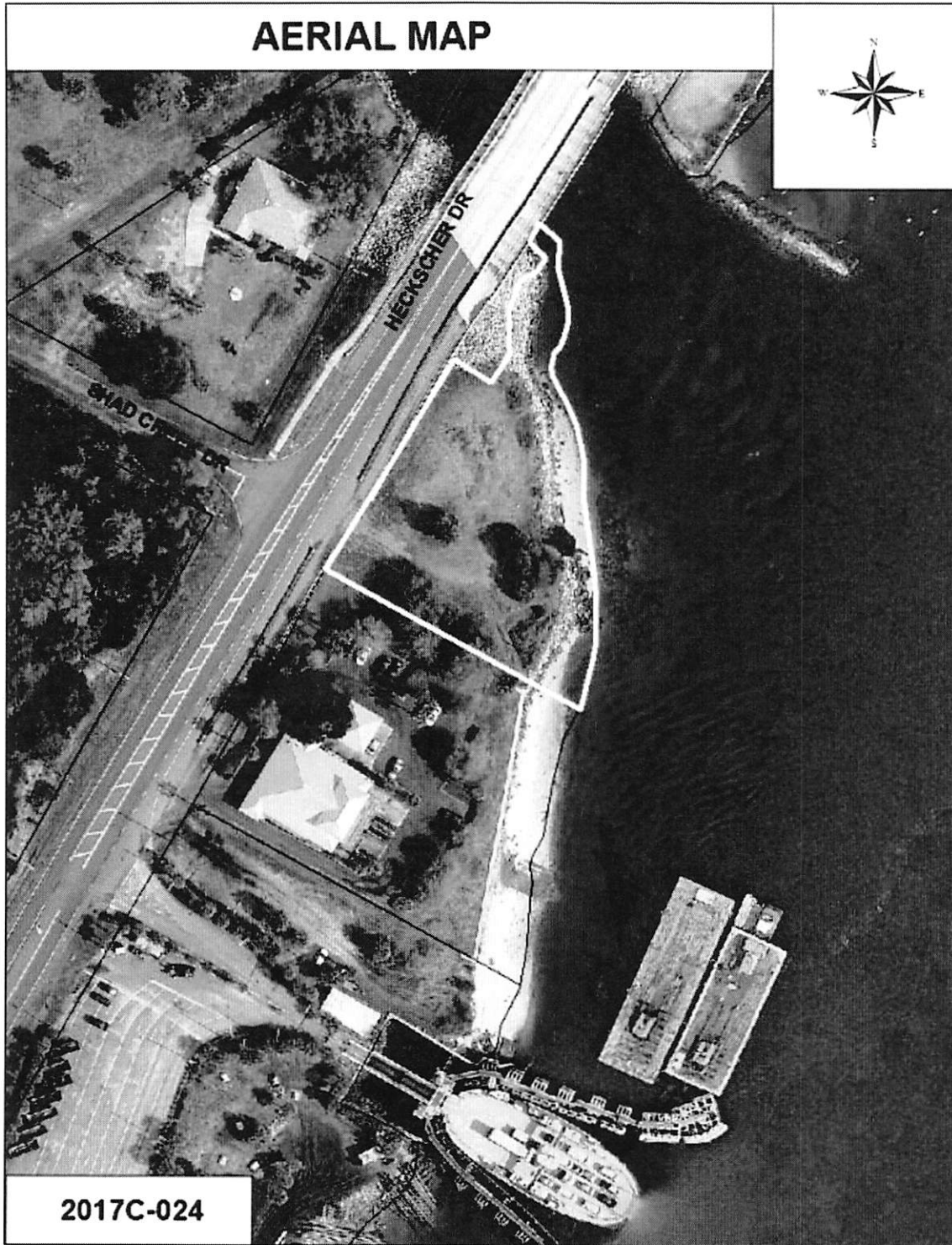
## ATTACHMENT E

### Coastal High Hazard Area/ Adaptation Area Map:



# ATTACHMENT F

Aerial Map:



# ATTACHMENT G

## APPLICANT JUSTIFICATION:

**Small Scale Land Use Amendment  
Heckscher Drive Single Family Residence  
Justification for Comprehensive Plan Amendment**

**REVISED April 27, 2018**

### **A. Current Utilization of the Property**

- The subject parcel is located on Heckscher Drive, a minor arterial roadway, between Shad Creek Drive and Ft. George Road. The subject parcel, identification number 168230-000, is currently vacant land with a land use designation of Community/General Commercial (CGC) and a zoning district of Commercial-Community/General – 2 (CCG-2). The Applicant requests a Small Scale Land Use Amendment (SS LUA) for the subject parcel to amend the future land use designation from CGC to Low Density Residential (LDR) for the purposes of building a single family residence for the Applicant's permanent residence. The standard acreage and density for the LDR land use designation are the following: the maximum gross density in the Rural Area shall be 2 units/acre when full urban services are available to the site and there shall be no minimum density; except as provided herein. The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.
- The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

The subject parcel is 0.80 acre, or 34,848 sq. ft., allowing for the proposed single family dwelling unit. **Current 2030 Comprehensive Plan Land Use Designation**

The subject parcel has a land use designation of Community/General Commercial (CGC). The subject parcel is bound by the following land use designations:

North: Rural Residential (RR), Community/General Commercial (CGC)  
South: CGC  
East: St. Johns River  
West: RR

### **FUTURE LAND USE ELEMENT**

#### **COMMUNITY/GENERAL COMMERCIAL (CGC)**

##### **CGC - GENERAL INTENT**

*Community General Commercial (CGC) is a category 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. Nodes are generally located at major roadway intersections and corridor*

development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA mass transit system station or Rapid Transit System (RTS). Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

#### **CGC - GENERAL NEIGHBORHOOD PROTECTION**

Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following:

*A scale transition as defined and illustrated in this element.*

*When developing mixed uses, residential uses shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible.*

*Elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.*

#### **CGC - SUBURBAN AREA (SA) INTENT**

*The Suburban Area is intended to provide development in a nodal development pattern.*

*Plan 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 located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.*

#### **CGC - SUBURBAN AREA USES**

*The uses provided herein shall be applicable to all CGC sites within the Suburban Area.*

##### **Principal Uses**

*Commercial retail sales and service establishments including auto sales; Restaurants; Hotels and motels; Offices, Business and Professional Offices including veterinary offices; Financial institutions; Multi-family dwellings; Live/Work Units; Commercial recreational and entertainment facilities; Auto repair and sales, mobile home/motor home rental and sales, boat storage and sales; Off street parking lots and garages; Filling stations; and Uses associated with and developed as an integral component of TOD.*

*Residential uses shall not be the sole use and shall not exceed 80 percent of a development. Existing dwellings which were legally built as single or multi-family dwellings prior to adoption of the 2030 Comprehensive Plan are allowed within this category. Adult entertainment facilities are allowed by right only in Zoning District CCG-2.*

#### **Secondary Uses**

*Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Group care facilities; Criminal justice facilities; Dude ranches; Riding academies; Private camps; Camping grounds; Shooting ranges; Fishing and hunting camps; Fairgrounds; Race tracks; Stadiums and arenas; Transit stations; Transportation terminals and facilities (but not freight or truck terminals); Personal property storage establishments; Crematoria; Blood donation and plasma centers; Building trade contractors; Rescue missions; and Day labor pools.*

#### **Accessory Uses**

*Warehousing, light manufacturing and fabricating may be permitted provided it is part of a commercial retail sales or service establishment, and the accessory use shall be located on a road classified as collector or higher on the Functional Highway Classification Map.*

#### **CGC - SUBURBAN AREA DENSITY**

*The maximum gross density within the Suburban Area shall be 20 units/acre and there shall be no minimum gross density; except as provided herein.*

- *Transit-Oriented Developments (TOD) shall provide a minimum gross density of 15 units/acre; and may increase the maximum gross density by an additional 10 units/acre; except for sites abutting Low Density Residential (LDR) and Rural Residential (RR), in which case the maximum gross density shall be 20 units/acre.*
- *For sites within the Coastal High Hazard Area (CHHA) the maximum gross density shall be 20 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.*
- *The maximum density shall be ten units per acre and there shall be no minimum density where this category has been established by a small scale land use amendment, unless otherwise authorized under a Planned Unit Development (PUD) rezoning that is approved pursuant to Future Land Use Element Policy 1.1.10A.*

#### **CGC - SUBURBAN AREA DEVELOPMENT CHARACTERISTICS**

*The development characteristics provided herein shall be applicable to all CGC sites within the Suburban Area.*

- *Developments on sites greater than 30 acres should incorporate urban development characteristics as defined in this element.*

- *Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.*
- *Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map.*
- *Uses shall be sited in a manner to promote internal circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.*

### **Applicant Statement**

As stated in the 2030 Comprehensive Plan's Future Land Use Element, the general intent of Community General Commercial (CGC) is that it is a category 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. This land use designation predominantly calls for nodal and corridor development of a wide variety of uses in a more dense development pattern with a more intense feel and impact on its surroundings. While the subject parcel has a land use designation currently of CGC, the existing surrounding area is anything but that. The surrounding uses are predominantly single family detached homes with some large scale industrial uses and commercial services that are sporadically located throughout the entire length of Heckscher Drive.

### **B. Requested Land Use Designation**

*Low Density Residential (LDR)*

#### **LDR - GENERAL INTENT**

*Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be connected to reduce the number of Vehicles Miles Traveled and cul-de-sacs should be avoided. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.*

#### **LDR - SUBURBAN AREA (SA) INTENT**

*LDR in the Suburban Area is intended to provide for low density residential development.*

#### **LDR - SUBURBAN AREA USES**

*The uses provided herein shall be applicable to all LDR sites within the Suburban Area.*



**Principal Uses**

*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.*

**Secondary Uses**

*Secondary uses shall be permitted pursuant to the Residential land use introduction. In addition the following secondary uses may also be permitted: Borrow pits; Animals other than household pets; Foster care homes; Drive through facilities in conjunction with a permitted use; Assisted living facilities and housing for the elderly, so long as said facilities are located within three miles of a hospital and on an arterial roadway; and Commercial retail sales and service establishments when the site is located at the intersection of roads classified as collector or higher on the Functional Highway Classification Map, however logical extensions and expansions of preexisting commercial retail sales and service establishments are exempt from the roadway classification and intersection requirements.*

**LDR - SUBURBAN AREA DENSITY**

*The maximum gross density in the Suburban Area shall be 7 units/acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.*

- *The maximum gross density shall be 2<sub>v</sub> units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.*
- *The maximum gross density shall be 4<sub>v</sub> units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.*

**LDR - SUBURBAN AREA DEVELOPMENT CHARACTERISTICS**

*New LDR subdivisions should meet a standard of connectivity as defined in this element and cul-de-sacs should be avoided.*

**LDR - RURAL AREA (RA) INTENT**

*LDR in the Rural Area is intended to provide for low density residential development.*

*Plan amendment requests for new LDR designations are discouraged in the Rural Area because they would potentially encourage urban sprawl.*

**LDR - RURAL AREA USES**

*The uses provided herein shall be applicable to all LDR sites within the Rural Area.*

**Principal Uses**

*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.*

#### **Secondary Uses**

*Secondary uses shall be permitted pursuant to the Residential land use introduction. In addition the following secondary uses may also be permitted: Borrow pits; Animals other than household pets; Foster care homes; Drive through facilities in conjunction with a permitted use; Assisted living facilities and housing for the elderly, so long as said facilities are located within three miles of a hospital and on an arterial roadway; and Commercial retail sales and service establishments when the site is located at the intersection of roads classified as collector or higher on the Functional Highway Classification Map, however logical extensions and expansions of preexisting commercial retail sales and service establishments are exempt from the roadway classification and intersection requirements.*

#### **LDR - RURAL AREA DENSITY**

*The maximum gross density in the Rural Area shall be 7 units/acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.*

- *The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.*
- *The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.*

#### **LDR - RURAL AREA DEVELOPMENT CHARACTERISTICS**

*New LDR subdivisions should meet a standard of connectivity as defined in this element and cul-de-sacs should be avoided.*

#### **Applicant Statement**

As stated in the 2030 Comprehensive Plan's Future Land Use Element, the general intent of Low Density Residential (LDR) is that it is a category intended for suburban and rural single family detached housing. The predominant land use designations that surround the subject parcel are RR and LDR. The surrounding uses are predominantly single family detached homes with some large scale industrial uses and commercial services that are sporadically located throughout the entire length of Heckscher Drive. The subject parcel is 0.80 of an acre, or 34,848 square feet, and has no access to centralized potable water or wastewater services, consistent with the surrounding greater area. Only one single family dwelling unit is proposed for this site.

### **C. Surrounding Land Use Designations**

The surrounding land use designations of the subject parcel are as follows:

<u>LAND USE DESIGNATION</u>	<u>USE OF LAND</u>
North: CGC/RR	Single Family Residential Subdivision/Shad Creek Inlet/Sand Dollar Restaurant
South: CGC	Multi-Family Residential & Office
East: St. Johns River	St. Johns River
West: RR	Single Family Residential Subdivision

The predominant land use designation in the surrounding area is RR. The existing uses of the surrounding area are single family detached homes, sporadic commercial uses, and large scale industrial uses.

#### **D. Reason/Justification for the Amendment**

The applicant requests the land use amendment from CGC to LDR.

The following are a selection of Goals, Objectives and/or Policies from the City of Jacksonville's 2030 Comprehensive Plan that support the proposed Small Scale Land Use Amendment:

#### **FUTURE LAND USE ELEMENT**

The subject parcel has a land use designation that is not in keeping with the surrounding area. While the historical intent of the subject parcel's land use designation might have been relevant decades ago, it was never realized, as many of the other waterfront parcels have undergone land use and zoning changes over the years. Numerous surrounding parcels to the north, south and west have been changed over the years from CGC to RR and LDR with RR-Acre, RLD-80, and PUD companion rezoning applications.

The general intent of the subject parcel's land use designation is not in keeping with the surrounding character or uses of the area. However, the general intent of the Applicant's requested land use is entirely in keeping with the character and uses of the immediate and surrounding area.

The Low Density Residential land use designation in the Suburban and Rural Areas has a maximum gross density that shall be 2 units/acre, given the subject parcel is a minimum half acre, when there are no on-site potable water or wastewater services.

#### **CONSERVATION/COASTAL MANAGEMENT ELEMENT**

Only a portion of the subject parcel, the minimal frontage to the St. Johns River, is in the Coastal High Hazard Area (CHHA). The majority of the subject parcel is located outside the CHHA and the proposed building footprint of the single family dwelling unit will not encroach into the CHHA. Even if considered to be in the CHHA, impact on clearance time would be de minimus for a single family lot per the standards.

**Section 163.3178(8)(a), Florida Statutes:**

*(8)(a), A proposed comprehensive plan amendment shall be found in compliance with state coastal high-hazard provisions if:*

*1. The adopted level of service for out-of-county hurricane evacuation is maintained for a category 5 storm event as measured on the Saffir-Simpson scale; or*

*2. A 12-hour evacuation time to shelter is maintained for a category 5 storm event as measured on the Saffir-Simpson scale and shelter space reasonably expected to accommodate the residents of the development contemplated by a proposed comprehensive plan amendment is available; or*

*3. Appropriate mitigation is provided that will satisfy subparagraph 1. ~~or~~ subparagraph 2. Appropriate mitigation shall include, without limitation, payment of money, contribution of land, and construction of hurricane shelters and transportation facilities. Required mitigation may not exceed the amount required for a developer to accommodate impacts reasonably attributable to development. A local government and a developer shall enter into a binding agreement to memorialize the mitigation plan.*

*(b), For those local governments that have not established a level of service for out-of-county hurricane evacuation by July 1, 2008, by following the process in paragraph (a), the level of service shall be no greater than 16 hours for a category 5 storm event as measured on the Saffir-Simpson scale.*

## **Comprehensive Plan Conservation/Coastal Element – Revised January 2018:**

### **Policy 7.1.1**

*The City, acting as Duval County, shall establish a local working group to consider, by December 2009, a set of policies that would allow for a citywide local mitigation program that would take the place of the site-specific and case-by-case approach that is currently used to determine appropriate mitigation when a future land use map amendment is proposed that would impact hurricane evacuation time. Until and unless the City determines a citywide local mitigation program, all assessments of future land use map amendments that impact hurricane evacuation times shall be considered case-by-case.*

### **Policy 7.1.5**

*The Comprehensive Planning Division of the Planning and Development Department and the Emergency Preparedness Division shall maintain procedures and guidelines for assessing the impact of a new development and redevelopment on hurricane evacuation times. Such procedures and guidelines shall be adopted and implemented in a manner consistent with the requirements of Section 163.3202(1), F.S., and therefore shall be formalized and integrated into the City's Land Development Regulations.*

### **Policy 7.1.6**

*The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.*

**Policy 7.1.7**

*All new development and redevelopment within Hurricane Evacuation Zones shall be consistent with hurricane evacuation times and the Future Land Use Element of the 2030 Comprehensive Plan. In conjunction with the Emergency Preparedness Division, the City shall develop procedures for evaluating the impact of new development and redevelopment on hurricane evacuation times.*

**Policy 7.1.8**

*The Emergency Preparedness Division shall review all development orders for projects located within Hurricane Evacuation Zones and recommend development conditions where necessary. The City shall develop a process to allow the adequate review of impacts of development orders by the Emergency Preparedness Division.*

**INFRASTRUCTURE ELEMENT: SANITARY SEWER SUB-ELEMENT A**

The subject parcel is located in a predominantly rural area that does not have off-site water or sewer available. The surrounding residential and commercial uses do not have off-site connections either. JEA does not have a point of connection for water service or gravity sewer service within ¼ mile of the subject parcel. The Applicant's requested flow will be 350 gallons per day and will comply with the City's standards.

**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.*

**Policy 1.2.9**

*Septic tanks shall be permitted in Rural Areas, provided they meet the requirements of Chapter 64E-6, F.A.C., and that all lots created after shall have a minimum of 1 acre of un-submerged property.*

**E. Current Zoning District Designations**

The current zoning district designation of the subject parcel is Commercial/General-Community 2 (CCG-2).

**F. Requested Zoning District Designation**

The applicant requests the zoning district of Residential Low Density – 100A (RLD-100A).

## **CONCLUSION**

The Applicant requests a Small Scale Land Use Amendment (SS LUA) for the subject parcel to amend the future land use designation from CGC to Low Density Residential (LDR) for the purposes of building a single family residence for the Applicant's permanent residence. As stated in the 2030 Comprehensive Plan's Future Land Use Element, the general intent of Low Density Residential (LDR) is that it is a category intended for single family detached housing in suburban and rural areas. The predominant land use designation that surrounds the subject parcel is RR. The surrounding uses are predominantly single family detached homes with some large scale industrial uses and commercial services that are sporadically located throughout the entire length of Heckscher Drive.

The subject parcel has a land use designation that is not in keeping with the surrounding area. While the historical land use designation of the subject parcel might have been a relevant intention decades ago, it was never realized, as many of the other waterfront parcels have undergone land use and zoning changes over the years.

The general intent of the subject parcel's land use designation is not in keeping with the surrounding character or uses of the area. However, the general intent of the Applicant's requested land use is entirely in keeping with the character and uses of the immediate and surrounding area.

The Low Density Residential land use designation in the Suburban and Rural Areas has a maximum gross density that shall be 2 units/acre when on-site potable water and wastewater services are not available. The subject parcel is 0.80 acre and one single family dwelling unit is being proposed.

The Applicant is aware of the 2005 Heckscher Drive Town Center Vision Plan. In that Plan, one of the main focuses was creating a more attractive Ferry entrance with parking and facilities, which has been realized to some extent. The plan depicts the subject parcel with no proposals of commercial development for it. The request is consistent with the Goals, Objectives and Policies of the 2030 Comprehensive Plan as stated above with references from the Future Land Use Element, Conservation/Coastal Management Element, and Infrastructure Element: Sanitary Sewer Sub-Element A.