



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

OVERVIEW

ORDINANCE: 2019-72

APPLICATION: L-5329-18C-3-3

APPLICANT: PAUL HARDEN, ESQ.

PROPERTY LOCATION: On the east side of San Pablo Parkway at the intersection of San Pablo Parkway and Sam Yopez road

Acreage: 9.88

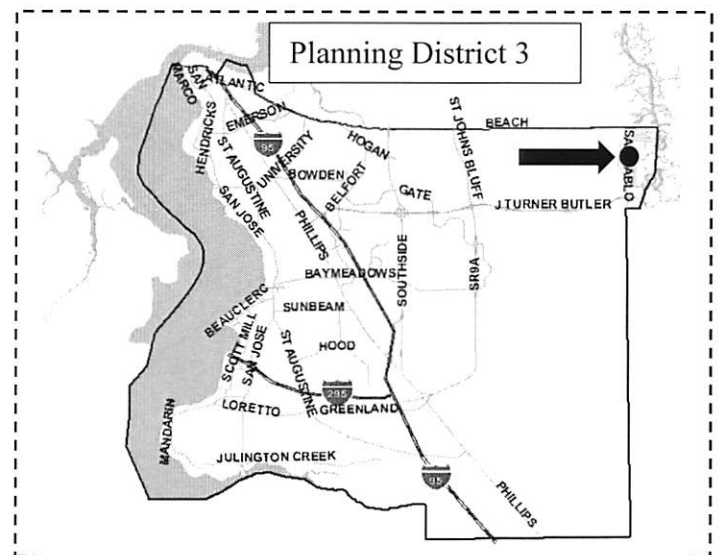
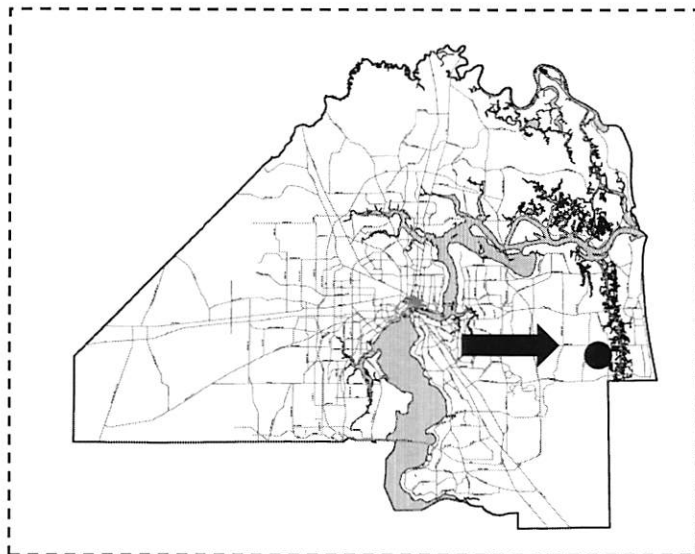
Requested Action:

	Current	Proposed
LAND USE	RPI	CGC
ZONING	PUD	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
RPI	CGC	N/A	N/A	215,186 sq. ft. (0.5 FAR)	150,630 sq. ft. (0.35 FAR)	N/A	Decrease 64,556 sq. ft.

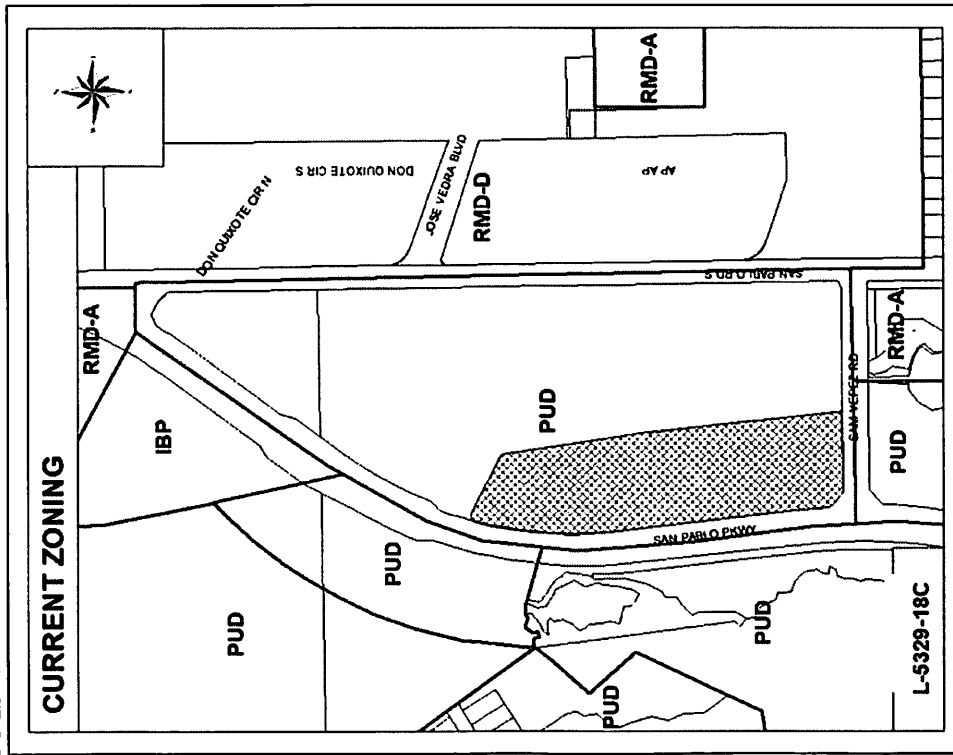
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL

LOCATION MAPS:

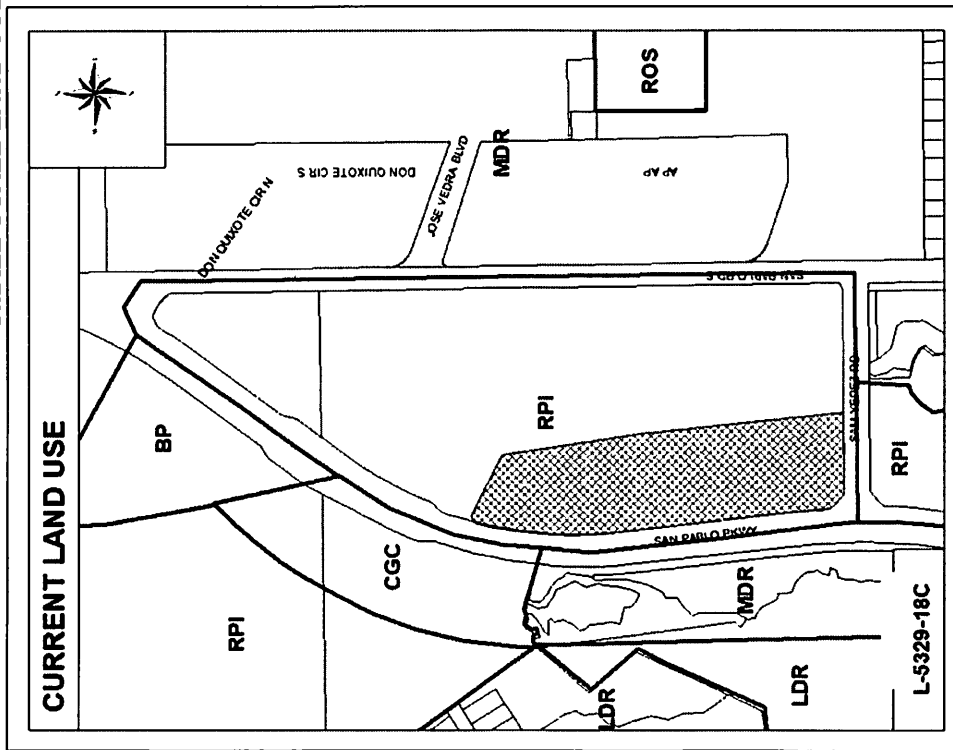


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION L-5329-18C



Current Zoning District(s): Planned Unit Development (PUD)
Requested Zoning District(s): Commercial Community General -1 (CCG-1)



Existing FLUM Land Use Categories: Residential-Professional-Institutional (RPI)
Requested FLUM Land Use Category: Community/General Commercial (CGC)

ANALYSIS

Background:

The subject property is located on San Pablo Parkway, south of Beach Boulevard (U.S. 90), at the intersection of Sam Yepez Road. San Pablo Parkway is classified as a minor arterial roadway according to the Functional Highway Classification Map. The 9.88 acre site is vacant and is a portion of a larger 35.59 acre parcel. The property is located in Planning District 3, Council District 3 and within the boundaries of the Southeast Vision Plan. The property is located within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

The applicant proposes an amendment to the FLUMs from Residential-Professional-Institutional (RPI) to Community/General Commercial (CGC) and a rezoning from Planned Unit Development (PUD) to Commercial Community/General (CCG-1).

In 2012, several land use amendments were approved along San Pablo Parkway in close proximity to the site. West of the subject site across San Pablo Parkway, Ordinance 2012-604-E amended the land use category from BP to RPI. South of the subject site on San Pablo Parkway at the intersection with Crosswater Boulevard, Ordinance 2012-325-E changed the land use from Business Park (BP) to CGC. West of the subject site, along Crosswater Boulevard, Ordinance 2012-602-E approved the amendment of 113 acres from BP to Low Density Residential (LDR) for a single-family subdivision. (See Attachment F)

Two (2) additional land use applications and companion rezoning applications located in close proximity to this site are pending concurrently with this application. One is land use application L-5330-18C / Ordinance 2019-074, which lies directly to the north but does not touch the subject site on the east side of San Pablo Parkway at the intersection of San Pablo Parkway and San Pablo Road South. This application seeks to amend the land use map from the existing RPI designation to a CGC designation. The other is land use application L-5331-18C / Ordinance 2019-076, which lies to the northwest of the subject site across San Pablo Parkway. This application seeks to amend the land use map from the existing CGC designation to an MDR designation. (See map on Attachment E)

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on the Existing Land Utilization Map (See Attachment A). The adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	RPI	PUD	Vacant
South	RPI	PUD	Vacant
East	RPI	PUD	Vacant
West	MDR/CGC	PUD	Vacant

The proposed amendment does not include a residential component. Therefore, school capacity 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 provided a JEA letter of availability, dated October 30, 2018, which shows water and sewer service are available to the subject site. The JEA letter is included in the companion rezoning application.

Infrastructure Element, Sanitary Sewer Sub-Element

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

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an

increase of 1,657 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

Objective 1.2 The City shall utilize uniform criteria to determine which of the City's roadway links are approaching a capacity-deficient condition, to evaluate the need for new or improved transportation facilities, and to assess the impact of any new or existing facility or land use upon the transportation network.

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.

Policy 1.2.3 The City, through its Mobility Fee System and other programs, shall determine the need, timing, and funding of transportation improvements to correct the capacity deficiency.

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

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. 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 2.

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 2 is 0.70.

San Pablo Parkway between Beach Boulevard and WM Davis Parkway is a 4-lane urbanized divided arterial facility. This segment has a maximum daily capacity of 34,020 vpd. The proposed 150,630 SF of commercial development could generate approximately 3,753 daily trips unto the network. This segment is expected to operate at a V/C ratio of 1.06 with the inclusion of the additional traffic from this land use amendment.

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.

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville Executive at Craig Airport. Zoning will limit development to a maximum height of less than 500', 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.

IMPACT ASSESSMENT

IMPACT ASSESSMENT

L-5329-18C

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban	
Roadway Frontage Classification	Minor Arterial	
Plans/Studies	Southeast Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Vacant Timber	Commercial
Land Use/Zoning	RPI/PUD	CGC/PUD
Development Standards For Impact Assessment	.5 FAR	.35 FAR
Development Potential	215,186 sq. ft.	150,630 sq. ft.
Population Potential	N/A	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	X 500 ft.	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X high	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR) N/A	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 1,657 daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease 7569 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 5677 gallons per day	
Potential Solid Waste Impact	Decrease 103.3 tons per year	
Drainage Basin / Sub-Basin	ICW Open Creek	
Recreation and Parks	Isle Of Palms Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	15 Ft.	
Land Cover	4110 Pine Flatwoods	
Soils	32 Leon fine sand	
Floodzone	N/A	
Wetlands	N/A	
Wildlife (sites greater than 50 acres)	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 14, 2019, the required notices of public hearing signs were posted. Six (6) 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 held February 19, 2019 and no speakers were present.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

The proposed amendment is consistent with the following 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 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.2.9 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.

Policy 1.3.8 The City shall require through the development review process, the interconnections of land uses in order to reduce the need for trip generation and encourage alternative methods of movements. The development review criteria shall include provisions for convenient on-site traffic flow, considering need for vehicular traffic.

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 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

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.

Recreation and Open Space Element (ROSE):

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.

According to the Category Description of the Future Land Use Element (FLUE), the existing RPI land use category within the Suburban Development Area permits mostly low to medium density residential, with a maximum gross density of 20 units/acre, and professional office use. Generally, multi-family dwellings, office, institutional, commercial retail sales and service establishments are permitted in appropriate locations.

The Community General Commercial (CGC) land use designation includes 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.

The site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA letter, dated July 31, 2018 and provided with the companion rezoning, there is a 24-inch water main along San Pablo Parkway. In addition, there is a 12-inch sewer force main at the intersection with Beach Boulevard (U.S. 90).

The proposed amendment to CGC is for land located within the Suburban Development Area that has access to full urban services and is situated along a 4-lane minor arterial road with landscaped medians. The subject site abuts land in the RPI land use on three sides and a minor arterial road on the fourth. Therefore, the proposed amendment results in a compact and compatible land use pattern that promotes opportunities for interconnected land uses to reduce the need for trip generation and supports a diverse set of mobility options as called for in FLUE Objectives 1.1 and 3.2 as well as Policies 1.1.10 and 1.3.8.

The proposed amendment to CGC promotes a compact and compatible land development pattern, while creating an organized and balanced combination of uses and allows for infill development on vacant, underutilized land. The proposed amendment to CGC would promote Development of a commercial area that is consistent with the character and trend of the area, permits development and expansion of commercial uses along a minor arterial corridor, thereby meeting the requirements set forth in FLUE Objective 3.2, Objective 6.3 and Policy 3.2.7.

The proposed land use amendment will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space.

Southeast Vision Plan

The proposed amendment is located within the boundaries of the Southeast Vision Plan. The Guiding Principles of the Southeast Vision Plan provide a framework for directing growth towards existing commercial corridors and away from existing neighborhoods, with an aim towards preserving the existing character and scale of neighborhoods. Principle Four of the Vision Plan seeks to provide for economic growth. More specifically, Sub-Principle 4.1 seeks to provide sufficient land resources for future growth and to protect industry that is critical to sustaining economic growth. Given the site's location on San Pablo Parkway, a minor-arterial corridor, as well as its proximity to other commercial uses at Beach Boulevard, the location for the proposed amendment is appropriate. The proposed land use amendment is consistent with the Southeast Vision Plan as it focuses on commercial infill consistent with the character of the surrounding area.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan, Economic Development Element:

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 promotes an environment that is conducive to the creation of new business; thereby providing an opportunity to further local economic growth. Therefore,

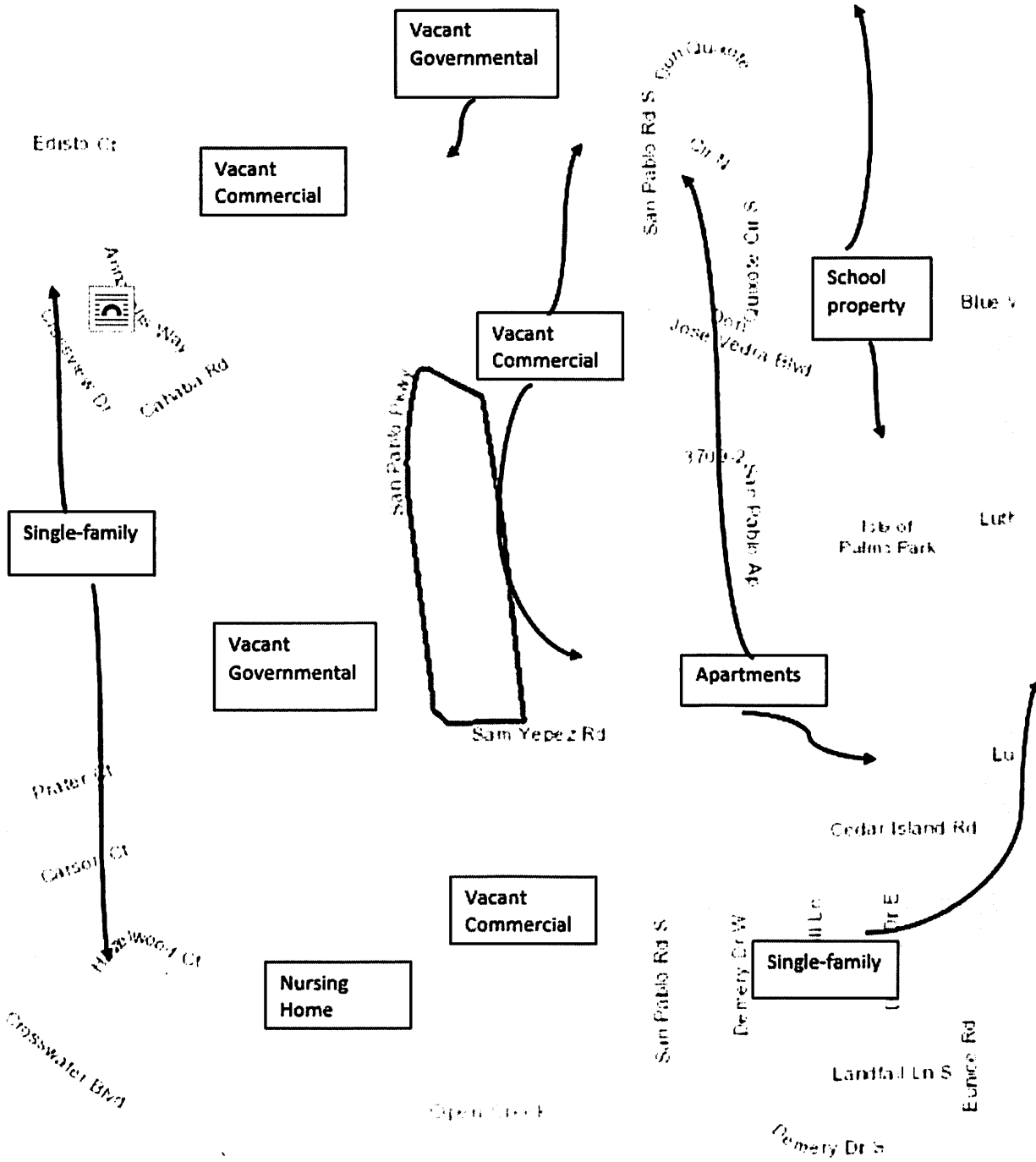
the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

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:

SUBJECT: Transportation Review: Land Use Amendment L-5329-18C

A trip generation analysis was conducted for Land Use Amendment L-5329-18C, located at the southwest corner of Sam Yopez Road and San Pablo Road S., and east of San Pablo Parkway in the Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Residential/Professional/Institutional (RPI) nonresidential land use category on approximately 9.88 +/- acre. The proposed land use amendment is to allow for Community General Commercial (CGC) on the site.

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 existing RPI nonresidential land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 215,186 SF of office/institutional space (ITE Land Use Code 710) generating approximately 2,096 net daily trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre resulting in a development potential of 150,630 SF of commercial development (ITE Land Use Code 820) which could generate 3,753 daily trips. This will result in an increase of 1,657 net new daily vehicular trips if the land use is amended from RPI nonresidential 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
RPI	710	215,186 SF	$T = 9.74 (X) / 1000$	2,096	0.00%	2,096
Total Section 1						2,096
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	150,630 SF	$T = 37.75 (X) / 1000$	5,686	34.00%	3,753
Total Section 2						3,753
Net New Daily Trips (Section 2 - Section 1)						1,657

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

ATTACHMENT B (cont)

Traffic Analysis:

Additional Information:

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. 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 2.


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 2 is 0.70.

San Pablo Parkway between Beach Boulevard and WM Davis Parkway is a 4-lane urbanized divided arterial facility. This segment has a maximum daily capacity of 34,020 vpd. The proposed 150,630 SF of commercial development could generate approximately 3,753 daily trips unto the network. This segment is expected to operate at a V/C ratio of 1.06 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:	11/20/18	Date Staff Report is Available to Public:	3-1-19
Land Use Adoption Ordinance #:	2019-72	Planning Commission's LPA Public Hearing:	3-7-19
Rezoning Ordinance #:	2019-73	1st City Council Public Hearing:	3-12-19
JPDD Application #:	L-5329-18C	LUZ Committee's Public Hearing:	3-20-19
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	3-26-19

GENERAL INFORMATION ON APPLICANT & OWNER

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: JED DAVIS ESTUARY, LLC P.O. BOX 19366 JACKSONVILLE, FL 32245
---	--

DESCRIPTION OF PROPERTY

Acreage: 9.88 Real Estate #(s): 167452 0300	General Location: EAST OF SAN PABLO PKWY, NORTH OF SAM YEPEZ RD
Planning District: 3 Council District: 3 Development Area: SUBURBAN AREA Between Streets/Major Features: SAN PABLO RD S and SAN PABLO PKWY	Address: 0 SAN PABLO PKWY

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT
Current Land Use Category/Categories and Acreage:
RPI 9.88

Requested Land Use Category: CGC
Applicant's Justification for Land Use Amendment:
TO DEVELOP AS COMMERCIAL PROPERTY.

Surrounding Land Use Categories: CGC,MDR,RPI

UTILITIES

Potable Water: JEA
Sanitary Sewer: JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
PUD 9.88

Requested Zoning District: CCG-1

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>

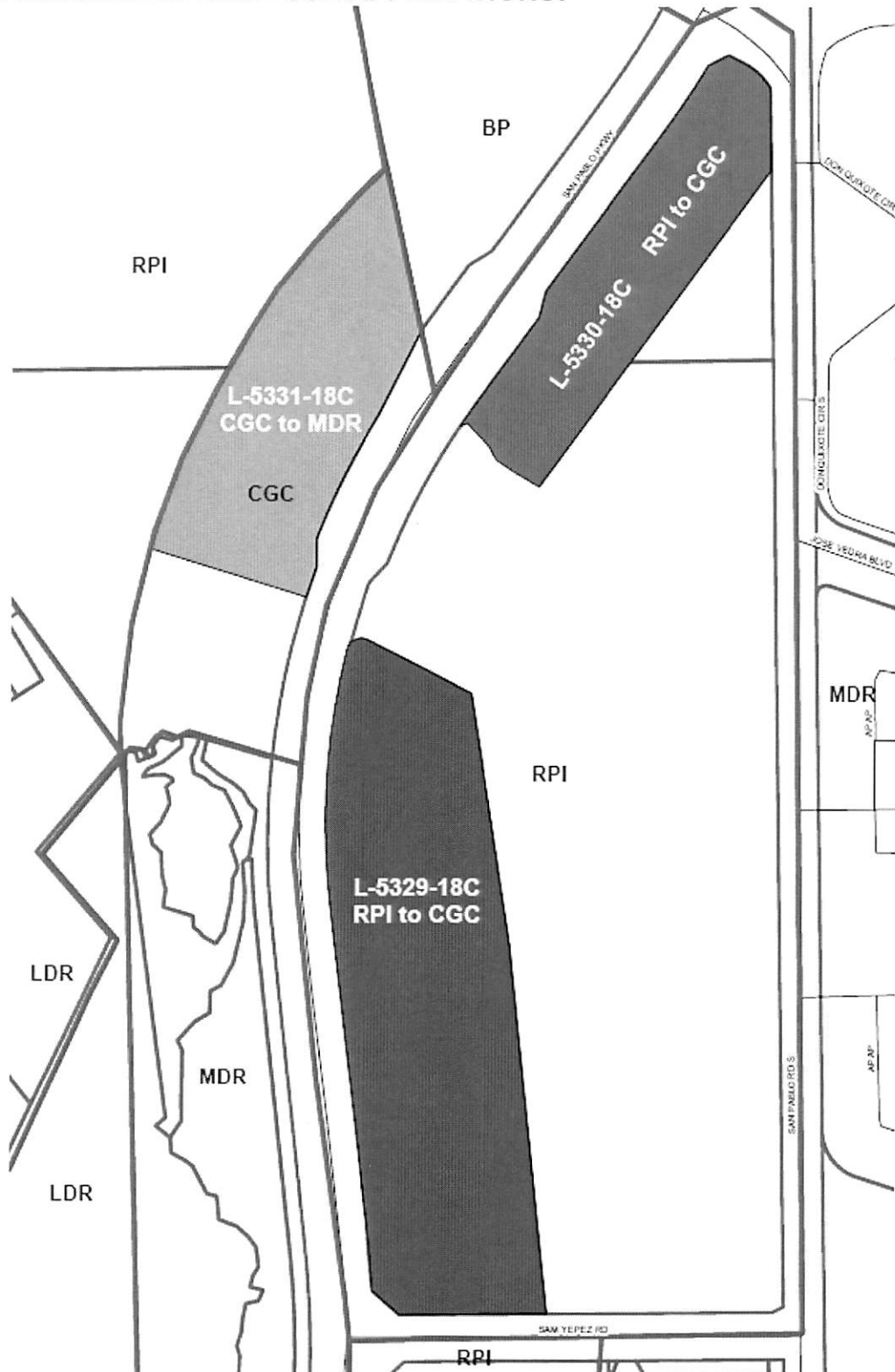
ATTACHMENT D

AERIAL MAP:



ATTACHMENT E

MAP OF CONCURRENT LAND USE APPLICATIONS:



ATTACHMENT F

MAP OF PREVIOUS LAND USE APPLICATIONS:

