



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

OVERVIEW

ORDINANCE: # 2019-158

APPLICATION: L-5358-19C-3-11

APPLICANT: MARK SHELTON

PROPERTY LOCATION: 0 Philips Highway (US-1); 10923 McLauren Road, northwest of I-295 and US-1

Acreage: 1.93

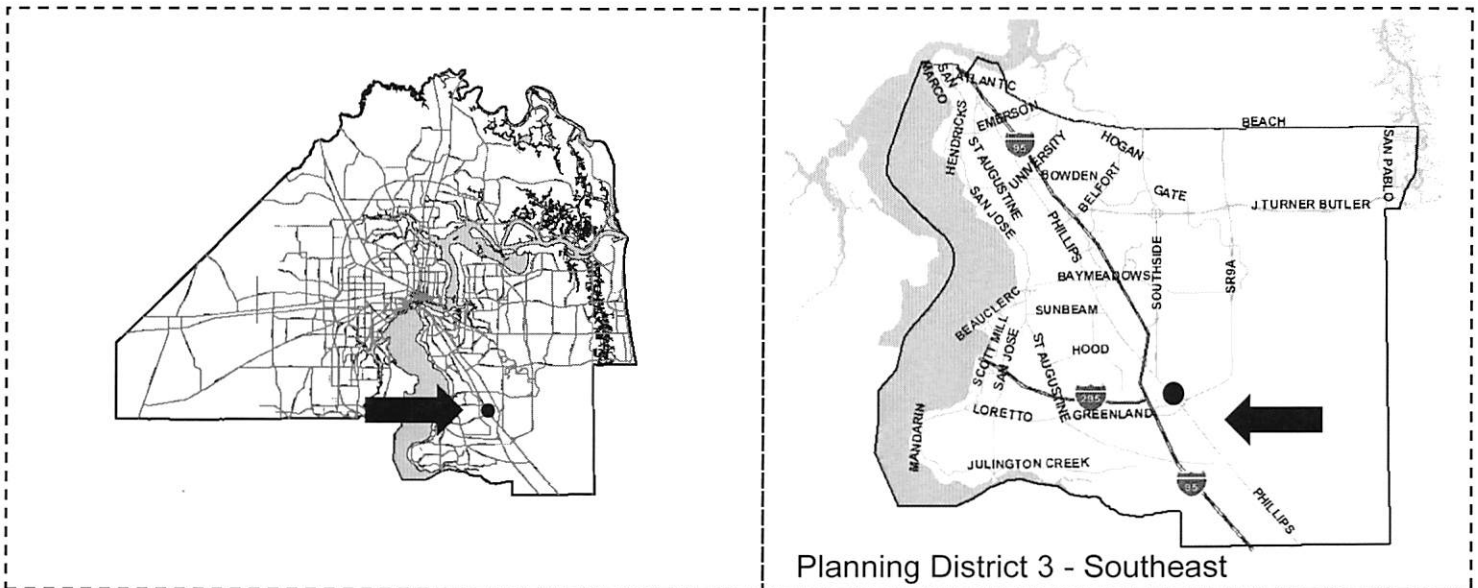
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RR-Acre, CCG-2, & IL	PUD

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	10 DU (5 DU /Acre)	N/A	N/A	29,425 Sq. Ft. (0.35 FAR)	Decrease of 10 DU	Increase of 29,425 Sq. Ft.

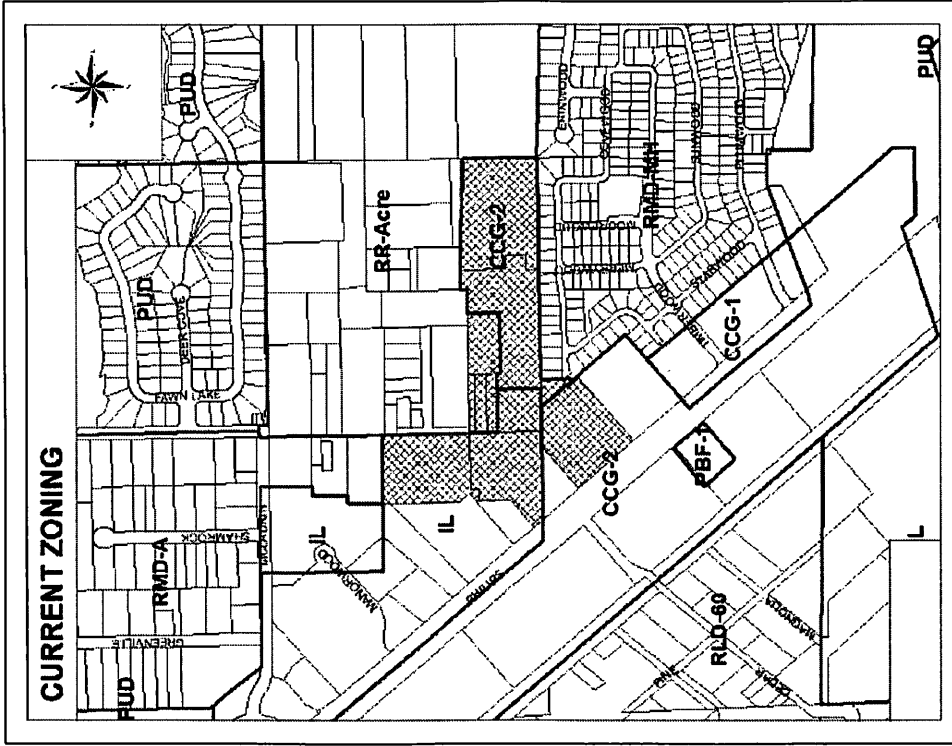
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

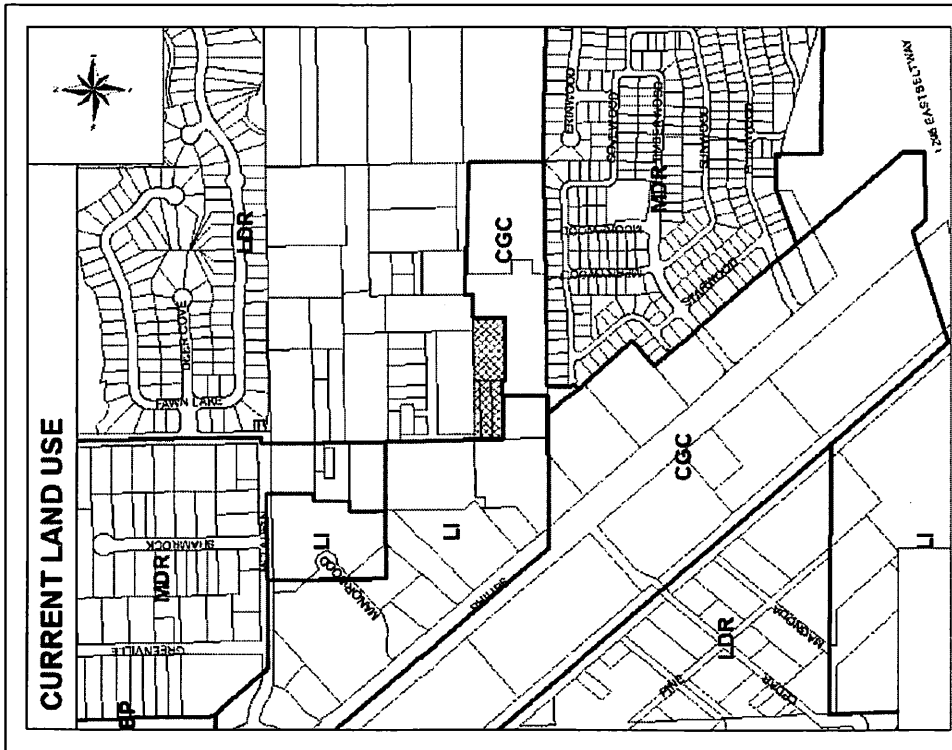


DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5358-19C



Current Zoning District(s): Commercial Community/General-2 (CCG-2), Industrial Light (IL), and Rural Residential-Acre (RR-Acre)
Requested Zoning District(s): Planned Unit Development (PUD)



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

ANALYSIS

Background:

The 1.93 acre subject property is landlocked and located east of Philips Highway (US-1), a major arterial road, between Manorwood Court and Timberwood Drive; both are local roads. 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, Planning District 3 and Council District 11.

The subject site is presently being used as a parking lot in for the adjacent auto dealership. The applicant has proposed a future land use map amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a companion rezoning from Rural Residential-Acre (RR-Acre), Commercial Community/General-2 (CCG-2), and Industrial Light (IL) to Planned Unit Development (PUD) to bring the existing use of a parking lot associated with the abutting car dealership into compliance. The companion rezoning is 20.63 acres, which includes the 1.93 acre land use amendment, in order to include most of the dealership, excluding a parcel that is currently being leased. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-159.

There have been two proximate land use changes. The property just to the south and east of the subject site was changed from LDR and Medium Density Residential (MDR) to CGC (1997-93-E). This property is now part of the adjacent auto dealership. Another parcel approximately 600 feet to the northwest of the subject site was changed from MDR to LI (1998-62-E). This parcel is now used as a baseball field.

The subject site is landlocked and is a portion of an existing auto dealership, which abuts the subject site to the west, south, and east. The area abutting the subject site to the west and south, with frontage along Philips Highway (US-1) consists of commercial uses, designated either Light Industrial (LI) or CGC. Directly abutting the subject site to the north is a residential neighborhood, with single family residential uses and some vacant residential properties.

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	LDR	RR-Acre & PUD	Single Family & Vacant Residential
South	CGC, LI & MDR	CCG-2, IL, & RMD-MH	Auto Dealership, Commercial, Single Family, & Vacant Residential
East	CGC & LDR	CCG-2 & RR-Acre	Auto Dealership, Single Family & Vacant
West	LI & CGC	IL & CCG-2	Auto Dealership & Commercial

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).

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated February 5, 2019. The letter states that the subject site has existing access to centralized sewer and water, consistent with FLUE Policy 1.2.9.

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 639 net 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

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 1.

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 1 is **0.69**.

Philips Highway (US 1) is a functional classified facility that would be impacted by the proposed development. US 1 between SR 9A and Southside Boulevard is a 4-lane divided arterial facility and has a maximum daily capacity of 39,800 vpd. The proposed commercial

development could generate approximately 733 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.96 with the inclusion of the additional traffic from this land use amendment. US 1 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Area	
Roadway Frontage Classification	N/A- landlocked parcels	
Plans/Studies	Southeast Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Parking Lot	Parking Lot
Land Use/Zoning	LDR/RR-Acre	CGC/PUD
Development Standards For Impact Assessment	5 DU/Acre	0.35 FAR
Development Potential	10 DU	29,425 Sq. Ft.
Population Potential	26 people	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X-low
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	639 net new daily external trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 1,189 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 892 gallons per day	
Potential Solid Waste Impact	Increase 21 tons per year	
Drainage Basin / Sub-Basin	Julington Creek/Sweetwater Creek	
Recreation and Parks	Losco Regional Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	26'-28'	
Land Cover	1550- Other light industrial	
Soils	32- Leon Fine Sand	
Floodzone	No	
Wetlands	No	
Wildlife (sites greater than 50 acres)	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 15, 2019, the required notice of public hearing signs were posted. Forty-six (46) 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 March 18, 2019. One member of the public attended the meeting and had questions for the applicant regarding the proposed amendment. The applicant was able to answer her questions about the proposed change.



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 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.2 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 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed

and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

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

The 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 Suburban Area is a category primarily 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, and which are 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.

The subject site is being used as a parking lot that is part of an existing auto dealership. The proposed amendment would expand the commercial land use designation to encompass this area to bring the site into compliance for its current use. The existing CGC area is located along Philips Highway (US-1), a major arterial roadway, with access to full urban services. As such, the proposed land use amendment would meet the preferred locational criteria for the CGC land use category as outlined in the FLUE, and therefore is consistent with Policy 1.1.2.

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated February 5, 2019. The letter states that the subject site has existing access to centralized sewer and water, consistent with FLUE Policy 1.2.9.

Philips Highway (US-1) is an established commercial corridor, with various uses such as auto dealerships and commercial retail along both the eastern and western sides of the road. The proposed expansion of commercial uses would enhance the existing commercial viability of this area. The subject site has infrastructure and is considered an infill location. The proposed expansion of the commercial corridor through infill redevelopment, would be consistent with Objectives 3.2 and 6.3 and Policies 3.2.1 and 3.2.2 of the FLUE.

The proposed amendment abuts residential uses to the north, however the only access to the subject site will be from Philips Highway (US-1). The proposed amendment would therefore not encourage through traffic into the residential neighborhood consistent with FLUE Policy 3.2.4.

The proposed amendment has a larger companion rezoning application for a Planned Unit Development (PUD), which includes the existing auto dealership and allows for additional commercial uses, such as a collision center. The proposed site plan includes design techniques such as buffering to allow for an appropriate and well-balanced combination of complimentary land uses, while maintaining a compact and compatible land use pattern consistent with Goal 3 and Policies 1.1.12 and 1.1.22 of the FLUE.

Vision Plan

The proposed amendment is consistent with the following Principle 2, Sub Principle 2.2 of the Southeast Vision Plan:

Sub principle 2.2: Encourage redevelopment along arterials with higher densities and intensities that limit impacts on failing roadways.

According to the Southeast Vision Plan, infill development should be oriented towards existing and underutilized transportation corridors and existing and emerging node/activity centers. The subject site is located along Philips Highway (US-1), which is a major arterial road and an existing commercial corridor. The proposed amendment would allow for infill redevelopment to occur, and thus, is consistent with Principle 2, Sub Principle 2.2 of the Southeast Vision Plan.

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 expansion of existing 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 Policy Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5352-19C, is located on the north east side of Philips Highway between manor Wood Court and Timberwood Drive in the Suburban Development Area of Jacksonville, Florida. The subject site has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) development on approximately 1.93 +/- 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 allows for 5 single-family dwelling units per acre resulting in a development potential 10 residential homes (ITE Land Use Code 210), generating 94 new daily vehicular trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 29,425 SF of commercial space (ITE Code 820) which could generate 733 daily vehicular trips. This will result in 639 net new daily vehicular trips if the land use is amended from LDR to CGC, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	10 SFDUs	T = 9.44 (X)	94	0.00%	94
Total Section 1						94
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	29,425 SF	T = 37.75 (X) / 1000	1,111	34.00%	733
Total Section 2						733
Net New Daily Trips						639

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

ATTACHMENT B (cont)

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 1.


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ATTACHMENT C

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	1-16-19	Date Staff Report is Available to Public:	03-29-2019
Land Use Adoption Ordinance #:	2019-158	Planning Commission's LPA Public Hearing:	04-04-2019
Rezoning Ordinance #:	2019-159	1st City Council Public Hearing:	04-09-2019
JPDD Application #:	L-5358-19C	LUZ Committee's Public Hearing:	04-16-2019
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	04-23-2019
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: MARK SHELTON KIMLEY-HORN AND ASSOCIATES, INC. 12740 GRAN BAY PARKWAY WEST, SUITE 2350 JACKSONVILLE, FL 32258 Ph: 9048283933 Fax: 9043671692 Email: MARK.SHELTON@KIMLEY-HORN.COM		Owner Information: GEORGE VILLASANA C & O PROPERTIES, LTD 9424 BAYMEADOWS RD. SUITE 110 JACKSONVILLE, FL 32256 10859 PHILIPS HIGHWAY, LLC. C/O ASHBURY AUTOMOTIVE GROUP INC. 622 THRID AVE, 3TH FLOOR NEW YORK, NY 10017	
George Villasana AVENUES MOTORS, LTD 2905 PREMIER PARKWAY, SUITE 300 DULUTH, GA 30097		General Location: NORTHWEST OF INTERSTATE 295 AND US 1 (PHILIPS HIGHWAY)	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	1.93	Address:	0 PHILIPS HWY
Real Estate #(s):	156600 0100, a portion of ; 156612 0000; 156613 0000; 156637 0000		10923 MCLAUREN ROAD
Planning District:	3		
Council District:	11		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	MANORWOOD COURT and TIMBERWOOD DRIVE		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	PARKING LOT, VACANT LOT		
Current Land Use Category/Categories and Acreage:	LDR 1.93		
Requested Land Use Category:	CGC	Surrounding Land Use Categories:	CGC,LDR,LI
Applicant's Justification for Land Use Amendment: THIS +/- 1.94 ACRE AREA IS CURRENTLY BEING USED AS PART OF THE COGGIN AVENUES AUTOMOTIVE CAMPUS. IT IS OUR INTENTION TO AMEND THE FUTURE LAND USE DESIGNATION FROM LDR TO CGC TO BRING THE PROPERTY INTO CONSISTENCY WITH THE REST OF THE COGGIN CAMPUS. THIS AMENDMENT WILL ALLOW FOR THIS PORTION OF THE SITE TO BE USED SIMILARLY TO THE OTHER ADJACENT COGGIN AUTOMOTIVE-RELATED USES TO THE EAST, SOUTH AND WEST. IT SHOULD BE NOTED THAT A PORTION OF RE#: 156600 0100 IS WITHIN THE SUBJECT +/- 1.94 ACRES			
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	RR-Acre 1.93 CCG-2 11.48 IL 7.22		
Requested Zoning District:	PUD		
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Aerial:

