

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



OVERVIEW

ORDINANCE: 2013-631

APPLICATION: 2013C-016-2-2

APPLICANT: GREG S. KUPPERMAN

PROPERTY LOCATION: 2052, 2062, 2072, 2080, and 2088 St. Johns Bluff Road.

Acreage: 3.50 Acres

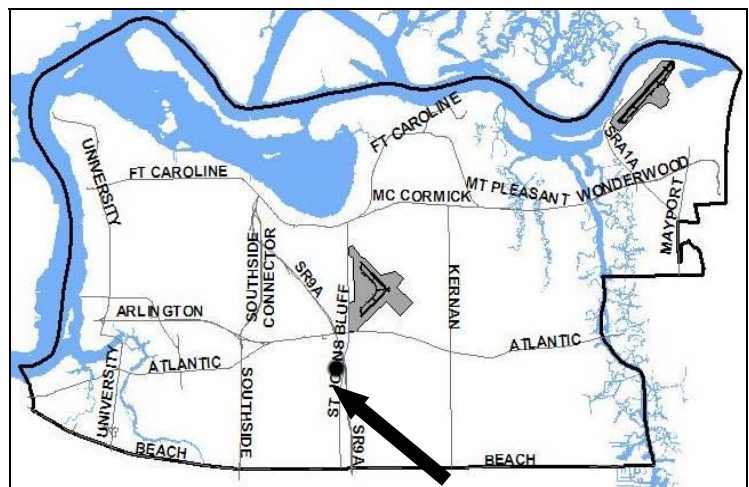
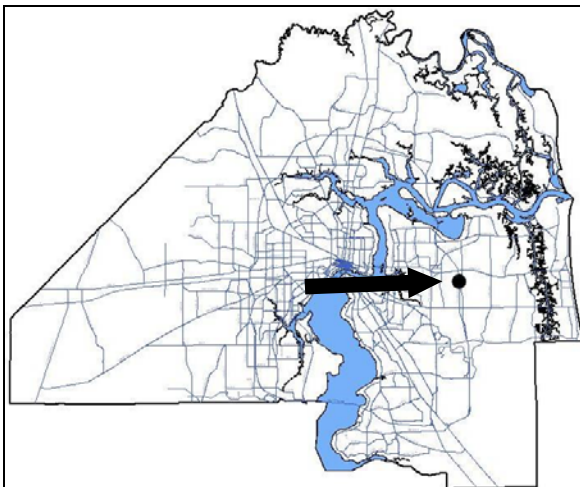
Requested Action:

	Current	Proposed
LAND USE	BP	CGC
ZONING	IBP	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 (Increase) in Potential Floor Area
BP	CGC	0 Dwelling Units	0 Dwelling Units	53,361 SF	53,361 SF	N/A	N/A

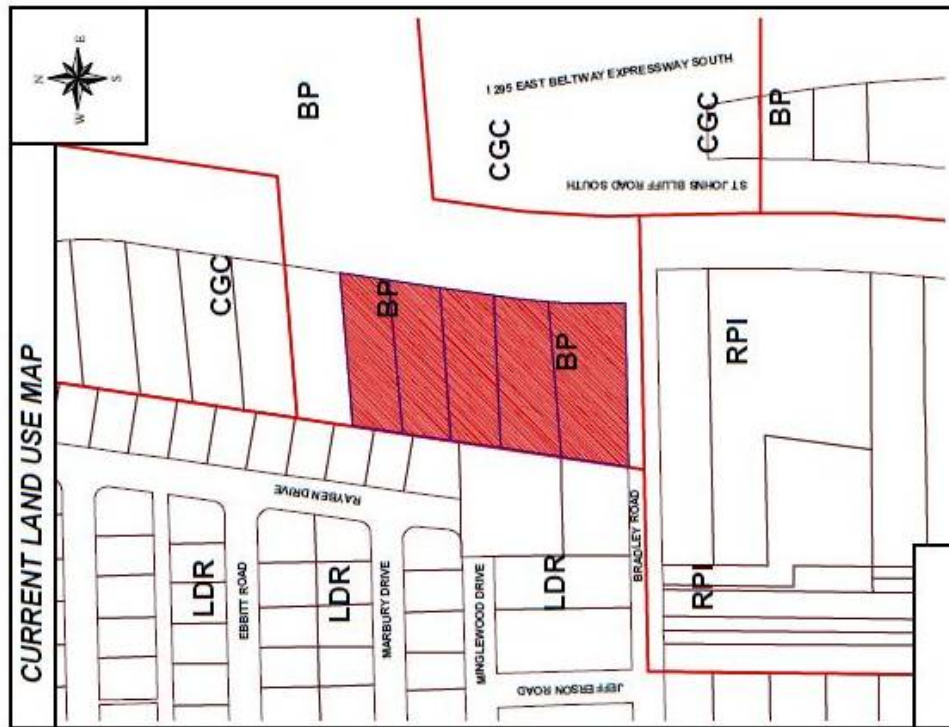
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: **APPROVAL**

LOCATION MAPS:



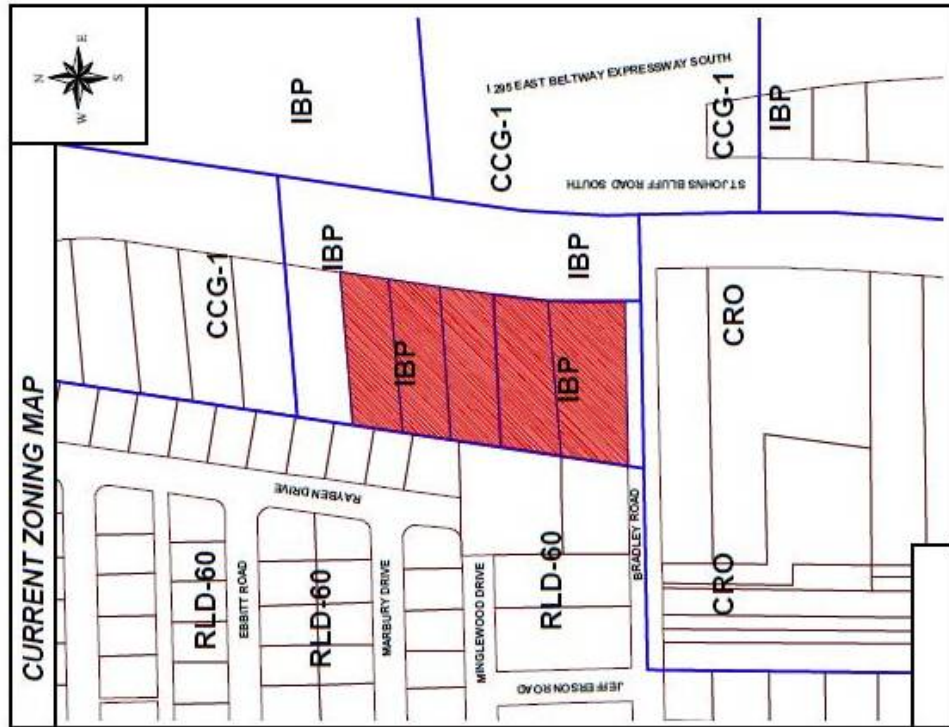
DUAL MAP PAGE

SMALL-SCALE LAND USE APPLICATION 2013C-016



Existing FLUM Land Use Categories: Business Park (BP)

Requested FLUM Land Use Category: Community/General Commercial (CGC)



Current Zoning District(s): Industrial Business Park (IBP)

Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The subject property is located at the northwest quadrant of the Bradley Road and St. Johns Bluff Road intersection. Access to the 3.50 acre site is from an access road off of Bradley Road. Bradley Road is classified as a local roadway while St. Johns Bluff Road is classified as a minor arterial roadway. The applicant proposes a future land use amendment from Business Park (BP) to Community/General Commercial (CGC) and a rezoning from Industrial Business Park (IBP) to Planned Unit Development (PUD). The properties consist of five (5) prefab warehouse business uses and a wetland area that buffers the businesses from the single-family homes to the west of the site. The applicant is requesting this amendment to allow for an increase in the intensity of permitted commercial activity consistent with nearby uses.

The site is bordered to the east by St. Johns Bluff Road and I-295. North of the subject site is a parking lot in the BP land use category and IBP zoning district. The parking lot is associated with an adjacent vehicle repair shop to the north. The vehicle repair shop and several vacant lots to the north of it are located in the CGC land use category and Commercial Community/General-1 (CCG-1) zoning district. West of the land use amendment site is the Arlington Green single-family residential subdivision that was constructed in the 1960's and a JEA utility facility. Residential areas to the west are in the Low Density Residential (LDR) land use category and Residential Low Density-60 (RLD-60) zoning district. South of the subject site there is a church, vacant land and single-family homes in the Residential-Professional-Institutional (RPI) land use category and Commercial Residential Office (CRO) zoning.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City. The proposed land use does not include a residential component and as such will not impact 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

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).

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 2,873 new daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

Wetlands

A Planned Unit Development (PUD) site plan submitted by the applicant shows approximately 1.49 acres of wetlands located on the 3.5 acre land use amendment site. The wetlands are part of a larger natural system that drains in a northerly direction in the Gin House Creek sub-drainage basin. All the wetlands are located on the western portion of the site to the rear of the five buildings on the properties. The "Florida Land Use Code Classification System" (FLUCCS) classifies the wetland as "Hydric Pine Flatwoods". The development of the subject site and construction of the nearby highway has caused some alterations by changing the hydroperiod of the wetland. However, the remaining wetlands system is still intact and performs pollution filtration and storm water storage. The Category III Wetlands have a low to medium functional value.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetlands as "Evergreen-Wesconnett Complex". The Evergreen and Wesconnett are both nearly level poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials. The wetlands area has a water table close to the ground surface.

There is no plan for further development or impacts to the remaining wetlands. Therefore, the application is consistent with Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan. The Goal and Objective set out to achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term, improve the water quality, and improve fish and wildlife values of wetlands.

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

Other general requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in Policy 4.1.3 of the CCME, 2030 Comprehensive Plan. However, the proposed land use amendment is consistent with this policy since no further encroachment into the wetlands is planned.

Airport Environ Zones

The site is located within the 150 foot Height and Hazard Zone for the JAXEX at Craig Airport. Zoning will limit development to a maximum height of less than 150', 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 656.10051(d).

IMPACT ASSESSMENT 2013C-016 3.50 Acres

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Business Park	Commercial Use
Land Use Category	BP	CGC
Development Standards For Impact Assessment	0.35 Floor Area Ratio (FAR)	0.35 Floor Area Ratio (FAR)
Development Potential	53,361 Sq. Ft. Business Park	53,361 Sq. Ft. Commercial
Population Potential	0 people	0 people
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	X - 150 Ft. Height Restriction Zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X- Low
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	X – 0-4” Recharge Area	
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase 173 peak hour & 2,873 daily trips	
Water Provider	JEA	
Potential Water Impact	Possible increase in demand of 843.1 gpd. LOS maintained.	
Sewer Provider	JEA	
Potential Sewer Impact	Possible increase in demand of 632.3 gpd. LOS maintained.	
Potential Solid Waste Impact	Possible decrease in demand of 80.04 tons per year. LOS maintained.	
Drainage Basin / Sub-Basin	Gin House Creek Sub-basin & St. Johns River Basin	
Recreation and Parks	Brookview Elementary Park	
Mass Transit	Served by JTA R5 Line on St. Johs Bluff Road	
NATURAL FEATURES		
Elevations	40 feet	
Soils	22 –Evergreen-Wesconett Complex (70%), 75 – Urban land-Bologne complex (10%), and 32- Leon fine sand (20%)	
Land Cover	4110 – Pine Flatwoods	
Flood Zone	No	
Wet Lands	Yes	
Wild Life	N/A	

PROCEDURAL COMPLIANCE

Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on August 12, 2013, the required notices of public hearing signs were posted. Thirty-nine (39) notices were mailed out to property owners within 350 feet of the application site informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Preview Workshop on August 19, 2013. There was one speaker in support of the application. No other speakers either for or against the application were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan Consistency

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 1.1.22 | 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. |
| 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. |

The subject properties are located in an established commercial area of the City with access to full urban services, including mass transit, and front on I-295 and St. Johns Bluff Road, a minor arterial roadway. Therefore, the proposed land use change aids in maintaining a compact and compatible land use pattern, consistent with FLUE Objective 1.1 and Policy 1.1.22.

The proposed land use amendment to CGC allows for maintaining the viability of employment and commerce opportunities for the nearby neighborhood's residential community. Therefore, the proposed amendment is consistent with FLUE Objective 3.2 and Policy 3.2.7.

According to the category description of the Future Land Use Element (FLUE), Business Park (BP) category is intended to primarily permit commercial office and light industrial uses but does allow limited commercial retail and sales establishments.

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.

Vision Plan

The application site lies within the Greater Arlington/Beaches Vision Plan area. The plan discusses the need to create land use and zoning regulations that provide land use patterns consistent with the intensity and density of the affected area while respecting the hierarchy of traffic patterns and roadways. The proposed amendment and companion PUD rezoning address compatibility with the low density residential abutting the western boundary of the properties through preservation of a substantial natural wetland buffer. Likewise, the intensity of fronting on both a "Minor Arterial" roadway and I-295 make the CGC land use category and associated permitted uses within the PUD appropriate for the subject properties. Therefore, the proposed amendment is consistent with the Vision Plan.

Strategic Regional Policy Plan Consistency

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

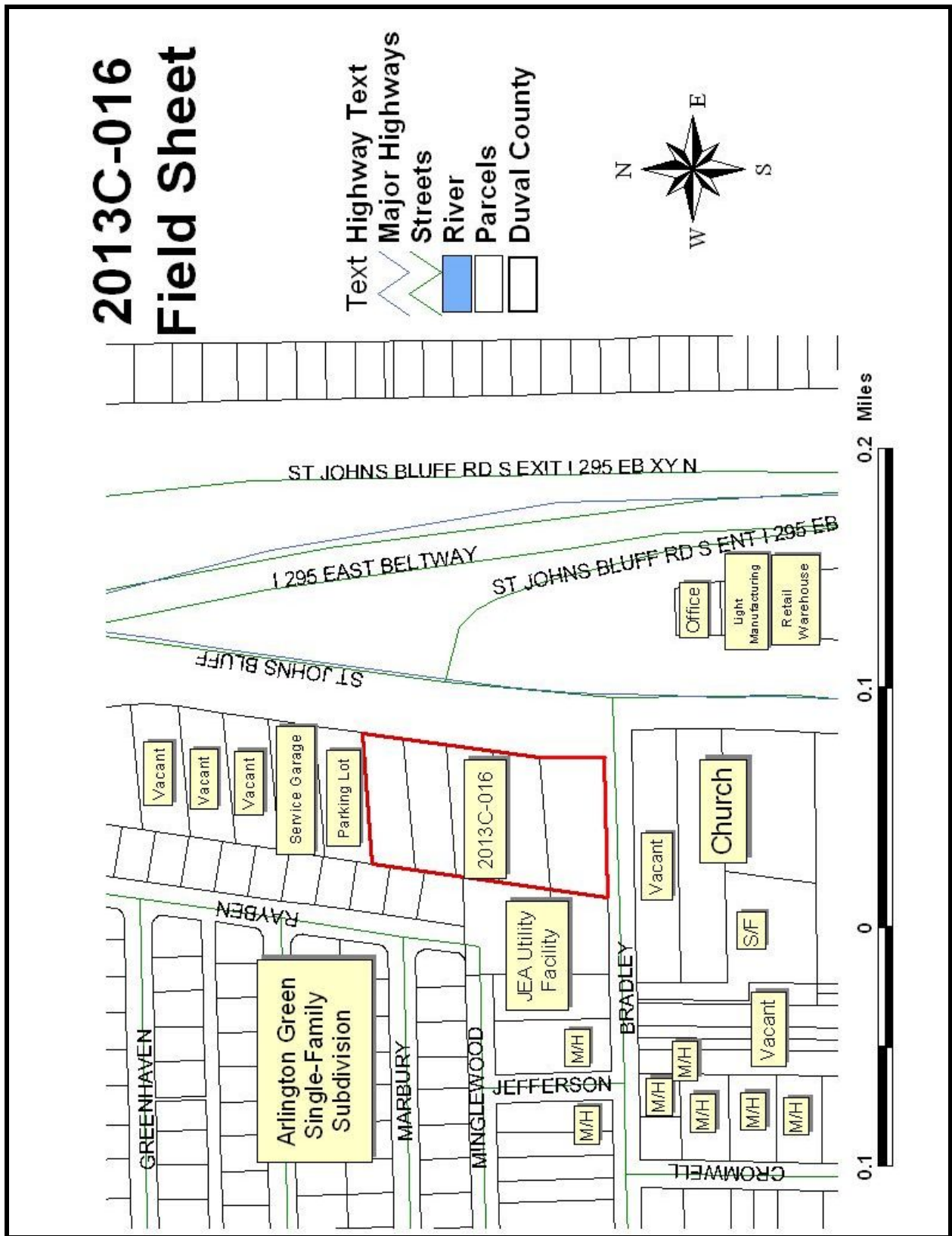
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan as the amendment to CGC promotes the continued viability of existing commercial development.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and State Comprehensive Plan.

ATTACHMENT A



ATTACHMENT B

Traffic Analysis:

Application Number:	2013C-016									
Ordinance Number:				Date	9/11/2013					
Table A										
Trip Generation Estimation										
Section 1										
Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
Undeveloped	3.5							0	0	0
Total Section 1									0	0
Section 2										
Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	* Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
BP / IBP	3.5	750	53,361	1,000 SF OF GLA	$T = 1.22(x) + 95.83 / 1000$	161	0.00%	0.00%	161	
					$T = 10.42(x) + 409.04 / 1000$	965	0.00%	0.00%		965
Total Section 2									161	965
Section 3										
Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	* Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
CGC / PUD	3.5	820	53,361	1,000 SF of GLA	$\ln(T) = 0.67 \ln(x) + 3.31 / 1000$	393	0.00%	15.00%	334	
					$\ln(T) = 0.65 \ln(x) + 5.83 / 1000$	4,515	0.00%	15.00%		3,838
Total Section 3									334	3,838
Net New Trips = Section 3 - Section 2 - Section 1									173	2,873

	Produced by:	Planning and Development Department		LB	
	Application Number:	2013C-016			
	Ordinance Number:	0	Date	9/11/2013	
Table B					
Net New Daily External Trip Distribution					
a	b				
173	2,873	= Total Net New External Trips (Table A)	c	(b*c)	(a*c)
			Percent of	Net New	Net New
			Total Net	Daily	Peak Hour
Link ID	Roadway Name	From / To	New Daily	External	External
Number			Amendment	Amendment	Amendment
			Trips	Trips	Trips
225	ST. JOHNS BLUFF RD	ATLANTIC BLVD TO BEACH BLVD	34.91%	1003	60
560	I-295 (SR 9A)	ST JOHNS BLUFF RD TO BEACH BLVD (SR 212)	0.00%	0	0
644	I-295 (SR 9A)	ATLANTIC BLVD (SR 10) TO ST. JOHNS BLUFF RD	0.00%	0	0
BOLD	<i>Indicates Directly Accessed Segment(s)</i>				

Produced by: Planning and Development Department														LB	
Application Number: 2013C-016															
Ordinance Number: 0														Date 9/11/2013	
Table C															
Roadway Link Analysis															
Link ID Number	Road Name	Termini	Roadway Classification	State or Non-State Road	Number of Lanes	Adopted Service Volume		Background Traffic			Amended Trips		Total Trips Daily External	Percent Capacity Used with Amended Trips	Pk Hour LOS with Land Use Change
							Daily	Daily Volumes	1 Year Growth %	Volumes w/ 5 yr Growth	Daily External	Daily External	f	g	h
225	ST. JOHNS BLUFF RD	ATLANTIC BLVD TO BEACH BLVD	Minor Arterial	CITY	4	a	45,770	22,940	5.22%	29,586	1,003	30,589	66.83%	C	
560	I-295 (SR 9A)	ST. JOHNS BLUFF RD TO BEACH BLVD (SR 212)	Freeway SIS	FDOT	4		77,900	71,500	1.00%	75,147	0	75,147	96.47%	D	
644	I-295 (SR 9A)	ATLANTIC BLVD (SR 10) TO ST. JOHNS BLUFF RD	Freeway SIS	FDOT	4		77,900	61,500	6.50%	84,260	0	84,260	108.16%	F	
* As determined from Trend Analysis or FDOT LOS Report															
BOLD Indicates Directly Accessed Segment (s)															
Data from City of Jacksonville Road Most recent Links Status Report dated 9/1/2013															
Data from 2012 FDOT LOS Report dated 9/1/2013															
Major Intersections List															
SIS Interchanges/															
SHS Intersections															
within Impact Area															

ATTACHMENT C



APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

Date Submitted:	7/11/13	Date Staff Report is Available to Public:	2013-10-04
Land Use Adoption Ordinance #:	2013-631	1st City Council Public Hearing:	2013-10-08
Rezoning Ordinance #:	2013-632	Planning Commission's LPA Public Hearing:	2013-10-10
JPDD Application #:	2013C-016	LUZ Committee's Public Hearing:	2013-10-15
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	2013-10-22

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

GREG KUPPERMAN
GREEN & KUPPERMAN, INC.
200 FIRST STREET, SUITE B
NEPTUNE BEACH, FL 32266
Ph: (904) 241-6611
Fax: (904) 241-2950
Email: GKUPPERMAN@200FIRSTSTREET.COM

Owner Information:

Angela C. Lee, 2080 & 2088 St. Johns Bluff Road
Ronnie B. and Judy W. Powers, 2062 & 2072 St. Johns Bluff Road
Andrew Cherinka, 2052 St. Johns Bluff Road

DESCRIPTION OF PROPERTY

Acreage: 3.50
Real Estate #(s): 163830 0000, 163831 0000,
163832 0000, 163833 0000, and
163834 0000
Planning District: 2
Council District: 2
Development Area: SUBURBAN AREA
Between Streets/Major Features:
ST JOHNS BLUFF ROAD and RAYBEN DRIVE

General Location:
NW CORNER OF ST JOHNS BLUFF ROAD AND BRADLEY ROAD
INTERSECTION

Address:
2088 ST JOHNS BLUFF RD S,
2080 ST. JOHNS BLUFF ROAD, 2072 ST. JOHNS BLUFF ROAD,
2062 ST. JOHNS BLUFF ROAD, 2052 ST. JOHNS BLUFF ROAD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: COMMERCIAL BUSINESS

Current Land Use Category/Categories and Acreage:

BP 3.50

Requested Land Use Category: CGC

Surrounding Land Use Categories: CGC, BP, LDR, & RPI

Justification for Land Use Amendment:

TO BE CONSISTENT WITH THE EXISTING BUILDING LAYOUT AND DEVELOPMENT. THE AMENDMENT WILL ALSO
ALLOW CONSISTENCY WITH THE ESTABLISHED DEVELOPMENT PATTERN IN THE AREA.

UTILITIES

Potable Water: JEA

Sanitary Sewer JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:

IBP 3.50

Requested Zoning District: PUD

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

ATTACHMENT D

