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



# **OVERVIEW**

**ORDINANCE: 2013-635** 

APPLICATION: 2013C-018-5-12

**APPLICANT: PAUL HARDEN** 

**PROPERTY LOCATION:** On the west side of Chaffee Road South, South of I-10

Acreage: 4.82 Acres

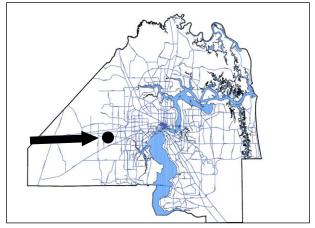
**Requested Action:** 

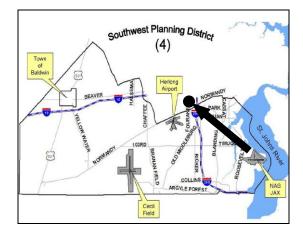
	Current	Proposed
LAND USE	LDR	CGC
ZONING	RR-Acre	CCG-1

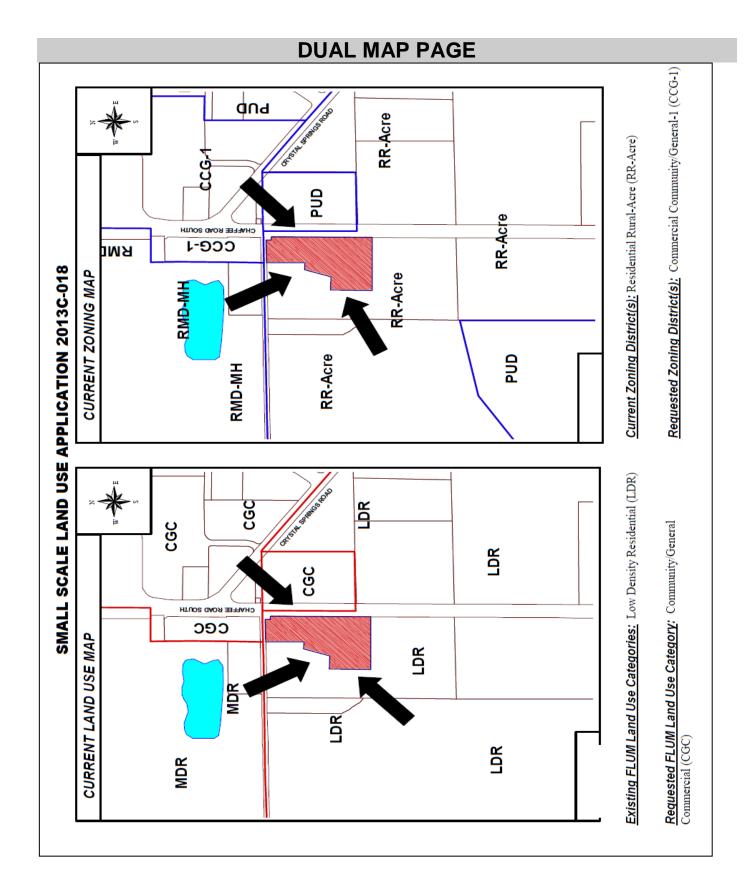
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity 0.35 (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Increase) in Potential Floor Area
LDR	CGC	24 Dwelling Units (5 DU/Ac)	0 Dwelling Units	N/A	73,485 SF Commercial/Retail (0.35 FAR)	Decrease of 24 Dwelling Units	73,485 SF Commercial/Retail

# PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: DENIAL

#### **LOCATION MAPS:**







## **ANALYSIS**

## **Background:**

The 4.82 acre subject property is located south of I-10 on the west side of Chaffee Road South, near the intersection of Chaffee Road South and Crystal Springs Road and is in the Northwest Planning District and Council District 12. The applicant proposes a land use map amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a companion rezoning from Residential Rural (RR-Acre) to Community/General Commercial-1 (CCG-1). According to the application the intent is to use the site for commercial uses consistent with surrounding development. The surrounding commercial uses in the immediate area include fast food restaraunts, gas stations and a grocery store. These commercial uses are clustered along Chaffee Road South near I-10 and Crystal Springs Road. The subject site is currently vacant but is located within the established commercial area.

The intersection of Chaffee Road South, a minor arterial road, and Crystal Springs Road, a collector road, is a singalized intersection located less than 500 feet south of the I-10 access ramp off of Chaffee Road South.

As noted above, the area surrounding the site is an established commercial center. The commercial uses serve both interstate traffic and nearby residential development. While commercial development straddles the intersection of Chaffee Road South, Crystal Springs Road and I-10, the area transitions to residential development to the east and west and to vacant land designated for residential development to the south.

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 so school capacity is not 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).

#### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 4,442 new daily external tips. Chaffee Road, a minor arterial, is the directly accessed roadway. Currently this segment does not have sufficient capacity to accommodate the expected traffic volumes proposed by this development. However, the link is expected to fail with or without this land use amendment due to the background traffic growth projections. 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 mostly medium and high probability for the presence of archaeological resources. An Archaeological Reconnaisance Survey should be performed due to this area's high sensitivity to archaeological resources in order to determine if a Phase 1 survey is needed. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

#### Wetlands

A site plan map acquired from the St. Johns River Water Management District shows that there are 2.26 acres of wetlands on the 4.82 acre land use amendment application site. The subject site is a portion of a larger property which according to the City's GIS system is entirely wetlands. The wetlands are classified as "Wetland Forested Mixed" and "Mixed Wetland Hardwoods" by the Florida Land Use Classification System (FLUCCS) and are part of a larger natural floodplain drainage system that buffers McGirts Creek located approximately 300 feet from the southwest corner of the application site. McGirts Creek drains into the Ortega River which then drains into the St. Johns River. The McGirts Creek wetland system performs an important pollution filtration and storm water storage function. Therefore, the Category II Riverine Wetlands have an extremely high functional value.. The site is also located within a 100 year flood zone where floodwater displacement from fill and building structures may be a concern for the immediate watershed.

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.

The proposed development plan for the subject site includes a bank, a pharmacy, and a restaurant. The proposed owner has obtained a St. Johns River Water Management District permit (Water Resource Permit # 4-031-133253-1) to eliminate 2.26 acres of wetlands on the site. According to the applicant's environmental scientist, there are no mitigation credits available at the

City's Loblolly Mitigation Bank so the mitigation is to be done at another mitigation bank in Clay County. Although this will have some compensation effect on a larger regional drainage basin this does not compensate for the loss of water pollution attenuation for the McGirts Creek and Ortega River basins. In addition there will be a net loss of 2.26 acres of wetlands in Jacksonville.

A smaller development on the non-wetland portion of the property can be achieved so as to minimize changes to the hydroperiod and impacts to the onsite wetlands. However, the applicant is not proposing this and therefore, the proposed amendment negatively impacts Goal 4 and Objective 4.1 of the Conservation/Coastal Management Element (CCME) of the Comprehensive Plan. The Goal and Objective is 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. Therefore, the amendment is inconsistent with Goal 4 and Objective 4.1 since development without impacts to the wetlands can be achieved.

**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. The proposed development in the wetland and the proposed land use amendment are also inconsistent with this policy.

#### IMPACT ASSESSMENT

	DEVELOPMENT ANALYSIS	
	CURRENT	PROPOSED
Site Utilization	vacant	Commercial Uses
Land Use Category	LDR	CGC
Development Standards		333
For Impact Assessment	5 DU/AC	.35 FAR
Development Potential	24 DU	73,485.7 SF commercial/retail
Population Potential	63 people	0 people
SPE	CIAL DESIGNATIONS ARE	
	YES	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	Within Military Notice	**
,	Zone; 150 foot and 300	
	foot military height zone	
	for Whitehouse	
Industrial Preservation Area		X
Cultural Resources	X – Medium & High,	
Cultural Modeumode	Some Low	
Archaeological Sensitivity	X – Medium & High,	
,	Some Low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	1-4 inches	
Well Head Protection Zone		X
	PUBLIC FACILITIES	
Potential Roadway Impact		ur Trips and 1,442 Net Daily Trips
Water Provider	JEA	
Potential Water Impact	Decrease 2709.7 gallons per	dav
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 2032.3 gallons per	dav
Potential Solid Waste Impact	Increase of 55.176 tons per y	
Drainage Basin / Sub-Basin	manage of control to to porty	<del></del>
	Ortega River Stream	
Recreation and Parks	Whitehouse Park, 4800 ft; Cr	rystal Springs Road Park, 10,000 ft
Mass Transit	No	· · ·
	NATURAL FEATURES	
Elevations	60	
Soils		mplex, depressional, 0 to 2 percent
	slopes	, , , , , , , , , , , , , , , , , , ,
Land Cover		ods; 6300 Wetland Forest Mixed
Flood Zone		ood; 1-3 feet flood depths; average
	depths determined	, , ,
Wet Lands	6170 Mixed Wetland Hardwoo	ods; 6300 Wetland Forest Mixed
Wild Life	No	

### PROCEDURAL COMPLIANCE

## Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on August 8, 2013, the required notices of public hearing signs were posted. Twelve (12) 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 were no speakers in support or opposition of the application at the workshop.

## **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.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) is intented to provide for single-family development at up to seven (7) dwelling units per acre. 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, offstreet parking lots and garages, and boat storage and sales, among other similar types of commercial developments.

The subject property is located in a developed area of the City and located at the intersection of a minor arterial road and a collector road less than 500 feet south of an I-10 access ramp. 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 promotes employment and commerce opportunities for the adjacent residential community while promoting the viability of existing non-residential development in an established commercial area. Furthermore, the amendment encourages redevelopment on underutilized land located at the intersection of a minor arterial road and collector road. Therefore, the proposed amendment is consistent with FLUE Objectives 3.2 and 6.3 and Policy 3.2.7.

The proposed amendment is inconsistent with the following Goal and Objective of the 2030 Comprehensive Plan, Conservation/Coastal Management Element:

- 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.

A smaller development on the non-wetland portion of the property can be achieved so as to minimize changes to the hydroperiod and impacts to the onsite wetlands. However, the applicant is not proposing this and therefore, the proposed amendment negatively impacts Goal 4 and Objective 4.1 of the Conservation/Coastal Management Element (CCME) of the Comprehensive Plan. The Goal and Objective is 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. Therefore, the amendment is inconsistent with Goal 4 and Objective 4.1 since development without impacts to the wetlands can be achieved.

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. The proposed development in the wetland and the proposed land use amendment are also inconsistent with this policy.

#### **Vision Plan**

The application site lies within the Northwest Jacksonville Vision Plan area. The plan discusses the need for increasing development in centers rather than allowing for the spread of strip commercial development. The subject site is located in an existing commercial area at the intersection of two major roadways and within less then 500 feet of an I-10 acces ramp. Therefore, the proposed development promotes continued development in the existing commercial center and is consistent with the intent of the 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:

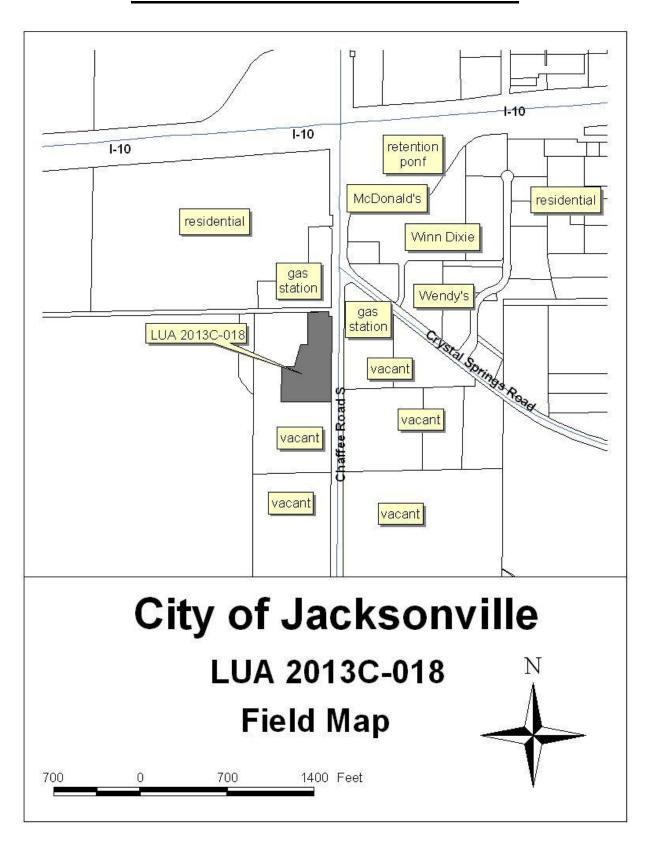
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment is consistent with Goal 2.3 as it facilitates development of business and commercial development at the intersection of a minor arterial road and a collector road and near an interstate access ramp. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

#### RECOMMENDATION

The Planning and Development Department recommends **DENIAL** of this application based on its inconsistency with the 2030 Comprehensive Plan.

# **ATTACHMENT A - FIELD NOTES MAP**



# **ATTACHMENT B - TRAFFIC ANALYSIS**

Produced by:	Planning and Development Department		LB
application Number:	2013C-018		
Ordinance Number:		Date	9/12/2013

#### Table A

#### Trip Generation Estimation

ection

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	4.82							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
LDR / RR-ACRE	4.82	210	24	Dus	Ln(T) = 0.9 Ln(X) +0.51	29	0.00%	0.00%	29	
					Ln(T) = 0.92 Ln(X) +2.72	283	0.00%	0.00%		283
	1	<u> </u>						Total Section 2	29	283

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 / CCG-1	4.82	820	73,486	1,000 SF OF GLA	T = 0.67(X) +3.31 / 1000	487	0.00%	15.00%	414	0-
					T = 0.65 (X) +5.83 /1000	5,559	0.00%	15.00%		4,725
						<u> </u>		Total Section 3	414	4,725
						Net New Trips =	Section 3 -	Section 2 - Section 1	385	4,442

Source: Trip Generation, 9th Edition, ITE
\*Pass-by Trip % - COJ Planning & Development Department

# **ATTACHMENT B - TRAFFIC ANALYSIS**

 Produced by: Planning and Development Department
 LB

 2013C-017
 Application Number: 2013C-018
 0 Date 9/12/2013

 Ordinance Number:
 0 Date 9/12/2013

## Table B

#### Net New Daily External Trip Distribution

a	b				
385	4,442	= Total Net New External Trips (Table A)	С	(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
2.19			Amendment	Amendment	Amendment
			Trips	Trips	Trips
68	I-10	CHAFFEE RD TO GREELAND AVE	48.43%	2151	186
209	CHAFFEE RD	BEAVER ST TO I-10	9.97%	443	38
210	CHAFFEE RD	I-10 TO CRYSTAL SPRINGS RD	65.88%	2926	254
295	CRYSTAL SPRINGS RD	CHAFFEE RD TO LENOX AVE	17.27%	767	66
562	CHAFFEE RD	CRYSTAL SPRINGS RD TO NORMANDY BLVD	83.14%	3693	320
589	I-10	BRANAN FIELD RD (SR 23) TO CHAFFEE ROAD	6.85%	304	26

BOLD Indicates Directly Accessed Segment(s)

# **ATTACHMENT B - TRAFFIC ANALYSIS**

Produced by: Planning and Development Department
Application Number: 2013C-018
Ordinance Number: 9/12/2013

Table C

Roadway Link Analysis

												Percent	Pk Hour
Ĕ						Adopted Service				Amended		Capacity	SOT
<u></u>	Road		Roadway	State or		Volume		Background Traffic	affic	Trips	Total Trips	Osed	with
Number		Temini	Classification	Non-State	Number		Daily	1 Year	Volumes w/	Daily	Daily	with Amened	Land Use
				Road	of Lanes	Daily	Volumes	Volumes Growth %"	5 yr Growth	External	External	Trips	Change
						В	q	9	Р	9	ţ	8	ų
88	01:1	CHAFFEE RD TO GREELAND AVE	Freeway	FDOT	9	116,800	56,500	1.00%	59,382	2,151	61,533	52.77%	0
200	CHAFFEE RD	BEAVER ST TO I-10	Minor Arterial	ALI)	4	30,420	17,056	1.00%	17,926	443	18,369	80.38%	0
210	CHAFFEE RD	I-10 TO CRYSTAL SPRINGS RD	Minor Arterial	ALI0	3	16,727	18,858	1.00%	19,820	2,926	22,748	135.99%	u.
286	CRYSTAL SPRINGS RD	CHAFFEE RD TO LENOX AVE	Collector	CITY	3	14,742	8,700	8.65%	13,790	787	14,557	88.75%	0
295	CHAFFEE RD	CRYSTAL SPRINGS RD TO NORMANDY BLVD	Minor Arterial	CILY	2	17,700	12,284	13.16%	22,793	3,693	26,486	149.64%	F
286	1-10	BRANAN FIELD RD (SR 23) TO CHAFFEE ROAD	Freeway	KIID	9	29,900	33,888	%96:0	35,529	304	35,833	59.82%	0

' As determined from Trend Analysis or FDOT LOS Report BOLD Indicates Directly Accessed Segment (s) Data from City of Janksonville Road Most recent Links Status Report dated 91/2013 Data from 2012 FDOT LOS Report dated 91/2013

Major Intersections List
SIS Interchanges/
SHS Intersections
within Impact Area

# ATTACHMENT C - LAND USE APPLICATION



#### 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: 10/4/2013 Land Use Adoption Ordinance #: 2013-635 1st City Council Public Hearing: 10/8/2013 Rezoning Ordinance #: 10/10/2013 2013-636 Planning Commission's LPA Public Hearing: JPDD Application #: 2013C-018 LUZ Committee's Public Hearing: 10/15/2013 Assigned Planner: Helena Parola 2nd City Council Public Hearing: 10/22/2013

#### **GENERAL INFORMATION ON APPLICANT & OWNER**

Applicant Information:

PAUL HARDEN LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202

Ph: 904-396-5731 Fax: 904-399-5461

Email: PAUL HARDEN@BELLSOUTH.NET

Owner Information: **AUBREY EDGE** 

FIRST COAST ENERGY, LLP 7014 A.C. SKINNER PKWY, SUITE 290

JACKSONVILLE, FL 32221

**DESCRIPTION OF PROPERTY** 

4.82 Acreage: General Location:

Real Estate #(s): ON WEST SIDE OF CHAFFEE RD. S., SOUTH OF I-10 001857 0000, a portion of

Planning District: 5 12 Council District:

Development Area: SUBURBAN AREA

Between Streets/Major Features: I-10 and NORMANDY BLVD.

Address:

0 CHAFFEE RD S

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT

Current Land Use Category/Categories and Acreage:

LDR 4.82

Requested Land Use Category: CGC Surrounding Land Use Categories: CGC, LDR, MDR

Justification for Land Use Amendment:

TO DEVELOP CONSISTENT WITH SURROUNDING COMMERCIAL USES.

UTILITIES

Potable Water: COJ Sanitary Sewer COJ

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:

RR-Acre 4.82

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 - WETLANDS MAP**

