

# PROPOSED LARGE SCALE FUTURE LAND USE MAP (FLUM) AMENDMENT



## OVERVIEW

**ORDINANCE: 2013-649**

**APPLICATION: 2013A-002-3-13**

**APPLICANT: TRAVIS MOORE**

**PROPERTY LOCATION: 14557 Phillips Highway**

**Acreage: 21.12 acres**

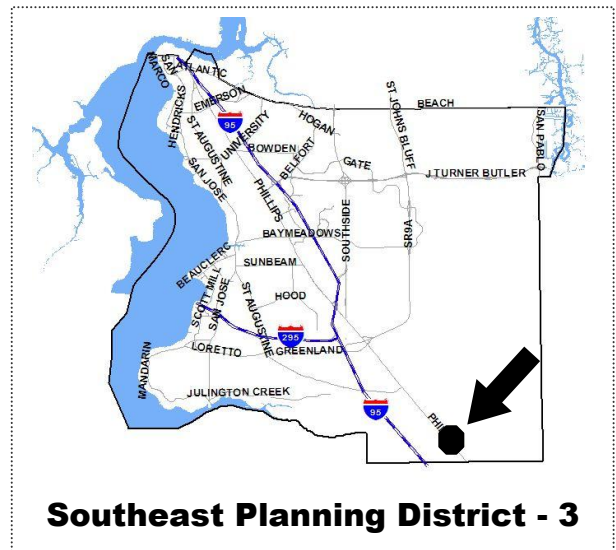
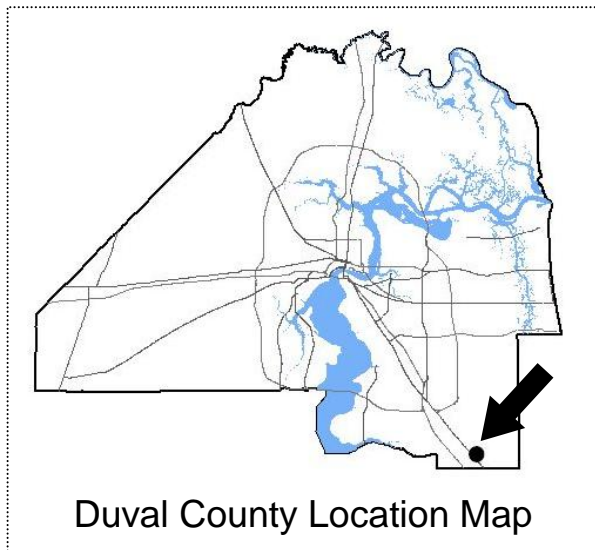
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>LDR</b>	<b>NC</b>
<b>ZONING</b>	<b>PUD</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Decrease) in Potential Floor Area
LDR	NC	5 Du/Ac (105 Units)	N/A	N/A	0.45 FAR / 413,994 Sq. Ft. Neighborhood Commercial Uses	Decrease of 105 Dwelling Units	Increase of 413,994 sq. ft. of Non-Residential Uses

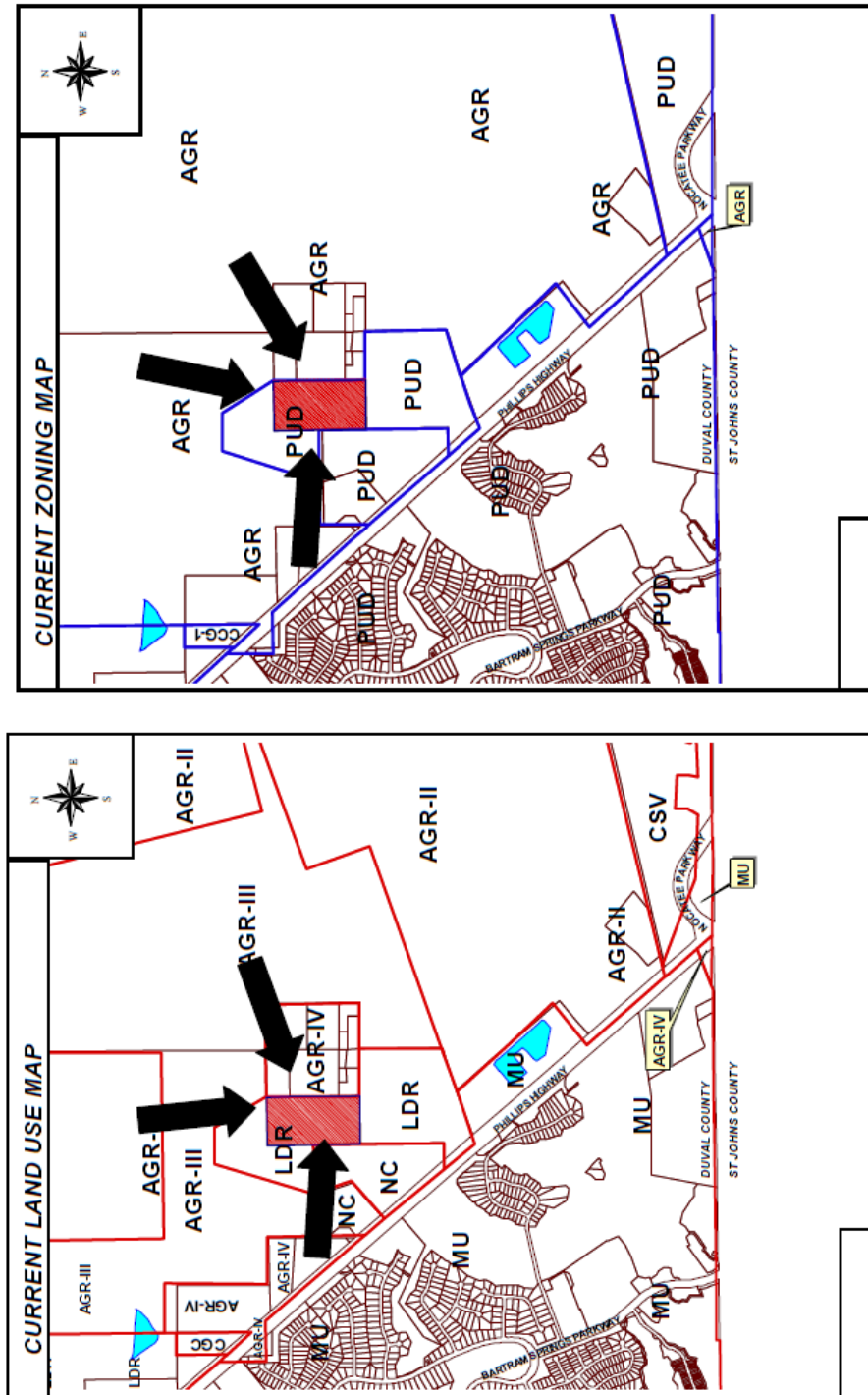
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:** Arrows point to location of proposed amendment.



# DUAL MAP

## LARGE SCALE LAND USE APPLICATION 2013A-002



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

Existing FLUM Land Use Categories: Low Density Residential (LDR)  
Requested FLUM Land Use Category: Neighborhood Commercial (NC)

## ANALYSIS

### Background:

The 21.12 acre subject property is a land locked property that has common ownership with and is adjacent to property located on Philips Highway between State Road 9B and Racetrack Road within Council District 3 and the Southeast Planning District. The property is currently used for agricultural purposes and is one of three adjoining properties under common ownership. The adjoining properties under common ownership are designated with the Neighborhood Commercial (NC) Future Land Use category and the Planned Unit Development (PUD) zoning district.

The applicant proposes an amendment to the Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to NC in order to be consistent with the adjacent parcel's land use designations under common ownership. This Large Scale Future Land Use Amendment is being considered for final adoption along with its companion rezoning, Ordinance 2013-650.

The area surrounding the subject site is vacant/agricultural to the north and east, mostly vacant with a marine construction site and a golf teaching facility along Philips Highway to the northwest, and residential to the south across Philips Highway from the site. The residential development across Philips Highway is part of the master planned Bartram Park Development of Regional Impact (DRI), which encompasses over 2,600 acres and was established in 2000.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City.

### 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.

### 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.

### **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's 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 11,581 new daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

### **School Capacity**

The proposed land use amendment from LDR to NC does not include residential development potential. Therefore, school enrollment and capacity will not be impacted by this land use amendment.

### **Wetlands**

A wetlands survey map has been prepared for the application site with the use of the City's GIS system and photogrammetric analysis. According to the survey there are two small wetland areas present on the property. These two wetlands are classified as "Cypress Swamp" and "Lake Swamp (Bottomland)" by the Florida Land Use Classification System (FLUCCS). The Cypress Swamp, located on the southwest corner of the property is approximately 0.72 acres in size. The swamp was once part of a larger wetlands system that extends to the adjacent southern property. Construction on land to the west has disturbed the hydroperiod of the wetland severely altering its high functional value to medium status. The Lake Swamp (Bottomland) is located on the northeast corner of the property and is 0.50 acres in size. The Bottomland is part of a larger wetland system the buffers a small unnamed creek flowing in a northwesterly direction. The Bottomland has an extremely high functional value and both wetland systems on the property serve in water pollution and stormwater attenuation. The Cypress Swamp is classified as a Category III Wetland while the Bottomland Wetland is a Category II Riverine Wetland system and therefore, should be preserved. Care must be taken to minimize damage to these wetlands.

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.

**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.

# IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Agricultural	Commercial
Land Use Category	LDR	NC
Development Standards For Impact Assessment	5 du/acre	.45 FAR
Development Potential	105 dwelling units	413,994 sq.ft.
Population Potential	279 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	11,581 ADT	
Water Provider	JEA	
Potential Water Impact	Decrease of 7,230 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 5,423 gallons per day	
Potential Solid Waste Impact	Increase of 389.39 tons per year	
Drainage Basin / Sub-Basin	Powers Bay Slough; Durbin Creek Stream	
Recreation and Parks	NO	
Mass Transit	On the route of The Sunshine Bus, Purple Line (St. Augustine to Avenues Mall Intercounty Connection)	
NATURAL FEATURES		
Elevations	0 feet	
Soils	Evergreen Wesconnett Complex(22); Leon Fine Sand(32)	
Land Cover	Residential, Low Density(1100); Field Crops(2150); Pine Flatwoods(4110); Cypress(6210)	
Flood Zone	NO	
Wet Lands	Mixed Wetland Hardwoods (6170); Wetland Forest Mixed(6300)	
Wild Life	NO	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 22, 2013, the required notice of public hearing signs were posted. Eight (8) notices were mailed out to adjoining property owners 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 January 28, 2013. There were no concerns or comments raised at the Preview Workshop for the proposed land use amendment.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

The proposed amendment is consistent with the following Goal, Objective and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- |               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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.                                                                                                                                                                |
| 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 3.2.6  | The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to |

residential neighborhoods in a manner that will encourage the use of local streets for non-residential traffic.

Objective 3.4 Where feasible, the City shall encourage all new developments to conform to a compact and connected growth pattern with land use diversity and improved interrelationships among living, working, shopping, education and recreational activities.

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the LDR future land use category primarily permits low density residential development in the form of single-family and multi-family dwellings at up to seven dwelling units per acre.

The NC Future Land Use Category is intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. NC uses shall generally be located in locations that are supplied with full urban services and which abut a roadway which is classified as a collector or higher on the Functional Highway Classification map. NC is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods.

The subject property is located off of Philips Highway, a Principal Arterial Roadway. Directly across Philips Highway from the subject property is the Bartram Park DRI which was established in 2000 and encompasses over 2,600 acres. Additionally, the Flagler Center DRI is located across Philips Highway and southwest of the subject property; this DRI was established in 1989 and encompasses over 900 acres. Both DRI's include established residential neighborhoods. Therefore, the neighborhood commercial land use designation aids in maintaining a compact land use pattern and helps to maintain an increasingly efficient urban service delivery system, consistent with FLUE Policy 1.1.22, Goal 3 and Objective 3.2. The proximity of uses also supports FLUE Objective 3.4 by promoting a compact and connected growth pattern that improves the relationship between living, working and shopping.

In accordance with the locational requirements of the NC Future Land Use Category and FLUE Policy 3.2.6, the proposed amendment to NC is located off of a Principal Arterial Roadway. Additionally, since the subject site is within one half of a mile of two DRIs with large residential components, the amendment is also consistent with the general intent of the NC Future Land Use Category which is to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods to reduce the number of vehicle miles traveled.

## **US 1 Corridor Plan**

The subject site falls near the boundaries of the US 1 Corridor Plan which supports commercial development along Philips Highway but emphasizes an aesthetic review. However, the Plan addresses uses that directly abut the US 1 Corridor. This particular property is landlocked and adjoins property of the same owner. When the adjoining



properties under common ownership move forward with site design, recommendations from the US 1 Corridor Study will be incorporated into the project.

## **Vision Plan**

The application site lies within the Southeast Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan does identify a summary of recommendations for future planning efforts in the vision plan area. Recommendations for redevelopment and infill along this portion of Philips Highway and reducing vehicle miles traveled are suggested. The proposed land use change to Neighborhood Commercial provides the opportunity to achieve these vision plan goals, thereby illustrating the proposed land use amendment's consistency with the Southeast Jacksonville Vision Plan.

## **Strategic Regional Policy Plan**

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

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 Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

## **State Comprehensive Plan Consistency**

The proposed amendment is consistent with the following Policy of the State Comprehensive Plan, Land Use Element:

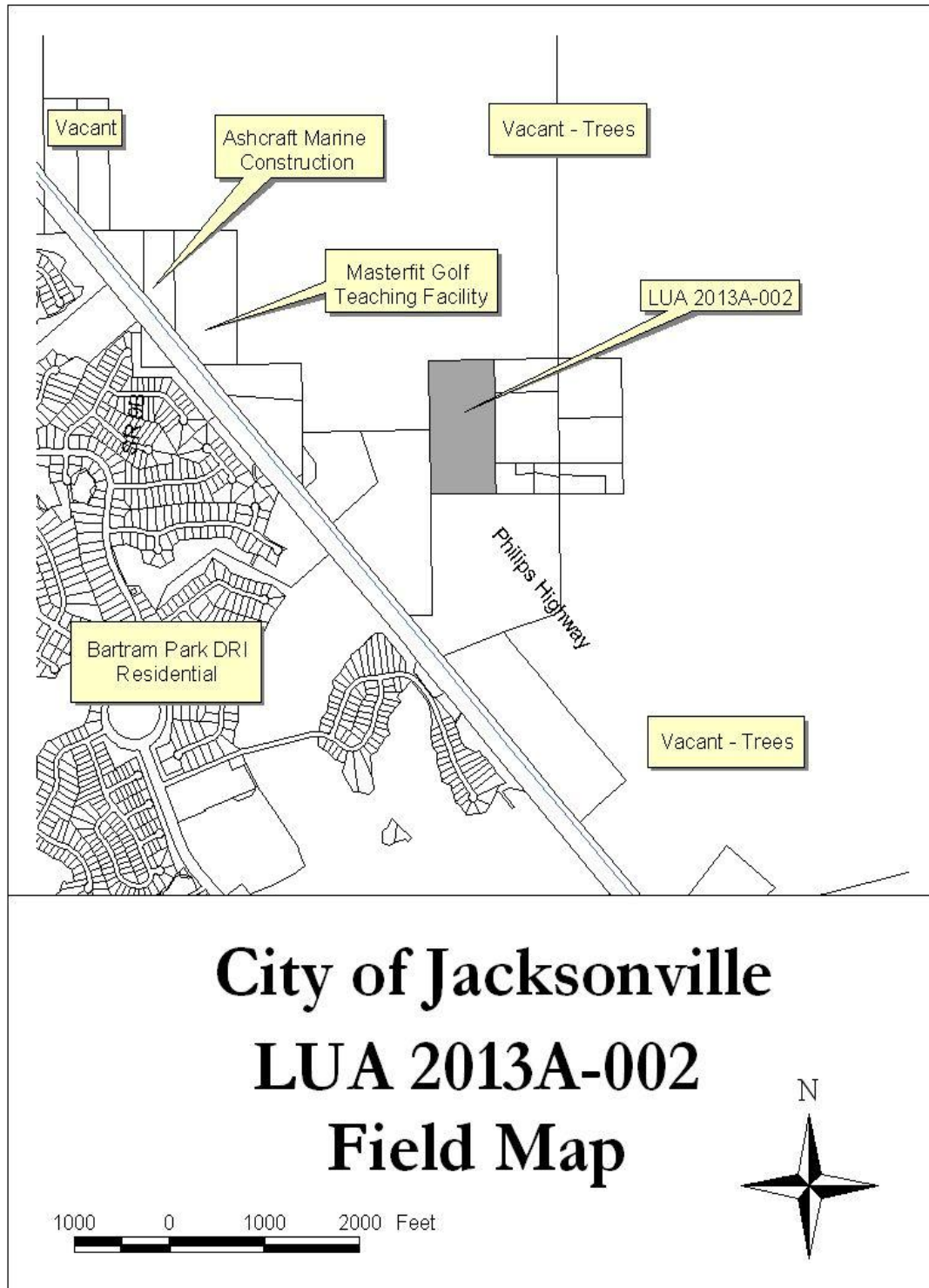
187.201(15)(b)(1) F.S.     Promote state programs, investments, and development and redevelopment activities which encourage efficient development and occur in areas which will have the capacity to service new population and commerce.

The proposed land use amendment is located off of a principal arterial roadway (Philips Highway) which will encourage efficient development in an area that has the capacity to service new population and commerce. Therefore, the proposed amendment is consistent with Florida Statute 187.201(15)(b)(1).

## **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

Produced by: Planning and Development Department LB  
 Application Number: 2013A-002  
 Ordinance Number: \_\_\_\_\_ Date 2/11/2013

**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	21.12							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 / PUD	21.12	210	105	DUs	$\ln(T) = 0.92\ln(X) + 2.72$	110	0.00%	0.00%	110	
					$\ln(T) = 0.90\ln(X) + 0.51$	1,098	0.00%	0.00%		1,098
Total Section 2									110	1,098

### 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
NC / PUD	21.12	820	413,994	1,000 SF of GLA	$\ln(T) = 0.67\ln(X) + 3.31 / 1000$	1,552	0.00%	25.85%	1,151	
					$\ln(T) = 0.65\ln(X) + 5.83/1000$	17,099	0.00%	25.85%		12,679
Total Section 3									1,151	12,679
Net New Trips = Section 3 - Section 2 - Section 1									1,041	11,581

Source: Trip Generation, 9th Edition, ITE

# ATTACHMENT B - TRAFFIC ANALYSIS (CONTINUED)

Produced by: **Planning and Development Department** LB  
 Application Number: **2013A-002**  
 Ordinance Number: \_\_\_\_\_ 0 Date **2/11/2013**

**Table B**

## Net New Daily External Trip Distribution

a 1,041	b 11,581	= Total Net New External Trips (Table A)	c	(b*c)	(a*c)
Link ID Number	Roadway Name	From / To	Percent of Total Net New Daily Amendment Trips	Net New Daily External Amendment Trips	Net New Peak Hour External Amendment Trips
8	PHILIPS HWY (SR 5)	ST. JOHNS COUNTY LINE TO OLD ST AUGUSTINE RD	72.08%	8,348	750

**BOLD** Indicates Directly Accessed Segment(s)

Produced by: **Planning and Development Department** LB  
 Application Number: **2013A-002**  
 Ordinance Number: \_\_\_\_\_ 0 Date **2/11/2013**

**Table C**

## Roadway Link Analysis

Link ID Number	Road Name	Termini	Roadway Classification	State City Road	Number of Lanes	Adopted Service Volume	Peak Hour Background Traffic			Amended Trips Daily Trips	Total Trips PM Pk Hour	Percent Capacity Used with Amended Trips
						Daily Volumes	1 Year Growth %*	Volumes w/ 5 yr Growth				
						a	b	c	d	e	f	g
8	PHILIPS HWY (SR 5)	ST. JOHNS COUNTY LINE TO OLD ST AUGUSTINE RD	HIGHWAY	State	4	64,300	30,500	1.00%	32,056	8,348	40,403	62.84%

\* 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 9/1/2012

## Major Intersections List

SIS Interchanges/ SHS Intersections within Impact Area



## ATTACHMENT C – WETLAND MAP



## **ATTACHMENT D – Land Use Amendment Application**



### **APPLICATION FOR LARGE SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN**

Date Submitted:	12/14/12	Date Staff Report is Available to Public:	10/4/13
Land Use Adoption Ordinance #:	2013-649	1st City Council Public Hearing:	10/8/13
Rezoning Ordinance #:	2013-650	Planning Commission's LPA Public Hearing:	10/10/13
JPDD Application #:	2013A-002	LUZ Committee's Public Hearing:	10/15/13
Assigned Planner:	Helena Parola	2nd City Council Public Hearing:	10/22/13

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

**Applicant Information:**  
TRAVIS MOORE  
FRAPAG POWERS BAY, LLC  
822 A1A NORTH  
PONTE VEDRA BEACH, FL 32082  
Ph: 904-631-4254  
Fax: 904-280-8242  
Email: TMOORE@FRAPAG.COM

**Owner Information:**  
TRAVIS MOORE  
FRAPAG POWERS BAY, LLC  
822 A1A NORTH  
PONTE VEDRA BEACH, FL 32082  
Ph: 904-631-4254  
Fax: 904-280-8242

#### **DESCRIPTION OF PROPERTY**

Acreage: 21.12  
Real Estate #(s): 168109 0000

**General Location:**  
PHILLIPS HIGHWAY BETWEEN RACETRACK ROAD AND SR 9B  
IN SE DUVAL COUNTY

Planning District: 3  
Council District: 13  
Development Area: SUBURBAN / REA  
Between Streets/Major Features:  
RACETRACK ROAD and SR 9B CONNECTOR

**Address:**  
14557 PHILLIPS HWY

#### **LAND USE AMENDMENT REQUEST INFORMATION**

Current Utilization of Property: AGRICULTURAL  
Current Land Use Category/Categories and Acreage:  
LDR 21.12

Requested Land Use Category: NC  
Justification for Land Use Amendment:

Surrounding Land Use Categories: AGR-III, AGR-IV, LDR, NC

TO UNIFY LAND USE AND ZONING ON PROPERTIES HELD UNDER COMMON OWNERSHIP TO ALLOW FOR APPROPRIATE DEVELOPMENT OF THIS PROPERTY IN CONJUNCTION WITH THE ONLY PARCELS THAT PROVIDE LEGAL ACCESS TO THE SITE.

#### **UTILITIES**

Potable Water: JEA

Sanitary Sewer: JEA

#### **COMPANION REZONING REQUEST INFORMATION**

Current Zoning District(s) and Acreage:  
PUD 21.12

Requested Zoning District: PUD

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