



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

## OVERVIEW

**ORDINANCE: 2019-604**

**APPLICATION: L-5387-19C-4-10**

**APPLICANT: PAUL HARDEN, ESQ**

**PROPERTY LOCATION: 5111 Firestone Road, 0 Salk Avenue and 7165 Salk Avenue**

**Acreage: 1.9**

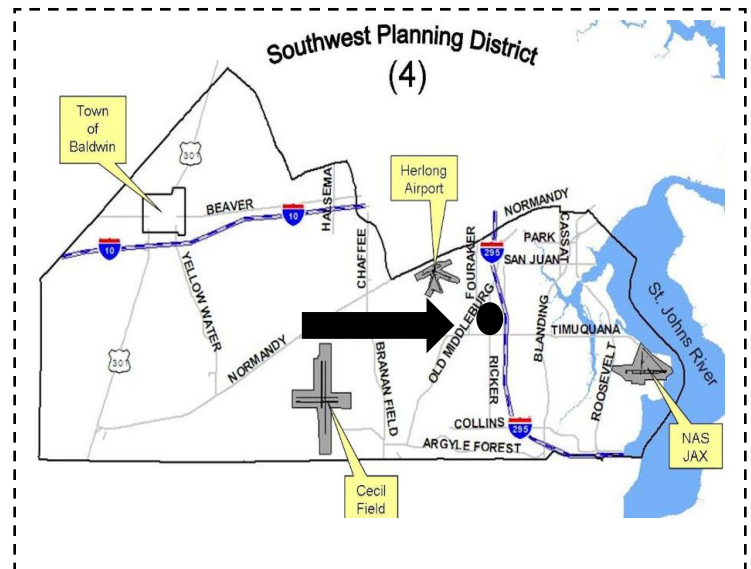
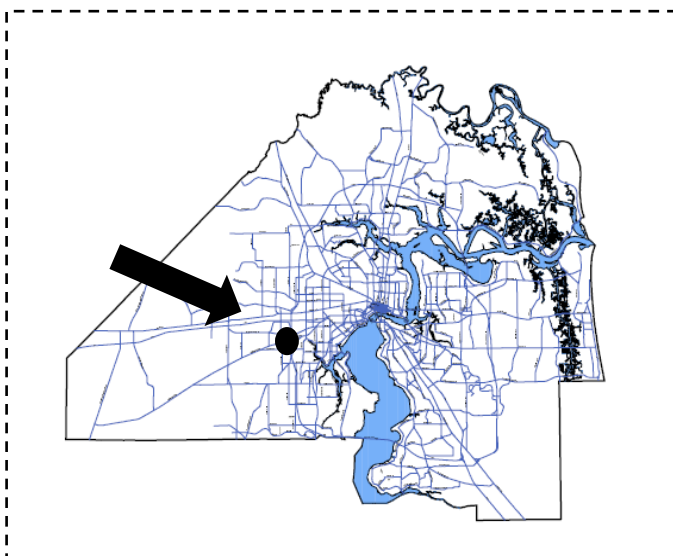
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>MDR</b>	<b>CGC</b>
<b>ZONING</b>	<b>RMD-A and CO</b>	<b>CCG-1</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
MDR	CGC	29 DU (15 Du per acre)	N/A	N/A	28,967 sq. ft. (0.35 FAR)	Decrease 29 DU	Increase 28,967 sq. ft.

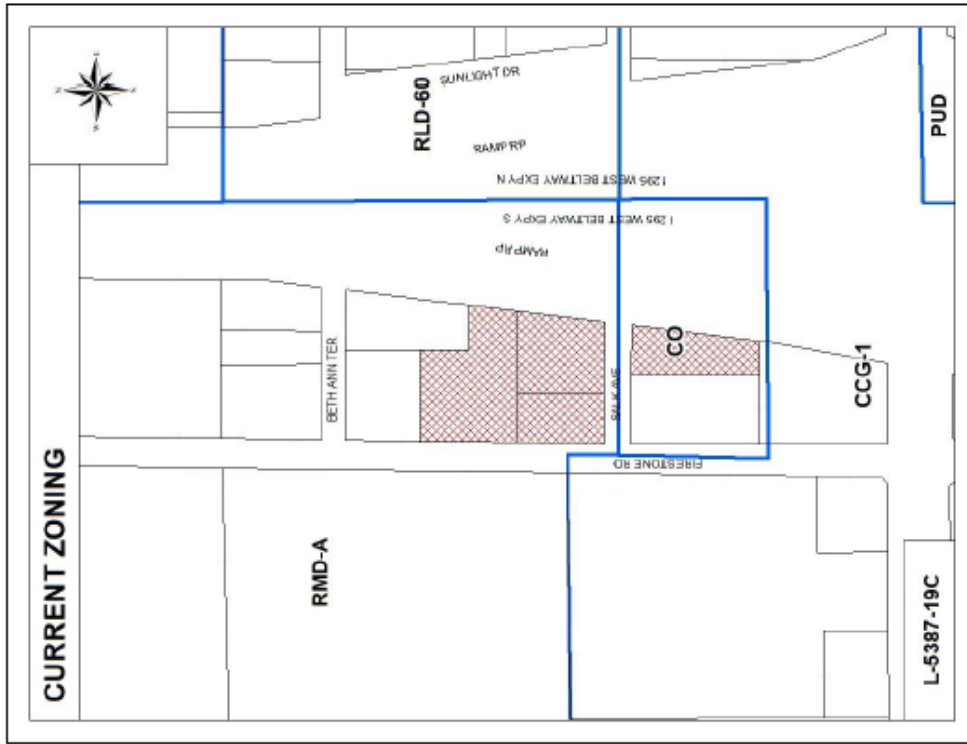
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



# DUAL MAPS

## SMALL SACALE LAND USE APPLICATION L5387-19C



# ANALYSIS

## Background:

The 1.9 acre land use amendment site is comprised of three lots located along the east side of Firestone Road, a collector roadway, just north of 103<sup>rd</sup> Street and abutting I-295 on the east side and the land use application is. The property is located within the Urban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Council District 10, and within the boundaries of the Southwest Jacksonville Vision Plan.

The applicant proposes a future land use map amendment from Medium Density Residential (MDR) to Community/General Commercial (CGC) and a rezoning from Residential Medium Density-A (RMD-A) and Commercial Office (CO) to Commercial Community General-1 (CCG-1) to develop the property with general commercial uses. The zoning application includes an additional parcel to the south that is already in the CGC land use category for a total site area of 2.37 acres. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-605.

The property is located 0.1 miles north of the intersection of 103<sup>rd</sup> Street and Firestone Road and the 103<sup>rd</sup> Street and I-295 interchange. Commercial uses in the CGC land use and CCG-1 zoning district line both sides of 103<sup>rd</sup> Street and form a commercial node around the 103<sup>rd</sup> Street and Firestone Road intersection. Sidewalks are located along the east side of Firestone Road. Directly across from the subject site is a mini storage building and a church. North of the subject site are residential single-family homes.

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

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-A	Single family
South	CGC	CO	Office
East	MDR	RMD-A	I-295 off ramp
West	MDR	RMD-A and CCG-1	Church, mini storage

## Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16,

*Development Standards for Impact Assessment.* These standards produce development potentials as shown in this Section.

### **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA availability letter dated June 21, 2019 with the companion rezoning application indicating that the site has access to centralized water and sewer infrastructure which runs along Firestone Road.

Infrastructure Element, Sanitary Sewer Sub-Element (IE-SS)

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 1,045 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 Transportation Element (TE) 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.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy 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 6.

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 6 is **0.55**.

The proposed land use amendment based on impact assessment standards has the development potential of 28,967 SF of commercial space and generating approximately 1,257 daily vehicular trips onto the roadway network. Subject site is accessible via Firestone Road, a 2-lane collector roadway, and operating at 0.46 of its capacity. The Transportation Planning Division recommends that a traffic operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity

area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

#### Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

#### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

#### IE-AR Policy 1.2.8

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

#### **Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 300', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

#### Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

# IMPACT ASSESSMENT

## IMPACT ASSESSMENT

L-5387-19C

DEVELOPMENT ANALYSIS		
Development Boundary	Urban Area	
Roadway Frontage Classification	Collector	
Plans/Studies	Southwest Vision Plan	
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Commercial
Land Use/Zoning	MDR/RMD-A and CO	CGC/CCG-1
Development Standards For Impact Assessment	15 DU per acre	0.35 FAR
Development Potential	29 DU	28,967 sq. ft.
Population Potential	65 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	X 300ft	
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 0-4 inches	
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	1,045 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 5,132 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 3,849 gallons per day	
Potential Solid Waste Impact	Decrease of 26.45 tons per year	
Drainage Basin / Sub-Basin	Ortega River/ Fishing Creek	
Recreation and Parks	Melvin Park	
Mass Transit	Route 5	
NATURAL FEATURES		
Elevations	61ft	
Land Cover	1100 Residential low density	
Soils	32 Leon fine sand	
Floodzone	N/A	
Wetlands	N/A	
Wildlife (sites greater than 50 acres)	N/A	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 26, 2019, the required notices of public hearing signs were posted. Sixty- six (66) 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 Information Meeting was held on September 11, 2019. No members of the public attended.



## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives, and Policies of the *2030 Comprehensive Plan*:

#### Future Land Use Element (FLUE)

**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 proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

**Policy 1.1.5** The amount of land designated for future development should provide for a balance of uses that:



- A. Fosters vibrant, viable communities and economic development opportunities;
- B. Addresses outdated development patterns;
- C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

- Policy 1.1.10      Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- 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 3.2.4      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.
- Policy 3.2.13      The City shall encourage commercial uses at interstate interchanges to use site design measures which serve to unify the projects by such techniques as cross access and interconnectivity. The site design measure should minimize impacts to surrounding areas.
- Policy 3.2.7      The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- Objective 6.3      The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Currently the site has a Medium Density Residential (MDR) land use designation. According to the Future Land Use Element (FLUE), MDR in the Urban Area is intended to provide compact low to medium density mixed use development.

According to the FLUE, CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Plan amendment requests for new

CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as arterial or higher on the Functional Highway Classification Map.

The proposed amendment results in a logical extension of the abutting CGC land use to the south and facilitates a land use pattern that is compatible and appropriate for a site adjacent to I-295 and located in close proximity to the access ramp. The proposed amendment will not encourage through traffic into nearby residential neighborhoods as site access is from Firestone Road, a collector road. Therefore, the amendment is consistent with FLUE Objectives 1.1 and 3.2 and Policies 1.1.5, 3.2.1, 3.2.4 and 3.2.13.

In conformance FLUE Policies 1.1.10 and 3.2.4 the land development regulations will require landscape buffers, visual barriers and building setbacks adjacent to residential uses and zoning districts.

The amendment would assist in facilitating new infill development and redevelopment on the vacant, bypassed and underutilized land in an area that already has infrastructure and utilities. Therefore, the proposed amendment aids in maintaining the character of the surrounding area consistent with FLUE Policies 1.1.10, 3.2.4, 3.2.7 and Objective 6.3.

The proposed land use amendment of CGC would allow for additional employment and commerce opportunities for the area's residential community while continuing to promote the viability of an existing commercial area, as illustrated by the site's proximity to 103<sup>rd</sup> Street and Interstate 295. Therefore, the proposed amendment is consistent with FLUE Objectives 1.1 and 3.2 and Policies 3.2.7 and 1.1.5.

### **Southwest Vision Plan**

The amendment site is located in the "suburban area" of the Southwest Vision Plan, which describes the prevailing pattern of development as an area of lower-density pockets of contemporary housing and freestanding retail nodes being auto-oriented. The Plan states development in this area should be mainly residential, but also have some retail uses in appropriate locations. Therefore, the proposed amendment is consistent with the Southwest 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.

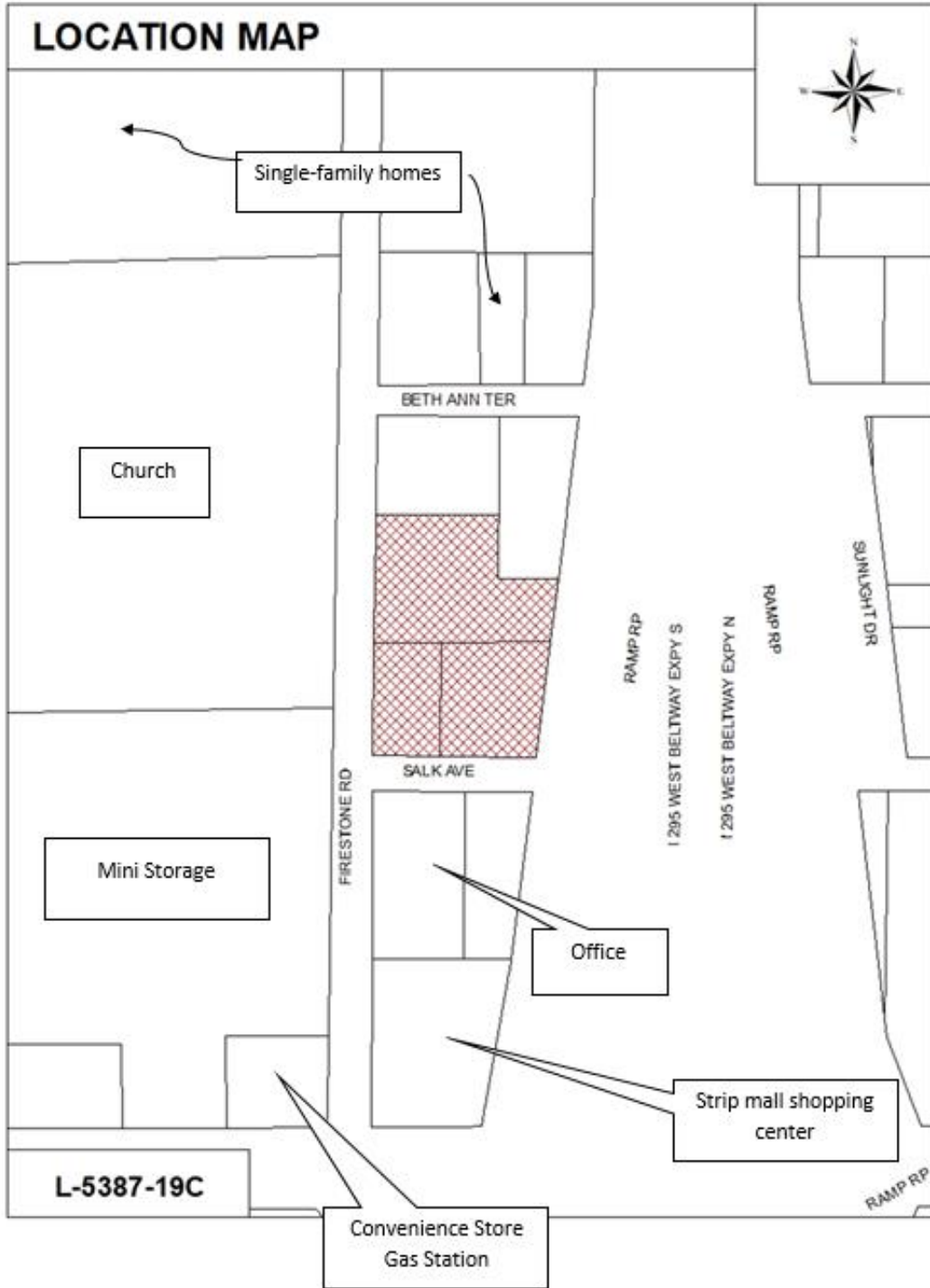
The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

## RECOMMENDATION

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

# ATTACHMENT A

## Existing Land Utilization:



## ATTACHMENT B

### Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5387-19C, located along Salk Avenue and Firestone Road, west of I-295 West Beltway, in the Urban Development Area of Jacksonville, Florida. The subject site has multiple parcels with an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) on approximately 1.90 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing MDR land use category development impact assessment standard is 15 multi-family dwelling units per acre, resulting in a development potential of 29 apartments (ITE Land Use Code 220), generating 212 new daily vehicular trips. The proposed the CGC land use category development impact assessment standards result in a development potential of 28,967 SF of commercial space (ITE Land Use Code 820), generating 1,257 new daily vehicular trips. This will result in 1,045 net new daily vehicular trips if the land use is amended to allow for CGC development, as shown in Table A.

<b>Table A</b>						
<b>Trip Generation Estimation</b>						
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
MDR	220	29 MF Dus	T = 7.32 (X)	212	0.00%	212
					<b>Total Section 1</b>	<b>212</b>
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	28,967 SF	T = 84.46 (X) / 1000	2,447	48.62%	1,257
					<b>Total Section 2</b>	<b>1,257</b>
					<b>Net New Daily Trips</b>	<b>1,045</b>

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

## **ATTACHMENT B (continued)**

### **Additional Information:**

**Objective 2.4** of the Transportation Element (TE) 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.

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# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
<b>Date Submitted:</b>	6/18/19	<b>Date Staff Report is Available to Public:</b>	9-13-19
<b>Land Use Adoption Ordinance #:</b>	2019-604	<b>Planning Commission's LPA Public Hearing:</b>	9-19-19
<b>Rezoning Ordinance #:</b>	2019-605	<b>1st City Council Public Hearing:</b>	9-24-19
<b>JPDD Application #:</b>	L-5387-19C	<b>LUZ Committee's Public Hearing:</b>	10-1-19
<b>Assigned Planner:</b>	Jody McDaniel	<b>2nd City Council Public Hearing:</b>	10-8-19
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<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b>		<b>Owner Information:</b>	
PAUL HARDEN		LISA DUNCAN	
LAW OFFICE OF PAUL M. HARDEN		DUNCAN WILLIAM A JR TRUST	
501 RIVERSIDE AVENUE, SUITE 901		8906 TRILBY AVE	
JACKSONVILLE, FL 32202		JACKSONVILLE, FL 32210	
Ph: 9043965731			
Fax: 9043995461			
Email: PAUL_HARDEN@BELLSOUTH.NET			
<hr/>			
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	1.90	<b>General Location:</b>	WEST OF I-295, NORTH OF 103RD ST
<b>Real Estate #(s):</b>	014344 0000		
	014345 0000		
	014359 0010		
<b>Planning District:</b>	4	<b>Address:</b>	5111 FIRESTONE RD
<b>Council District:</b>	10		0 SALK AVE
<b>Development Area:</b>	URBAN AREA		
<b>Between Streets/Major Features:</b>	I-295 and FIRESTONE RD		
<hr/>			
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT LAND			
<b>Current Land Use Category/Categories and Acreage:</b>			
	MDR		1.90
<b>Requested Land Use Category:</b>	OGC	<b>Surrounding Land Use Categories:</b>	OGC, MDR
<b>Applicant's Justification for Land Use Amendment:</b>			
TO DEVELOP THE SITE WITH COMMERCIAL GENERAL USES.			
<hr/>			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b>	JEA	<b>Sanitary Sewer</b>	JEA
<hr/>			
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b>			
	RMD-A		1.90, CO 0.47
<b>Requested Zoning District:</b>	COG-1		
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

# ATTACHMENT D

Aerial:

