

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



**OVERVIEW**

**ORDINANCE: 2015-844**

**APPLICATION: 2015C-024-1-8**

**APPLICANT: CHARLES L. MANN**

**PROPERTY LOCATION:** Northwest corner of Martin Luther King, Jr. Parkway and 20<sup>th</sup> Street West

**Acreeage:** 0.30

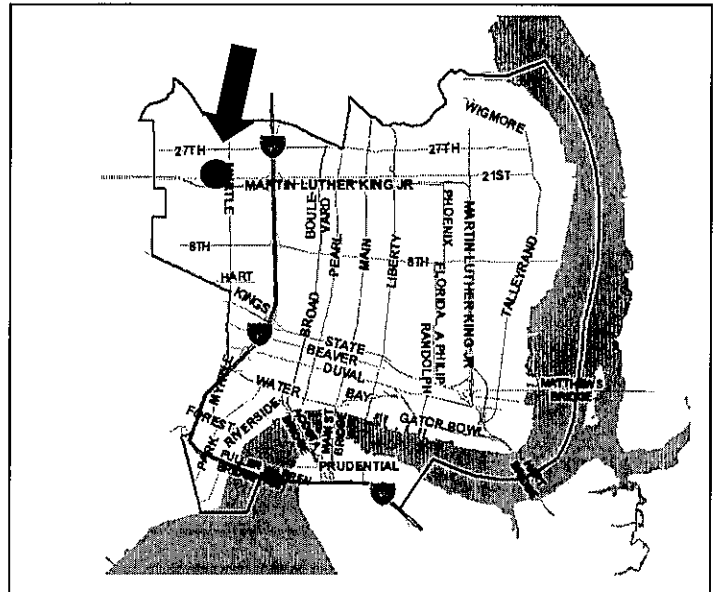
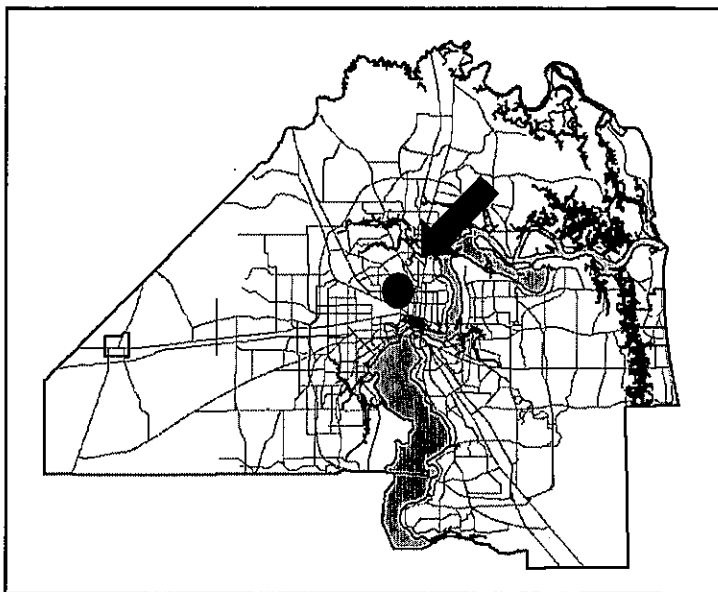
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>LDR</b>	<b>CGC</b>
<b>ZONING</b>	<b>PUD</b>	<b>CCG-1</b>

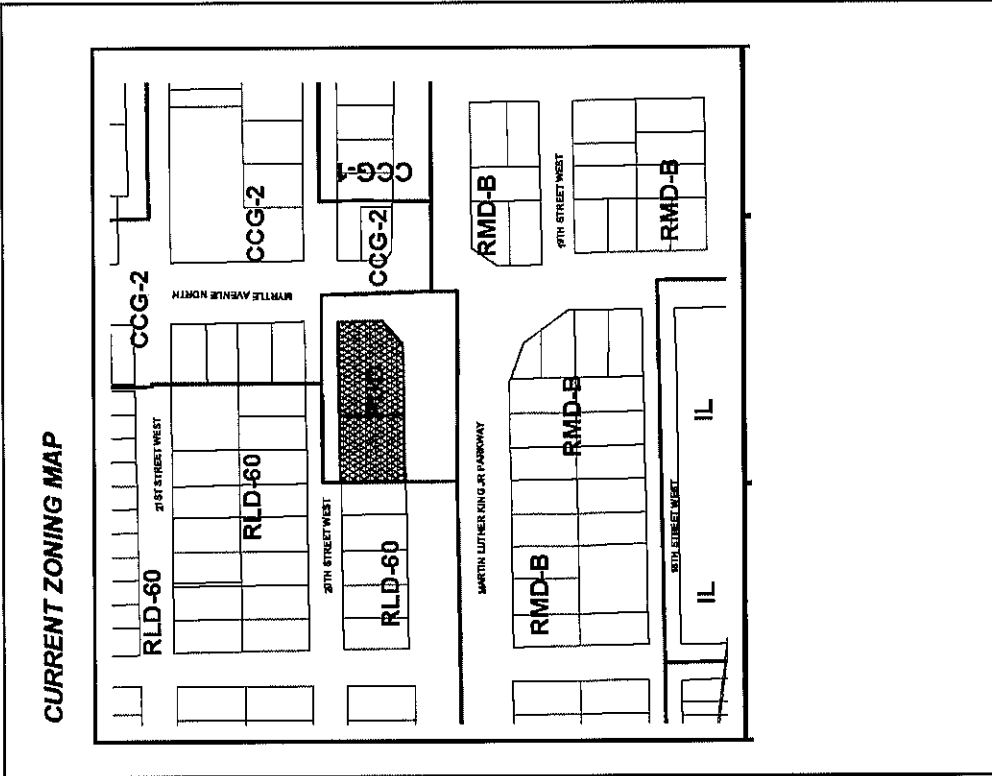
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	1 DU (5 DU/acre)	N/A	N/A	4,573 sq. ft. (0.35 FAR)	Decrease of 1 DU	Increase of 4,573 sq. ft.

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

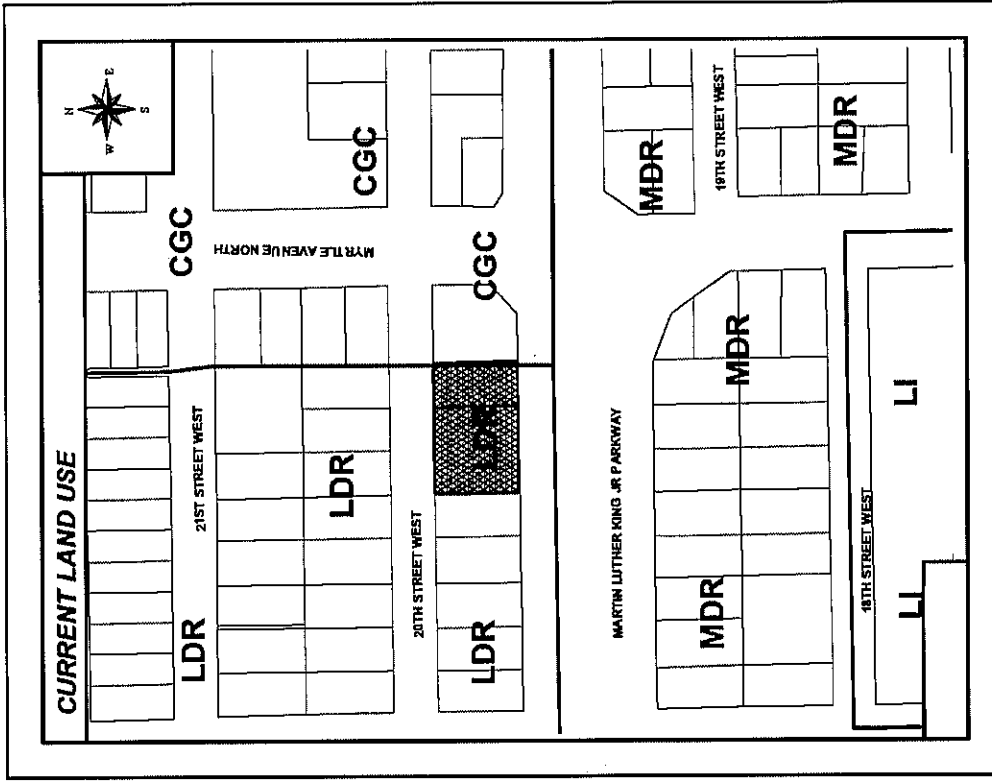
**LOCATION MAPS:** Arrows point to location of proposed amendment.



**SMALL SCALE LAND USE APPLICATION 2015C-024**



**Current Zoning District(s):** Planned Unit Development (PUD)  
**Requested Zoning District(s):** Commercial Community/ General -1 (CCG-1)



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

## ANALYSIS

### **Background:**

The 0.30 acre amendment site is located on the south side of 20<sup>th</sup> Street West, the north side of Martin Luther King, Jr. Parkway and west of Myrtle Avenue. The application site is within the 29<sup>th</sup> & Chase Neighborhood Action Plan area in Council District 8 and the Urban Core Planning District. Currently, the subject property includes a single family house on the western portion; the rest of the property is vacant.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/ General Commercial (CGC) and a rezoning from Planned Unit Development (PUD) to Commercial Community/General-1 (CCG-1). The companion rezoning includes a larger area encompassing the lot that fronts Myrtle Avenue which is already within the CGC land use category. The companion rezoning is pending concurrently with this land use amendment pursuant to Ordinance 2015-845.

The subject site is located one property west of the intersection of 20<sup>th</sup> Street West and Myrtle Avenue and in the northwest quadrant of the signalized intersection of Myrtle Avenue and Martin Luther King, Jr. Parkway. The area immediately surrounding the amendment property primarily consists of single family residential with commercial uses fronting Myrtle Avenue. CGC land use runs north and south along Myrtle Avenue, north of Martin Luther King, Jr. Parkway. Some of the existing commercial buildings are vacant while others have active businesses. Sidewalks are located on both sides of 20<sup>th</sup> Street West and on both sides of Myrtle Avenue. Abutting the subject site to the south is Martin Luther King Parkway, a six lane principal arterial roadway according to the Functional Highway Classification Map. While the site is located off of a high speed principal arterial roadway, there is no access to the property from Martin Luther King, Jr. Parkway; the subject site is fenced along this right-of-way. The amendment site is accessed through 20<sup>th</sup> Street West, a local road. Attachment A provides a detailed picture of existing development patterns for the immediate area.

According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Priority Development Area. The proposed development plan for commercial uses does not include residential uses so school enrollment will not be impacted by this proposed amendment.

### **Impacts and Mitigation:**

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 94 net new daily external trips and 5 PM peak hour 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. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

### **Airport Environ Zones**

The site is located within a 500-foot Civilian Height and Hazard Zone. Zoning will limit development to a maximum height of less than 500', 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).

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

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Commercial Uses
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU/acre	0.35 FAR
Development Potential	1 DU	4,573 sf
Population Potential	2 people	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	500 ft Civilian Height	
Industrial Preservation Area		X
Cultural Resources		X-Low
Archaeological Sensitivity		X-Low
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	94 net new daily external trips and 5 PM peak hour trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 37.35 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 28.013 gallons per day	
Potential Solid Waste Impact	Increase of 4.71 tons per year	
Drainage Basin / Sub-Basin	Moncrief Creek Stream	
Recreation and Parks	No	
Mass Transit	JTA Bus Routes: Local Route 12 on Myrtle; Nearby Frequent Route 3	
<b>NATURAL FEATURES</b>		
Elevations	25 feet	
Soils	69-Urban Land; 73-Urban Land-Mascotte-Sapalo complex, 0 to 2 percent slopes	
Land Cover	1300-Residential, high density	
Flood Zone	None	
Wet Lands	None	
Wild Life	None	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 9, 2015, 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 Planning and Development Department held a Citizen's Information Meeting on January 4, 2016. There was one speaker in opposition who was concerned about potential commercial uses causing an increase in noise, flooding, and rodents. The speaker was also concerned that the change in use of the land would increase the property taxes of the surrounding residential properties.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

The proposed amendment is **inconsistent** with the following Goal and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- 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.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- 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 4.1.8B The City shall evaluate all proposed amendments to the comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the LDR land use category permits housing densities up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the

predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations.

The CGC Future Land Use Category is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods. Development that includes residential uses is preferred to provide support for commercial and other uses.

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 an arterial or higher on the Functional Highway Classification Map. Along the northern side of the property, 20<sup>th</sup> Street West is classified as a local road; along the southern side of the property, Martin Luther King, Jr. Parkway is classified as a principal arterial road. While the proposed amendment is consistent with the CGC Future Land Use Category preference for new designations abutting a roadway designated as an arterial or higher, it should be noted that the property is fenced along the Martin Luther King, Jr. Parkway side of the property with no possible access; access to the property is from 20<sup>th</sup> Street West. Commercial uses could introduce traffic into a residential area which is in conflict with FLUE Policy 3.2.4. The subject site is located in the Urban Core Planning District, in an area with access to full urban services with bus stops and sidewalks within walking distance of the proposed amendment.

The CGC land use designation is an extension of the existing CGC demarcation lines located on the eastern boundary line of the subject property; however, the extension of commercial uses down 20<sup>th</sup> Street West would encroach on the single family residential area negatively affecting the character of the existing residential neighborhood. Additionally, a portion of the property includes an existing single family residential structure; the application of this property for commercial uses would diminish the residential nature of the neighborhood. The character of the residential area would not be protected and land use transitions would not be achieved creating an incompatible land use pattern with the surrounding area which is inconsistent with FLUE Goal 1 and Polices 1.1.10, 3.1.3 and 3.2.4.

The proposed amendment as submitted does not promote the goals and objectives of the 29<sup>th</sup> & Chase Neighborhood Action Plan (NAP). The NAP recommends against commercial encroachment in residential areas. The proposed amendment has been reviewed against these plans and has been found to be in conflict with the goals and objectives of this plan and as such the amendment is not in compliance with FLUE Policy 4.1.8B.

If the legal description for the land use change to CGC was reduced to only include vacant lot 3, the most eastern portion of the amendment property (see map on page 11) then the proposed amendment would be **consistent** with the following Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- 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 3.2.7      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.
  
- Policy 4.1.8B      The City shall evaluate all proposed amendments to the comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

The CGC land use designation is an extension of the existing CGC demarcation lines on the eastern boundary of the subject property. Consistency with the Comprehensive Plan could be attained if the legal description for the land use change to CGC was reduced to only include the most eastern portion of the amendment property (the vacant lot 3) as opposed to the current property boundaries which include a single family residential structure. Amending the eastern portion of the subject site (vacant lot 3, approximately 0.09 acres in size) to CGC is compatible with the character of the adjacent uses that front Myrtle Avenue and promotes the viability of existing commercial along Myrtle Avenue fulfilling FLUE Objective 3.2 and Policy 3.2.1. Re-establishing commercial activity along Myrtle Avenue aids in maintaining the character of the surrounding area consistent with FLUE Policy 3.2.7.

The proposed amendment continues to promote and sustain the viability of the existing commercial area fronting Myrtle Avenue and encourages use of an underutilized property achieving FLUE Objectives 3.2 and 6.3.

If the legal description of the proposed amendment was reduced to include only the vacant lot 3, then the existing residential land use pattern and character would be maintained, therefore,



promoting the goals and objectives of the 29<sup>th</sup> & Chase Neighborhood Action Plan (NAP) and in compliance with FLUE Policy 4.1.8B.

### **29<sup>th</sup> & Chase Neighborhood Action Plan (Ord. 2004-1301)**

The subject property is located within the boundaries of the 29<sup>th</sup> & Chase Neighborhood Action Plan (NAP). The overall purpose of the plan is to build upon the assets of the area, including its rich history and architecturally significant housing stock, and to create a revitalization strategy for the community. The 29<sup>th</sup> & Chase Study Area boundaries are defined by the railroad tracks to the north, I-95 to the east, Martin Luther King, Jr. Parkway to the south and Canal Street to the West. The proposed amendment site is located within the Moncrief Park Neighborhood of the 29<sup>th</sup> & Chase NAP.

The proposed amendment to CGC would diminish the existing residential uses and housing stock. The NAP projects the Myrtle Avenue corridor as part of a mixed use commercial center with the existing residential uses supporting the commercial corridor and continuing the historical patterns of growth. While the study looks to promote the restoration of the commercial corridors to attract new businesses and new residents, the study looks to preserve the character of the neighborhood which is reflected in its housing stock and current residential areas. The proposed amendment as proposed would allow commercial uses to encroach on this single family neighborhood and is in conflict with the goals and objectives of this plan, and as such, the amendment is not in compliance with FLUE Policy 4.1.8B.

### **Strategic Regional Policy Plan**

The proposed land use 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.

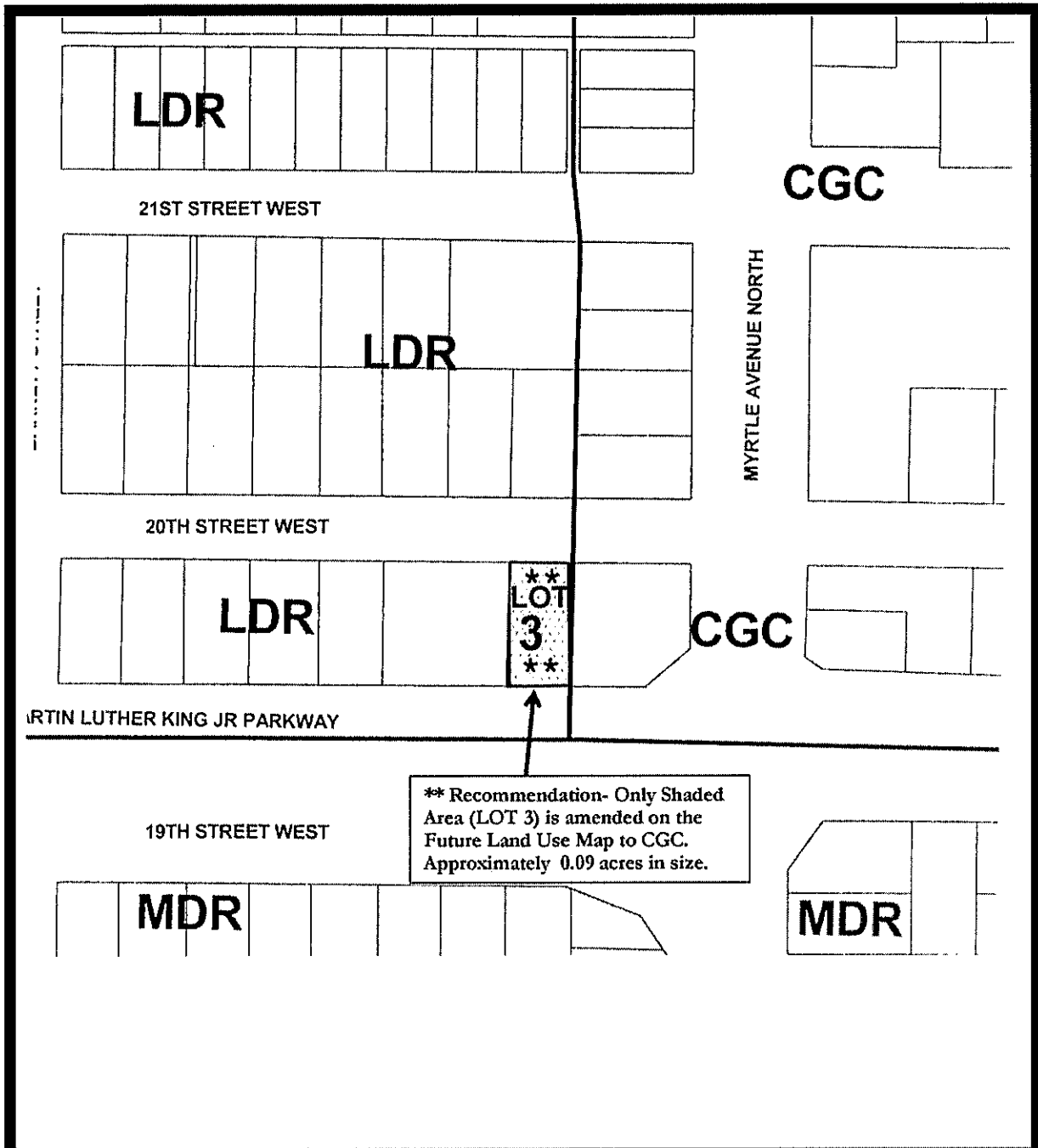
## RECOMMENDATION

The Planning and Development Department recommends **DENIAL** of this application based on its **inconsistency** with the 2030 Comprehensive Plan and the 29<sup>th</sup> & Chase Neighborhood Action Plan.

Please Note: The Planning and Development Department finds that consistency with the Comprehensive Plan and the 29<sup>th</sup> & Chase NAP would be attained if the legal description for the land use change to CGC was reduced to only include the most eastern portion of the amendment property (vacant lot 3, approximately 0.09 acres in size), as opposed to the current property boundaries which include the lot with a single family residential structure. Lot 3 within the property boundaries is currently vacant and is contiguous to the existing CGC land use fronting Myrtle Avenue. A boundary change to the amendment would eliminate conflicts with the 2030 Comprehensive Plan and the 29<sup>th</sup> & Chase NAP.

As described, a change to the legal description for a reduction in the proposed CGC land use would continue to maintain compatible land use patterns and protect the neighborhood from potential negative impacts. The revised CGC boundary would be consistent with the character of the adjacent uses and promote the viability of commercial along Myrtle Avenue. The existing residential character would be maintained fulfilling FLUE Goal 1 and Policies 1.1.10, 3.1.3 and 3.2.4 and the 29<sup>th</sup> & Chase NAP.

Please see proposed revised boundary description map on the next page below to better understand which portion of the property would be consistent with the Comprehensive Plan and the NAP for an amendment from LDR to CGC Land Use.



**Request for Small Scale Land Use Amendment to Future Land Use Map Series**



**From: Low Density Residential (LDR)**  
**To: Community/General Commercial (CGC)**

**Planning District: 1**

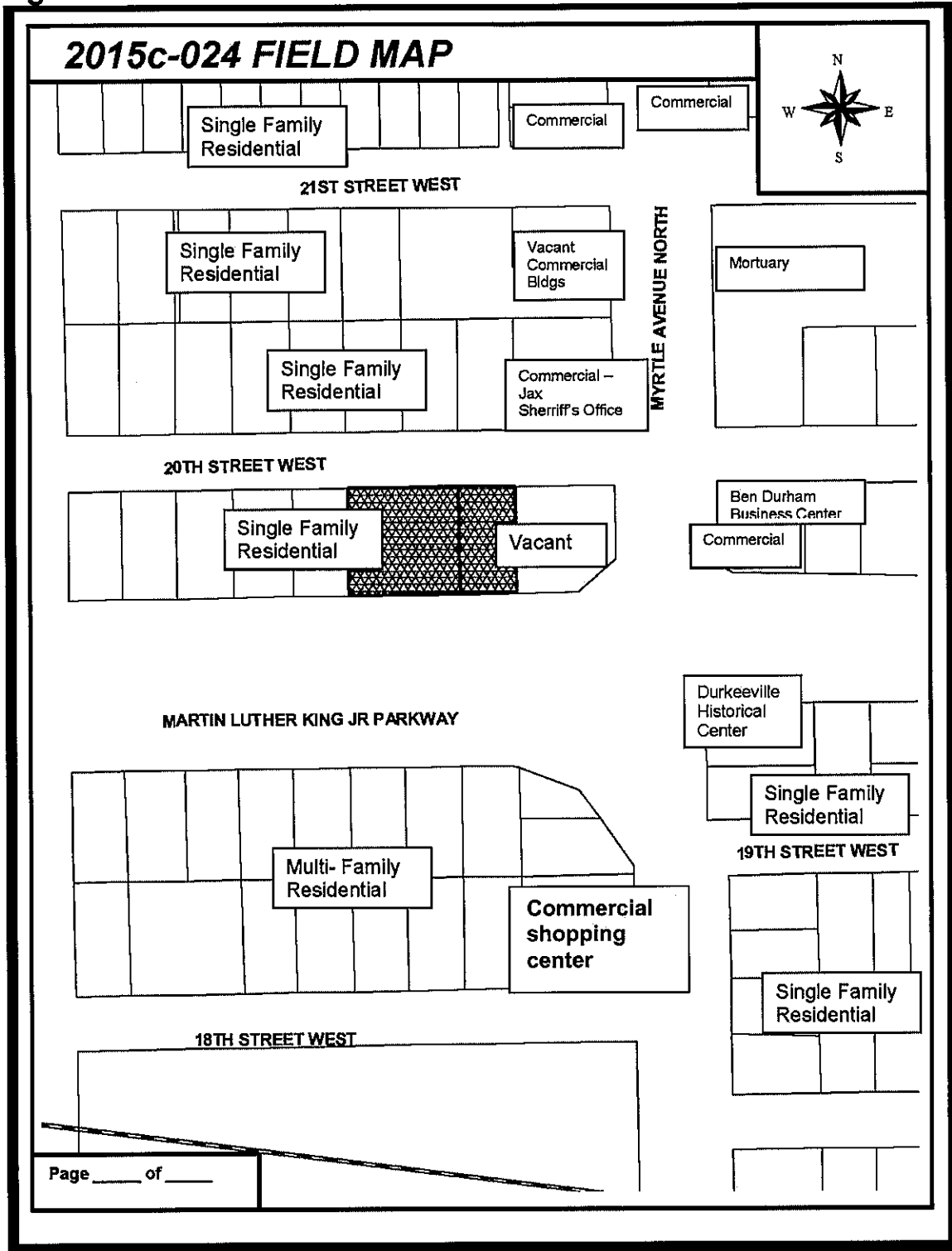
**Identification Number: 2015C-024**

**Council District: 8**

**Exhibit 2 (Page 1 of 1)**

# ATTACHMENT A

## Existing Land Utilization:



# ATTACHMENT B

## Transportation Analysis:

PLANNING AND DEVELOPMENT DEPARTMENT



### MEMORANDUM

**DATE:** January 13, 2016

**TO:** Helena Parola, Planner III  
Community Planning Division

**FROM:** Lurise Bannister, Planner II  
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment 2015C-024

A trip generation analysis was conducted for Land Use Amendment 2015C-024, located at the northwest quadrant of Martin Luther King Parkway and 20<sup>th</sup> Street, west of Myrtle Avenue in the Urban Priority Development Area. The subject site is occupied by a single-family home with an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community/General Commercial (CGC) on the entire site.

Trip generation calculation was used for existing and proposed developments based on the 9<sup>th</sup> Edition of the Institute of Transportation Engineers (ITE), *Trip Generation Manual*. Trip generation was conducted for maximum development potential based on the estimated average daily and PM peak hour trips. In accordance with the development impact assessment standards established in the 2030 Comprehensive Plan, the LDR land use category allows for 5 single-family dwelling units per acre, resulting in a development potential of 1 residential unit (ITE Land Use Code 210) and could generate and 1 PM peak hour and 10 daily trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre resulting in a development potential of 4,573 SF of commercial space (ITE Land Use Code 826), generating 6 PM peak hour trips and 104 daily trips, which includes a 48.62% pass-by trip rate. The difference in trips is 5 PM peak hour trips and 94 daily trips if the land use is amended from LDR to CGC.

**Table A**  
**Trip Generation Estimation**

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
LDR	210	1 DU	T = (X)	1	0.00%	0.00%	1	
			T = 9.52 (X)	10	0.00%	0.00%		10
<b>Total Section 1</b>							<b>1</b>	<b>10</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PMDaily	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
CGC	826	4,573 SF	T = 2.71 (X) / 1000	12	0.00%	48.62%	6	
			T = 44.32 (X) / 1000	203	0.00%	48.62%		104
<b>Total Section 2</b>							<b>6</b>	<b>104</b>
<b>Net New Trips</b>							<b>5</b>	<b>94</b>

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

214 N Hogan Street  
Office: 904-255-7800

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[www.coj.net](http://www.coj.net)

Jacksonville, FL 32202  
Fax: 904-255-7885


ATTACHMENT C

Aerial:



# ATTACHMENT D

## 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>	11/9/15	<b>Date Staff Report is Available to Public:</b>	1-15-2016
<b>Land Use Adoption Ordinance #:</b>	2015-844	<b>Planning Commission's LPA Public Hearing:</b>	1-21-2016
<b>Rezoning Ordinance #:</b>	2015-845	<b>1st City Council Public Hearing:</b>	1-28-2016
<b>JPDD Application #:</b>	2015C-024	<b>LUZ Committee's Public Hearing:</b>	2-2-2016
<b>Assigned Planner:</b>	Helena Parola	<b>2nd City Council Public Hearing:</b>	2-9-2016
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> L. CHARLES MANN 165 ARLINGTON ROAD JACKSONVILLE, FL 32205 Ph: 904-721-1546 Email: CHARLIEMANNI@COMCAST.NET		<b>Owner Information:</b> ANGELA SUTTON 4412 WESLEY DRIVE TALLAHASSEE, FL 32303 Ph: 904-721-1546	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	0.30	<b>General Location:</b>	NORTHWEST CORNER OF MARTIN LUTHER KING PKWY AND 20TH STREET WEST
<b>Real Estate #(s):</b>	045987 0000, a portion of 045988 0000	<b>Address:</b>	1326 20TH ST W 0 MYRTLE AVENUE
<b>Planning District:</b>	1	<b>Between Streets/Major Features:</b> MARTIN LUTHER KING PKWAY and 20TH STREET WEST	
<b>Council District:</b>	8		
<b>Development Area:</b>	URBAN PRIORITY AREA		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT			
<b>Current Land Use Category/Categories and Acreage:</b> LDR 0.30			
<b>Requested Land Use Category:</b>	CGC	<b>Surrounding Land Use Categories:</b>	CGC, LDR
<b>Justification for Land Use Amendment:</b> TO DEVELOP THE PROPERTY FOR COMMERCIAL USES			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b>	JEA	<b>Sanitary Sewer:</b>	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> PUD 0.50			
<b>Requested Zoning District:</b> CCG-1			
<b>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></b>			

