



June 10, 2016

The Honorable Greg Anderson, President
The Honorable Scott Wilson, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2016-243**

Application for Land Use Amendment 2016C-002

Dear Honorable Council President Anderson, Honorable Council Member and LUZ Chairman Wilson and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission voted to recommend **APPROVAL** of Ordinance 2016-243 on June 9, 2016.

- P&DD Recommendation Approve
- PC Issues: None
- **PC Vote:** **7 – 0**

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Chris Hagen, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Daniel Blanchard, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Secretary	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Jerry Friley	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Marshall Adkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nicole Sanzosti Padgett	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ben Davis	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dawn Motes	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Respectfully,

Kristen D. Reed, AICP
Chief of Community Planning

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



OVERVIEW

ORDINANCE: ORD # 2016-243

APPLICATION: 2016C-002-5-10

APPLICANT: LARA HIPPS

PROPERTY LOCATION: 7804 Devoe Street

Acreage: .70

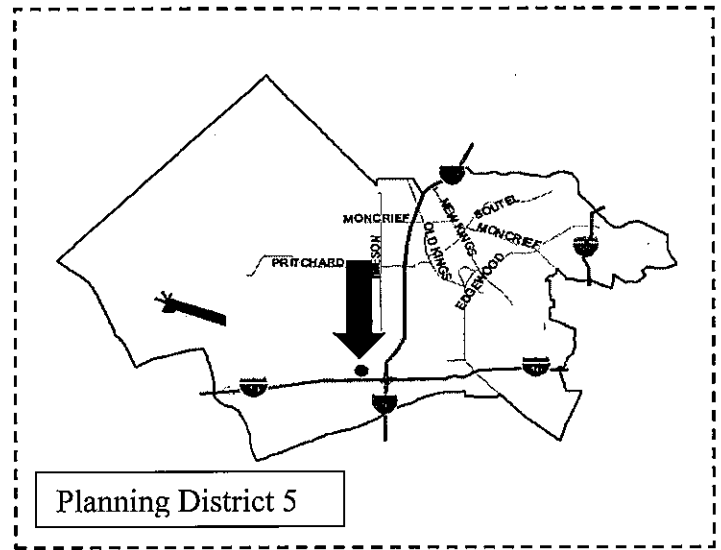
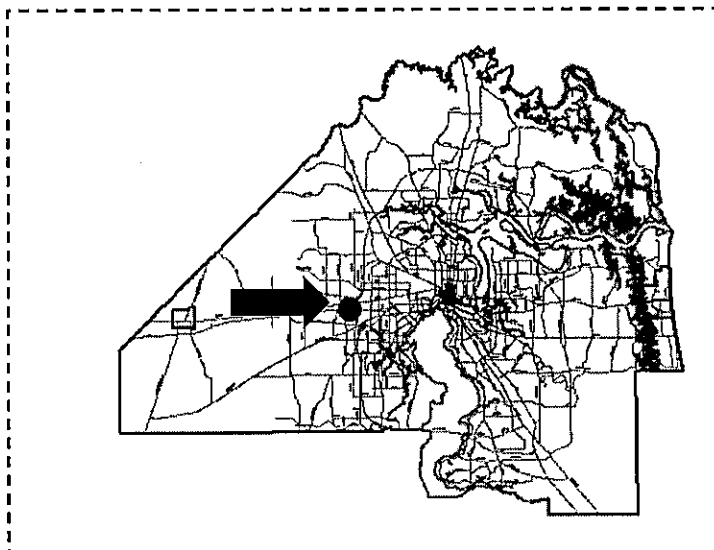
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	CCG-2

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	5 DU/Ac X .70= 3 DUs	N/A	N/A	8,843 sq. ft. (.35 FAR)	Decrease of 3 DUs	Increase of 8,843 sq. ft.

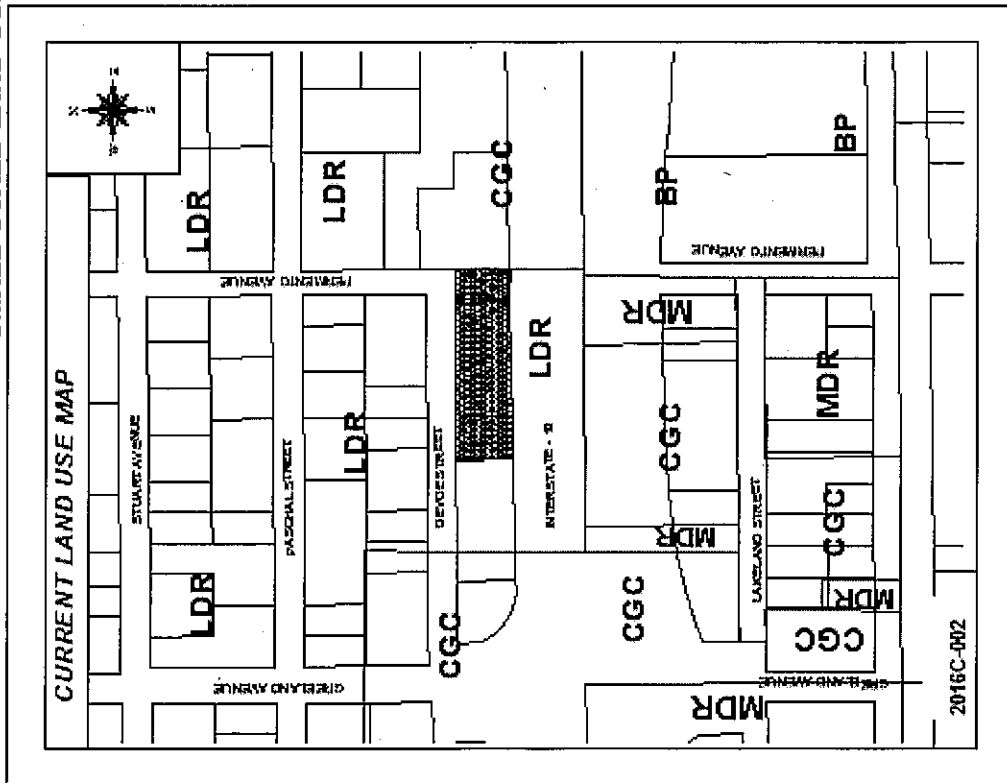
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

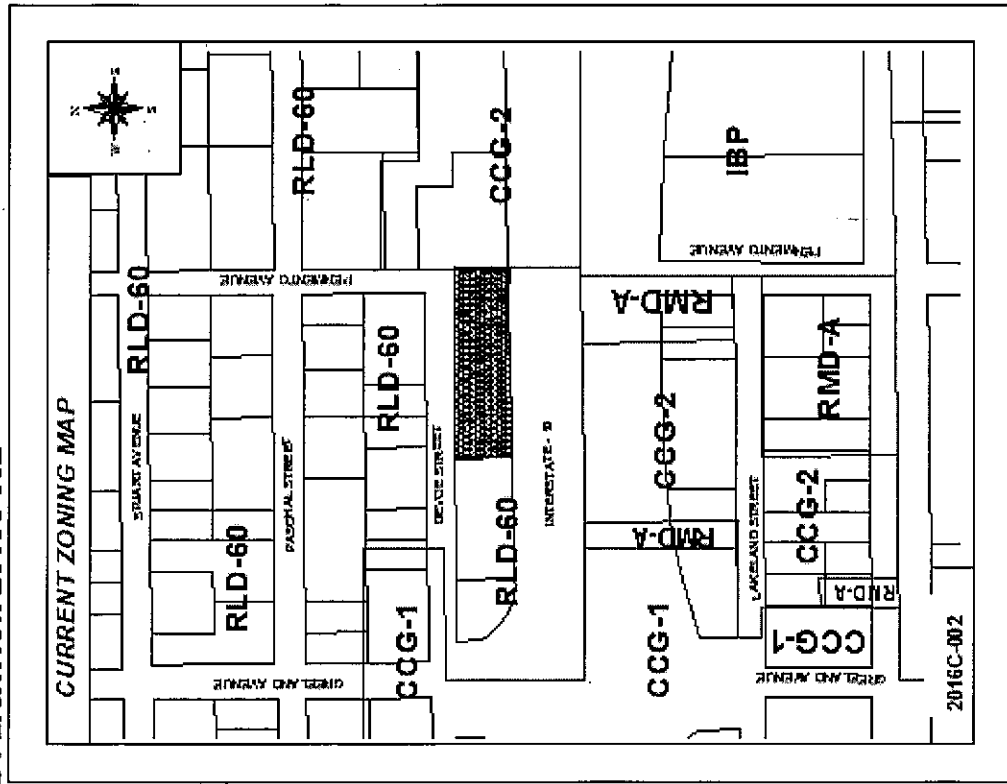


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-002



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



*Current Zoning District(s): Residential Low Density-60 (RLD-60)
Requested Zoning District(s): Commercial Community/General-2 (CCG-2)*

ANALYSIS

Background:

The subject property is located on the south side of Devoe Street between Permento Avenue South and Greeland Avenue. The .70 acre site is also located within the Northwest Planning District, Council District 10 and the Northwest Vision Plan. The property is vacant and lies approximately a quarter mile west of the existing Marietta Interchange at Interstate-10 (I-10) and Interstate-295 (I-295). Devoe Street runs parallel and north of I-10.

The applicant owns the adjacent property to the east and operates a heating/air conditioning contractor business on that site and has indicated that he wants to expand his business onto the subject property. To accommodate this proposed use he is requesting an amendment to the Future Land Use Element to change the existing land use category from Low Density Residential (LDR) to Community General Commercial (CGC) and a corresponding change to the property's zoning designation of Residential Low Density-60 (RLD-60) to Commercial Community/General-2 (CCG-2). Please see *Dual Map Page*, illustrating existing land use and zoning locations.

The subject property backs up to I-10. The property adjacent to the subject site to the west contains a free standing garage and a single family home in a LDR category. Most of the property on the north side of Devoe St. is also designated LDR and includes single family and mobile homes and vacant lots and is part of a residential neighborhood. Properties at the intersection of Greeland Avenue and Devoe St. farther west of the subject site, consist of two vacant lots, and a retail used tire store and a gas station in a CGC land use category. As mentioned earlier, property adjacent to the subject site on the east is designated CGC, consists of a heating/air conditioning contractor located at the terminus of both Devoe St. and Permento Ave. Permento Ave. is a local road while Devoe St. is a local road only to Greeland Ave. where it becomes a collector road according to the Functional Highway Classification Map. (Please see *Attachment A Existing Land Utilization*). With the exception of the subject site and its adjacent residential parcel, the land generally west of the existing 1-10/1-295 Interchange, all the way to Cahoon Road and just beyond, on the south side of Devoe St. is in a CGC land use category.

According to the Development Areas Map of the Future Land Use Element, the site is located within the Suburban Development Area. Residential uses are not included in the proposed development and therefore, school capacity will not be 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. (However, this site is presently served by a private well and septic tank.)

Transportation

The Planning and Development Department completed a transportation analysis (please see *Attachment B*) and determined that the proposed amendment has the potential to result in an increase of 172 net new daily external trips and 9 PM new 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

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.

Airport Environ Zone

The site is located within the 500 foot Height and Hazard Zone for Herlong Airport. Zoning limits development to a maximum height of less than 500', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Authority or the Federal Aviation. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.10051(d).

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Commercial
Land Use/Zoning	LDR	CGC
Development Standards For Impact Assessment	5 DU/AC	.35 FAR
Development Potential	3 DUs	8,843 sq. ft.
Population Potential	7 persons	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	X 500'	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 172 net new daily trips & 9 net new PM peak hour trips	
Water Provider	Private Well	
Potential Water Impact	(Decrease of 356 gallons per day if on public water supply)	
Sewer Provider	Septic Tank	
Potential Sewer Impact	(Decrease of 267 gallons per day if on public sewer system)	
Potential Solid Waste Impact	Increase of 6.35 tons per year	
Drainage Basin / Sub-Basin	Cedar River	
Recreation and Parks	Joseph Stillwell Middle School Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	55 ft.	
Soils	32- Leon Fine Sand	
Land Cover	1200 Residential Medium Density	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development staff on April 14, 2016, it was determined that the required notices of public hearing signs were posted. Thirty-five (35) 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's Information Meeting was held on April 18, 2016 and there was one speaker present who was concerned how the property would appear at build out; i.e. would outside storage of such things as tires or construction equipment be allowed or not.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

The proposed amendment is **consistent** with the 2030 Comprehensive Plan, including the following Objectives and Policies of the 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 1.1.22 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 3.2.4 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.

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of 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 Community/General Commercial (CGC) land use category includes outlets and establishments that offer a wide range of goods and services including general merchandise, apparel, food and related items. General commercial uses include business and professional offices, financial institutions, highway commercial, mobile home/motor home rental and sales, off-street parking lots and garages, and boat storage and sales, among other similar types of commercial developments.

The proposed land use amendment is a logical extension of an adjacent commercial use, and the subject site is only one of two parcels **not** designated commercial in an established lengthy commercial corridor. While there are a scattering of existing single family homes south of Devoe St. and north of I-10, they were constructed some years ago and it is very unlikely a new home will be built in the future on the subject site. The Florida Department of Transportation has stated it will not build a sound wall along this portion of I-10. A new commercial use at this site would provide for a compact and compatible land use pattern, utilize an infill location and promote and sustain the viability of an existing commercial area thereby being consistent with Objectives 1.1, 3.2 and Policy 1.1.22.

The impact of this request for a commercial use at this location seems to be minimal. Additional non-residential traffic is very unlikely to travel through the local residential streets to the north because the roads do not connect to Beaver Street to the north or to the east. Someone wishing to travel to the north and south of the City would most likely travel along Devoe St. to either McCargo Street or Cahoon Street, at which time Devoe St. becomes a collector road and connects to Beaver St., I-10 and Normandy Boulevard. (Please see *Attachment E*) The proposed site is on the south side of Devoe St. and does not intrude on the established residential area along the north side of the road nor does it set a precedent for other commercial uses to intrude within the existing residential areas thereby being consistent with Policy 3.2.4. Also, the Community/General Commercial Land Use Category of the Future Land Use Element has a special section entitled CGC-General Neighborhood Protection which sets out design techniques that must be implemented when commercial uses are adjacent and abutting residential neighborhoods.

The Florida Department of Transportation is currently working to construct a new I-10 interchange in Marietta to replace the one that exits to the east of the site today. That new interchange will be approximately .8 miles to the west at Hammond Boulevard. (Please see *Attachment E*) When the new Hammond Boulevard interchange is complete, the old interchange will be closed. That new interchange configuration will create several new traffic flow patterns, including minimizing the traffic at Greeland Avenue. However, even with that change, Devoe Street will continue to be a commercial corridor, because of its high visibility along I-10, commercial businesses that will front the interchange ramps and Cahoon Rd. will continue to provide access to roads both north and south of the interstate as it does now. Therefore, traffic patterns from and to the proposed site will fundamentally remain the same.

Northwest Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Plan does not specifically address this area but did mention that a major concern of the community was abandoned buildings and vacant over grown lots. The development of this property will help address those issues in a small way.

Strategic Regional Policy Plan

The proposed land use amendment is consistent with the following goal of the Strategic Regional Policy Plan:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the expansion of an existing business within an infill location in the northeast Florida region.

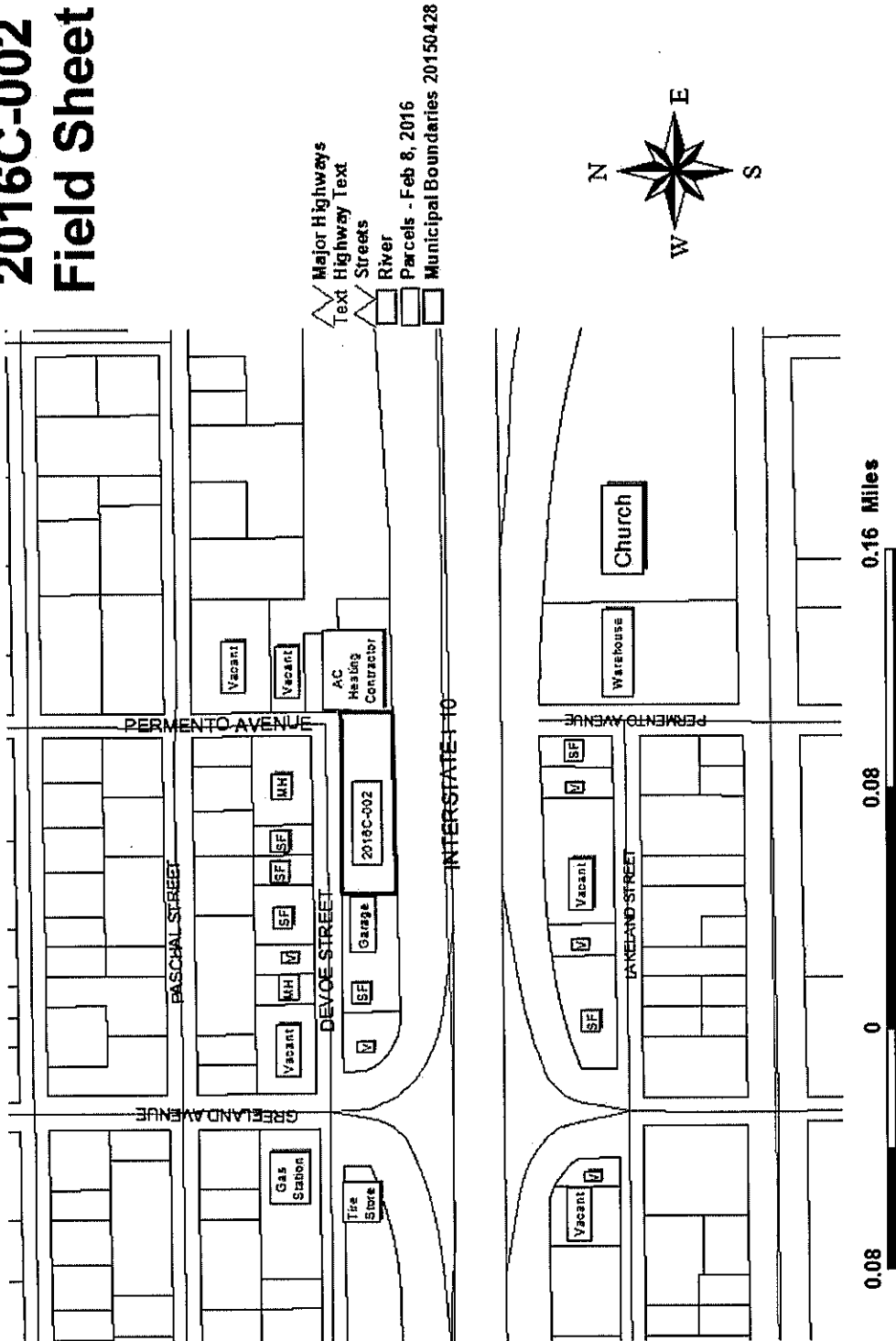
RECOMMENDATION

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:

2016C-002 Field Sheet



ATTACHMENT B

Traffic Analysis:

PLANNING AND DEVELOPMENT DEPARTMENT



MEMORANDUM

DATE: May 24, 2016
TO: Gary Kresel
 Community Planning Division
FROM: Lurise Bannister
 Transportation Division
SUBJECT: Transportation Review: Land Use Amendment 2016C-002

A trip generation analysis was conducted for Land Use Amendment 2016A-002, located at 7804 Devco Street between Permento Avenue and Greeland Avenue in the Suburban Development Area of Jacksonville, Florida. The subject site has multiple mobile structures 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 0.70 acres.

Trip generation was calculated for the existing and proposed land uses based on *Trip Generation*, 9th Edition by the Institute of Transportation Engineers (ITE). 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 3 residential units (ITE Land Use Code 210), generating 3 PM peak hour trips and 29 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 8,843 SF of commercial space (ITE Land Use Code 826) which could generate 12 PM peak hour trips and 201 daily trips. The difference in trips results in a net increase of 9 PM peak hour and 172 daily vehicular trips if the land use is amended from LDR to CGC, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (U)	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	3 U/acre	$T = U$ $t = 9.82(U)$	3	0.00%	0.00%	3	29
Total Section 1							3	29
Proposed Land Use	ITE Land Use Code	Potential Number of Units (U)	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	826	8,843 SF	$T = 2.71(U) / 1000$ $T = 44.32(U) / 1000$	24	0.00%	48.62%	12	201
Total Section 2							12	201
Net New Trips							9	172

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


214 N Hogan Street
 Office: 904-255-7800

Ed Ball Building, Ste. 300
www.cpl.net

Jacksonville, FL 32202
 Fax: 904-255-7895

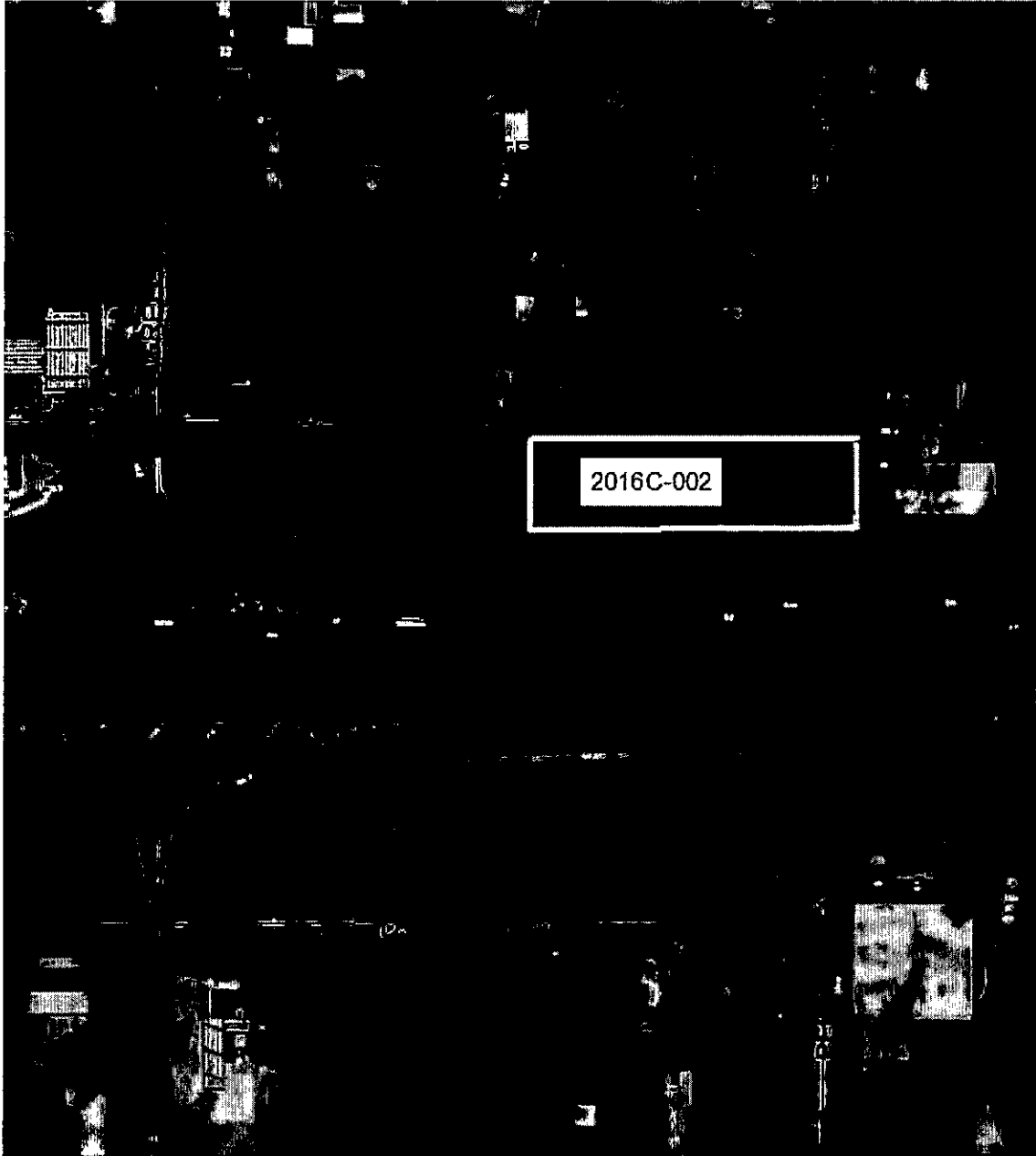
ATTACHMENT C

Land Use Amendment Application:

	APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN		
Date Submitted:	2/22/2016	Date Staff Report is Available to Public:	04-29-2016
Land Use Adoption Ordinance #:	2016-243	Planning Commission's LPA Public Hearing:	06-09-2016
Rezoning Ordinance #:	2016-244	1st City Council Public Hearing:	06-14-2016
JPDD Application #:	2016C-002	LUZ Committee's Public Hearing:	06-21-2016
Assigned Planner:	Gary Kresel	2nd City Council Public Hearing:	06-28-2016
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: LARA HIPPS HIPPS GROUP INC. 1650 MARGARET STREET #323 JACKSONVILLE, FL 32204 Ph: (904) 781-2654 Fax: (904) 781-2655 Email: LARA@HIPPSGROUPINC.COM		Owner Information: JOHN WADE 541 PERMENTO AVE S. JACKSONVILLE, FL 32220 Ph: (904) 982-9306	
<u>DESCRIPTION OF PROPERTY</u>			
Acresage:	0.70	General Location:	DEVOE ST, WEST OF THE I-10 INTERCHANGE
Real Estate #(s):	005902 0000 006127 0060, a portion of	Address:	7804 DEVOE ST 541 PERMENTO AVE
Planning District:	5		
Council District:	10		
Development Area:	SUBURBAN		
Between Streets/Major Features:	GREELAND AVE and PERMENTO AVE		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT			
Current Land Use Category/Categories and Acresage: LDR 0.70			
Requested Land Use Category: CGC		Surrounding Land Use Categories: CGC	
Justification for Land Use Amendment: THIS APPLICATION IS TO EXPAND AN EXISTING BUSINESS THAT IS CONTIGUOUS TO THIS PARCEL AND ALIGN THE ZONING WITH THE AREA THAT IS LOCATED NEAR THE DEVOE ST./I-10 INTERCHANGE.			
<u>UTILITIES</u>			
Potable Water: WELL		Sanitary Sewer: SEPTIC	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acresage: RLD-60 0.70			
Requested Zoning District: CCG-2			
Additional information is available at 904-255-7888 or on the web at http://mmps.coi.net/luzap/			

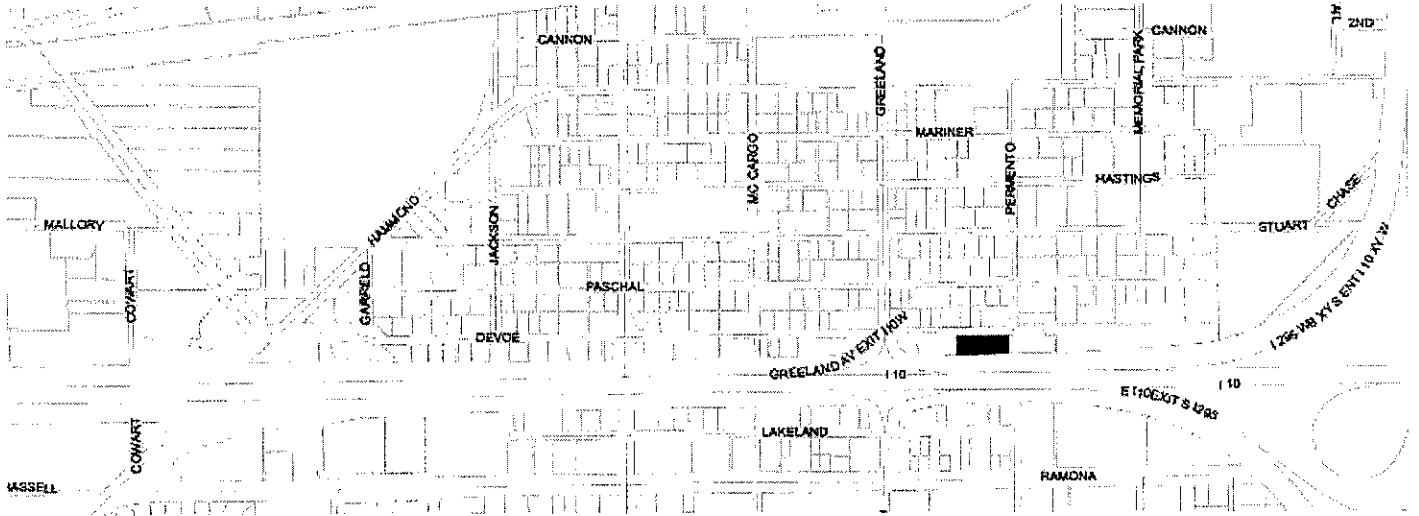
ATTACHMENT D

Aerial



ATTACHMENT E

Expanded Area Location Map with Existing Interchange Location



Proposed New Marietta I-10 Interchange (Hammond Road)

