

PLANNING AND DEVELOPMENT DEPARTMENT



May 19, 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. 2016-292**

Application for Land Use Amendment 2016C-003

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 2016-292 on May 19, 2016.

- P&DD Recommendation Approve
- PC Issues: None
- **PC Vote:** **5 - 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 type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Ben Davis	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dawn Motes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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: 2016-292

APPLICATION: 2016C-003-5-10

APPLICANT: MARK SHELTON

PROPERTY LOCATION: 6545 Normandy Boulevard

Acreage: 2.46

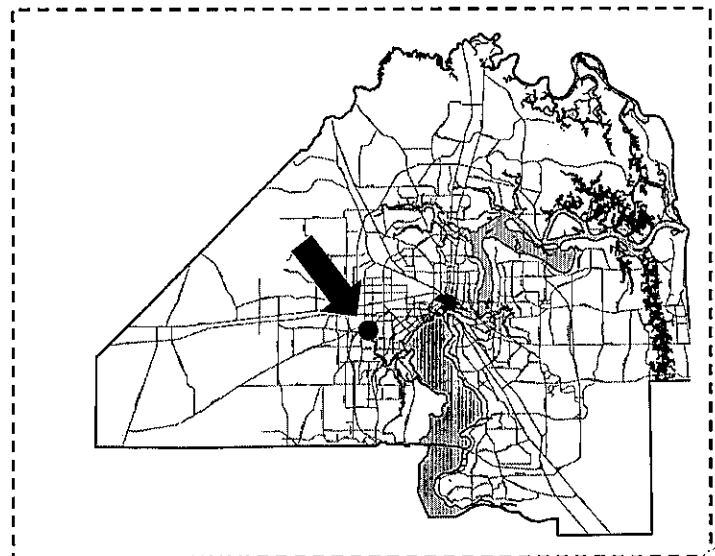
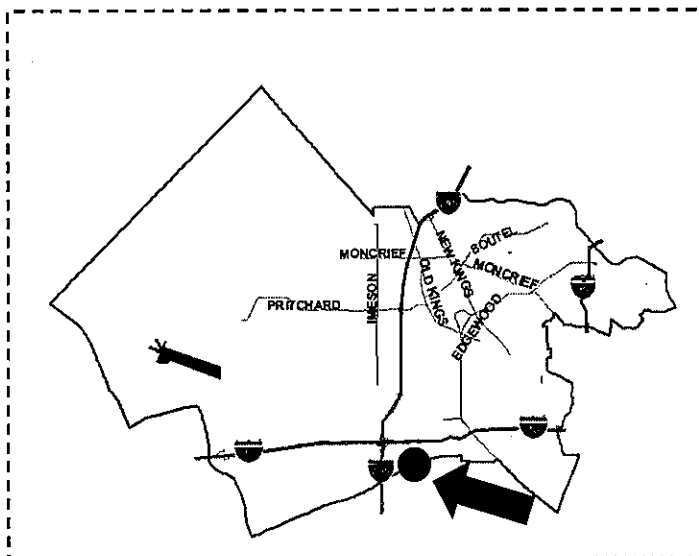
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	CCG-1

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	12 DU (5 DU/acre)	N/A	N/A	37,505 sq. ft. (0.35 FAR)	Decrease of 12 DU	Increase of 37,505 Sq. Ft. Commercial Uses

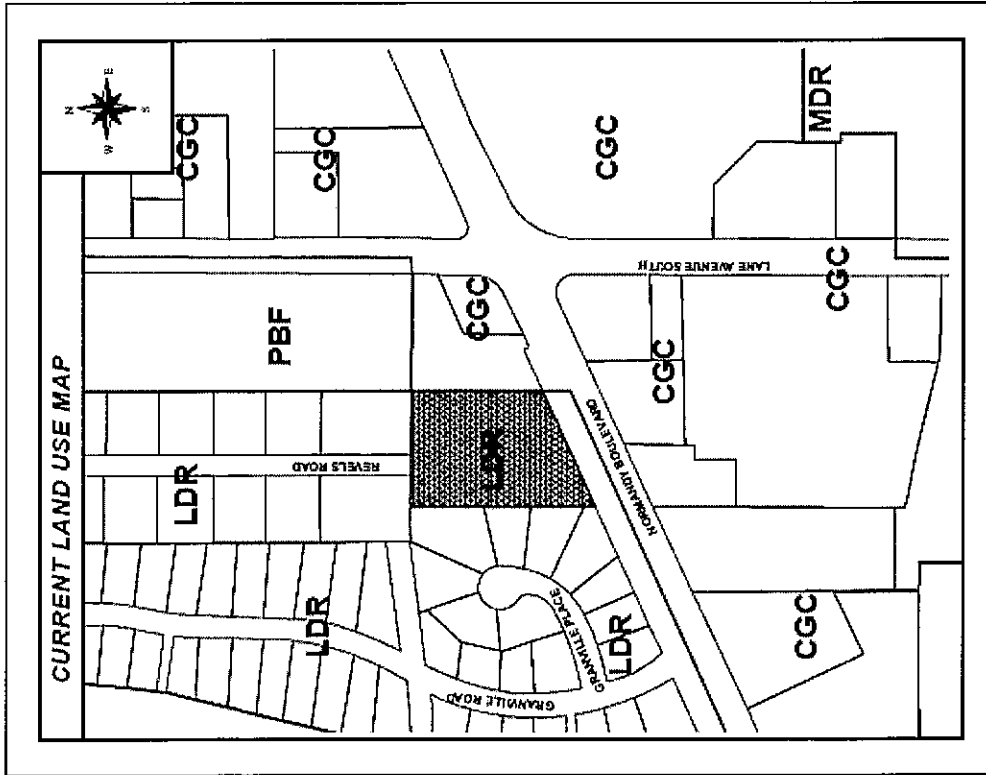
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



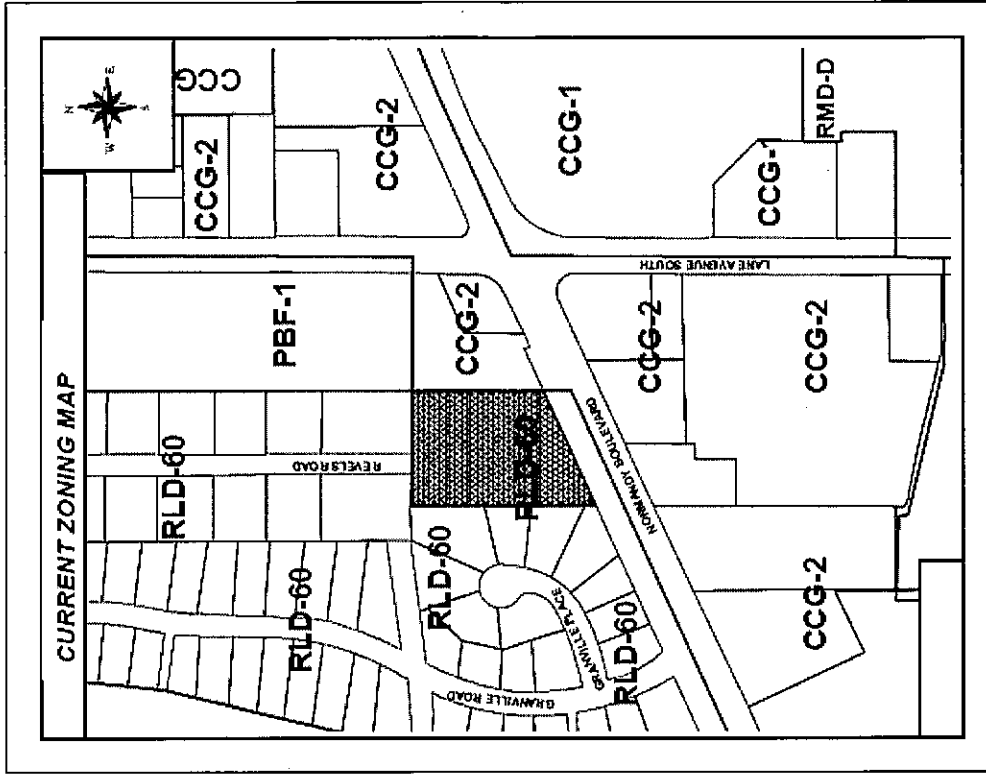
DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-003



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-1 (CCG-1)

ANALYSIS

Background:

The 2.46 acre amendment site is located on the north side of Normandy Boulevard in the northwest quadrant of the Lane Avenue and Normandy Boulevard intersection. The property is located in Council District 10, within the Northwest Planning District and within the Urban Priority Development Area. Wells Fargo currently occupies the subject site which consists of a bank with drive-through lanes, built in 1970.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/ General Commercial (CGC) and a rezoning from Residential Low Density-60 (RLD-60) to Commercial Community/ General-1 (CCG-1). Prior, to the adoption of the 2010 Comprehensive Plan, the site was originally built as a bank in 1970 under the Commercial Intensive (CI) zoning district for a total site of 3.62 acres. After the adoption of the 2010 Comprehensive Plan in 1991, 2.46 acres of the parcel were placed into the LDR land use category leaving 1.16 acres of the site in the CGC land use category. The bank is located in the LDR land use category. The remaining 1.16 acres adjacent to the subject site contains two entrances to the site and are still under common ownership. According to the applicant, the land use amendment and rezoning changes would accommodate the existing uses on the property which are not permitted in the LDR category. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-293.

The area immediately surrounding the site is characterized by a mix of commercial and residential uses. The residential area consists of single-family homes to the west and northwest within the LDR land use category. The site fronts on Normandy Boulevard across from two fast food restaurants and a gas station. On the north west corner of Lane Avenue and Normandy Boulevard to the east of the bank is a car wash. Abutting the car wash to the north is a 6.2 acre JEA Generator site in the Public Building and Facilities (PBF) land use category. The area to the north of the site is encumbered by JEA transmission lines that run west into the residential area and separates the subject site from the single-family dwellings. CGC land use runs along the southern side of Normandy Boulevard and east of Lane Avenue on the northern side. The proposed CGC designation would bring the nonconforming parcel in accordance with its current and surrounding uses. Additional commercial uses found near the site include a car repair shop, CVS, Minute Clinic, and shopping center. Attachment A provides a detailed picture of the existing development pattern for the immediate area.

There are two points of entry to the subject site via Normandy Boulevard and one on Lane Avenue. Lane Avenue and Normandy Boulevard are classified as arterial roadways according to the Functional Highway Classification Map. Additionally, the site is located approximately 1.08 miles east from the Interstate 295 ramp. Bus stops and sidewalks are within walking distance of the subject site and on both sides of Normandy Boulevard. The proposed amendment is from a residential land use category to a commercial category and therefore will not have an impact on school capacity.

Impact Assessment:

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

Utility Capacity

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 740 net new daily external trips and 40 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.

Airport Environ Zone

The site is located within the 300 foot Height and Hazard Zone for Herlong Airport. Zoning limits development to a maximum height of less than 35' and therefore, the proposed uses comply with the 300 foot limit. Additionally, 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 medium 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

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Bank w/drive-thru	Commercial/bank
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU/acre	0.35 FAR
Development Potential	12 DU	37,505 sq.ft.
Population Potential	31	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	300 ft. Civilian Height Zone (Herlong Airport)	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Medium sensitivity	
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 net of 40 peak hour and 740 daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 1317 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 987.6 gallons per year	
Potential Solid Waste Impact	Increase of 28.8 tons per year	
Drainage Basin / Sub-Basin	Cedar River Stream	
Recreation and Parks	John D. Liverman Park (less than a quarter of a mile west)	
Mass Transit	JTA bus route 14 and 15	
NATURAL FEATURES		
Elevations	20 ft.	
Soils	Urban land, Macotte fine sand 0 to 2 percent slopes, Albany fine sand 0 to 5 percent slopes ³⁸	
Land Cover	Retail sales and services, Residential medium density	
Flood Zone	None	
Wet Lands	None	
Wild Life	None	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 2, 2016, the required notices of public hearing signs were posted. Thirty-nine (39) 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 May 2, 2016. There were no speakers in opposition to the application.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

- 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.
- 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 3.1.3. Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to

review and grant, when appropriate, relief from the scale transition requirements.

Policy 3.2.1 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.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the LDR land use category is intended to provide low density residential development. 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 for a wide variety of retail goods and services that serve large areas of the City and a diverse set of neighborhoods. Plan amendment requests for CGC are preferred in locations that are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Classification Map; and which are located in areas with an existing mix of non-residential uses.

The subject property has access to full urban services, including mass transit, is located on a principle arterial roadway, and located in an area with a mix of residential and non-residential uses such as restaurants, gas stations and utilities. Therefore, the proposed amendment is consistent with the intent of the CGC Future Land Use Category.

Since the site was built in 1970, it has been used for commercial uses and serves the existing residential and non-residential uses in the immediate area. The nature of the surrounding area and subject site make residential development impractical due to the proximity of the signalized intersection of arterial roadways and the existing commercial structures. The subject property is located in proximity to an established pattern of commercial properties along the east and southwest sides of Normandy Boulevard. The proposed amendment aids in maintaining the character of the surrounding area consistent with FLUE Objective 1.1 and Policies 3.2.1 and 3.2.7. The provisions of the companion rezoning to CCG-1 requires a minimum setback of 15 feet where the lot is adjacent to a residential area. The site is buffered from the residential uses by a 6 foot tall wooden fence and vegetation. In addition, a JEA Easement approximately 20 feet wide on the northern property line of the site buffers the single-family homes fronting Revels Road therefore achieving transitions consistent with FLUE Policy 3.1.3. The proposed amendment sustains the viability of the existing commercial area, provides opportunities for employment in support of nearby uses, and is served by mass transit. As such, the proposed amendment fulfills Goal 1, Policy 1.1.22 and Objective 3.2.

Northwest Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Plan recommends promoting convenient, compatible neighborhood-scale retail and entertainment uses near neighborhoods. The proposed amendment allows for the development of commercial retail sales and services near existing residential development and is therefore consistent with this policy of the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

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

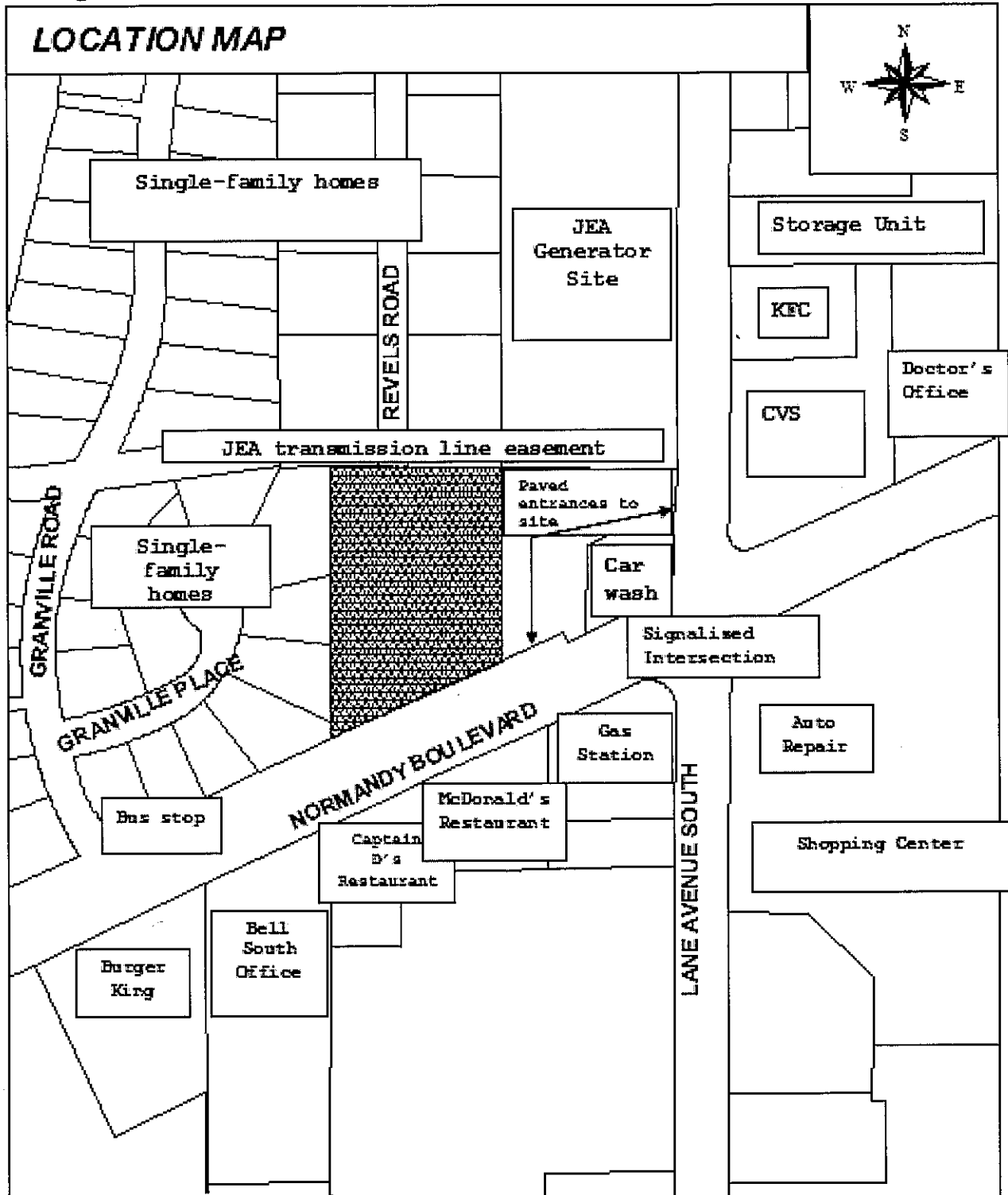
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



Page ____ of ____

ATTACHMENT B:

Transportation:

PLANNING AND DEVELOPMENT DEPARTMENT



MEMORANDUM

DATE: May 4, 2016

TO: Rosario Lacayo
Community Planning Division

FROM: Lurise Bannister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2016C-003

A trip generation analysis was conducted for Land Use Amendment 2016C-003, located 6545 Normandy Boulevard, between Lane Avenue South and Granville Road in the Urban Priority Development Area of Florida. The subject site is undeveloped 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 2.46 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 12 residential units (ITE Land Use Code 210), generating 12 PM peak hour trips and 114 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 37,505 SF of commercial space (ITE Land Use Code 826) which could generate 52 PM peak hour trips and 854 daily trips, which includes a 48.62% pass-by trip reduction. The difference in trips results in a net increase of 40 PM peak hour and 740 daily vehicular trips if the land use is amended from LDR to CGC, as shown in Table A.

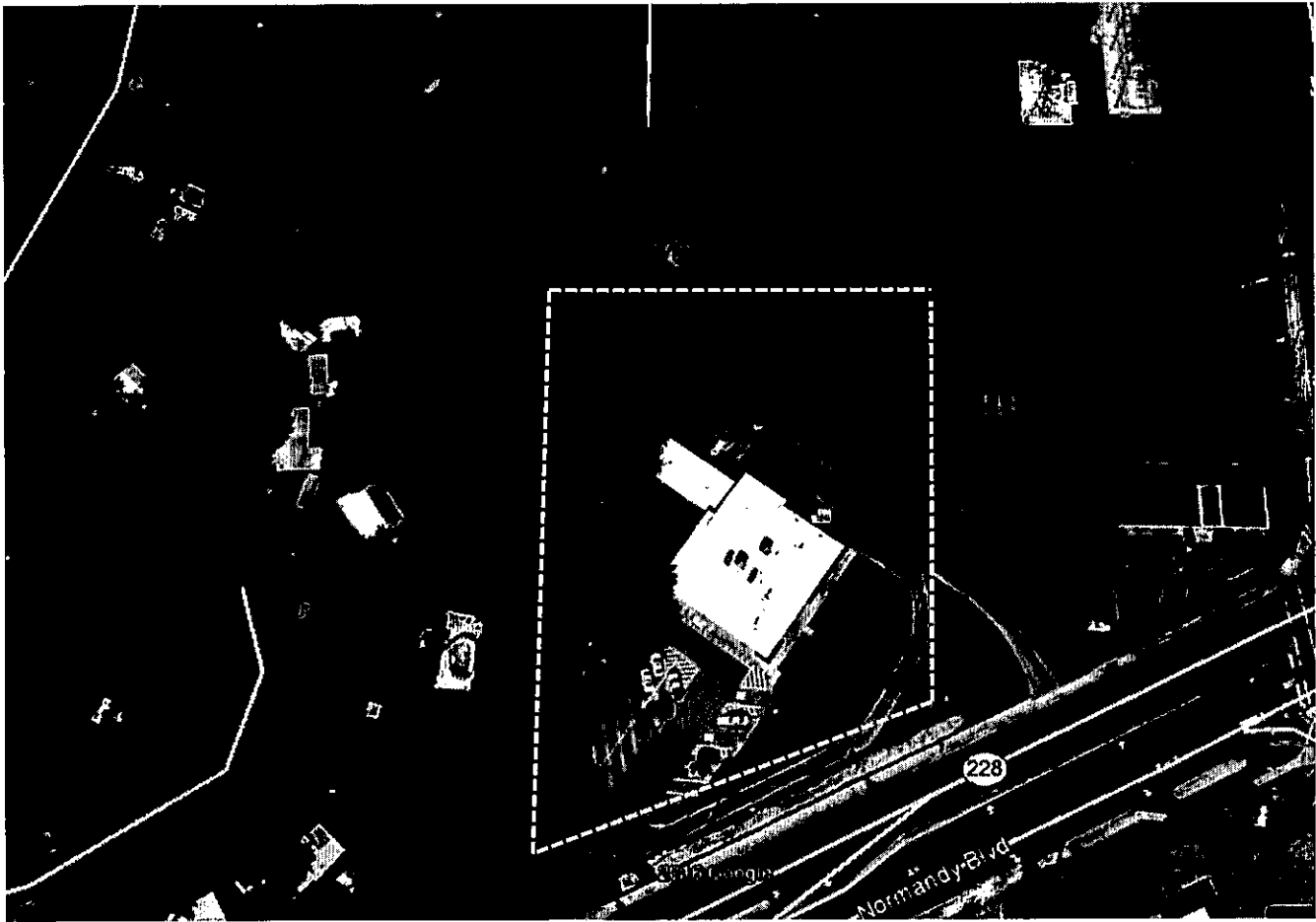
Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (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	12 Dws	T = X	12	0.00%	0.00%	12	
			T = 9.52 (X)	114	0.00%	0.00%		114
Total Section 1							12	114
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	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	37505 SF	T = 2.71 (X) /1000	102	0.00%	48.62%	52	
			T = 44.32 (X) /1000	1,662	0.00%	48.62%		854
Total Section 2							52	854
Net New Trips							40	740

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


ATTACHMENT C

Aerial:



ATTACHMENT D

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	3/1/16	Date Staff Report is Available to Public:	05-13-2016
Land Use Adoption Ordinance #:	2016-292	Planning Commission's LPA Public Hearing:	05-19-2016
Rezoning Ordinance #:	2016-293	1st City Council Public Hearing:	05-24-2016
JPDD Application #:	2016C-003	LUZ Committee's Public Hearing:	06-07-2016
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	06-14-2016
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: MARK SHELTON KIMLEY-HORN AND ASSOCIATES, INC. 12740 GRAN BAY PARKWAY WEST, SUITE 2350 JACKSONVILLE, FL 32258 Ph: 9048283933 Fax: 9043671692 Email: MARK.SHELTON@KIMLEY-HORN.COM		Owner Information: NAREIG-HANG YIN HAPPY COAST, LLC. 400 108TH AVE NE, STE 608 BELLEVUE, WA 98004	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	2.46	General Location:	NORTHWEST QUADRANT OF THE INTERSECTION OF LANE AVE AND NORMANDY BLVD.
Real Estate #(s):	Portion of 007569 0000	Address:	6545 NORMANDY BLVD
Planning District:	5		
Council District:	10		
Development Area:	URBAN PRIORITY AREA		
Between Streets/Major Features:	LANE AVE and GRANVILLE RD		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: BANK WITH DRIVE THROUGH			
Current Land Use Category/Categories and Acreage: LDR 2.46			
Requested Land Use Category: CGC		Surrounding Land Use Categories: CGC,LDR	
Justification for Land Use Amendment: THE SUBJECT PROPERTY WAS DEVELOPED FOR A 6,800 SQUARE-FOOT BANK WITH ATTACHED DRIVE-THRU LANES IN 1969. AT THAT TIME, THE PROPERTY WAS ZONED CI (COMMERCIAL INTENSIVE), WHICH IS EQUIVALENT TO THE CURRENT CCG-2 ZONING DISTRICT, WHICH PERMITTED BANKS WITH DRIVE-THRU'S BY RIGHT. HOWEVER, DURING THE LAND USE DESIGNATION AND ZONING RECLASSIFICATION OF ALL PARCELS IN 1991 DUE TO THE CITY OF JACKSONVILLE'S INITIAL COMPREHENSIVE PLAN, THE WESTERN 2.46 ACRES OF THE SUBJECT PARCEL WAS DESIGNATED LOW DENSITY			
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: RLD-60 2.46			
Requested Zoning District: CCG-1			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

