

PLANNING AND DEVELOPMENT DEPARTMENT



July 21, 2016

The Honorable Lori Boyer, President
The Honorable Danny Becton, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2016-388**

Application for Land Use Amendment 2016C-007

Dear Honorable Council President Boyer, Honorable Council Member and LUZ Chairman Becton 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 2016-388 on July 21, 2016.

- P&DD Recommendation DENY
- PC Issues: None
- **PC Vote:** **5-0 APPROVE**

	<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 type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Jerry Friley	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marshall Adkinson	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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 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: 2016-388

APPLICATION: 2016C-007-6-7

APPLICANT: CHARLES MANN

PROPERTY LOCATION: 545 Starratt Rd

Acreage: 0.57

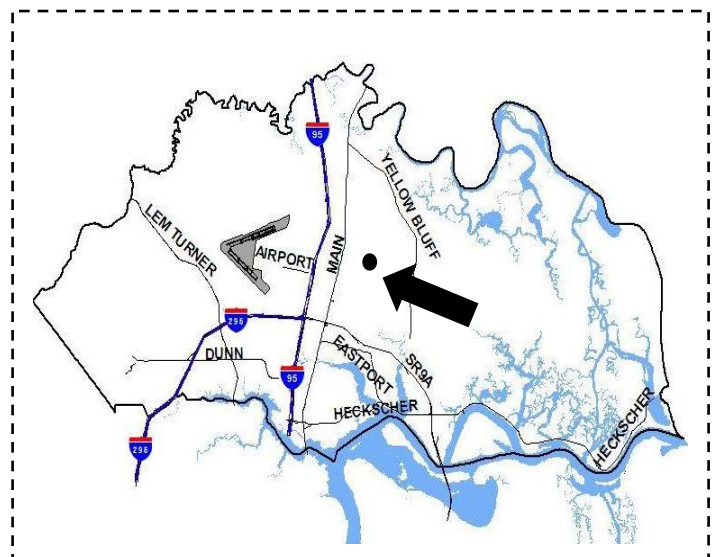
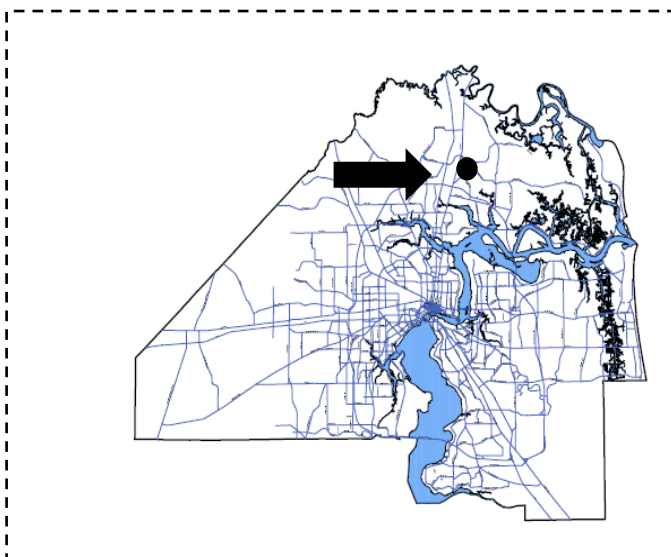
Requested Action:

	Current	Proposed
LAND USE	LDR	RPI
ZONING	RLD-120	CO

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	RPI	2 DU (5 DU/Acre)	N/A	N/A	12,415 sq. ft. (0.5 FAR)	Decrease 2 DU	Increase 12,415 sq. ft.

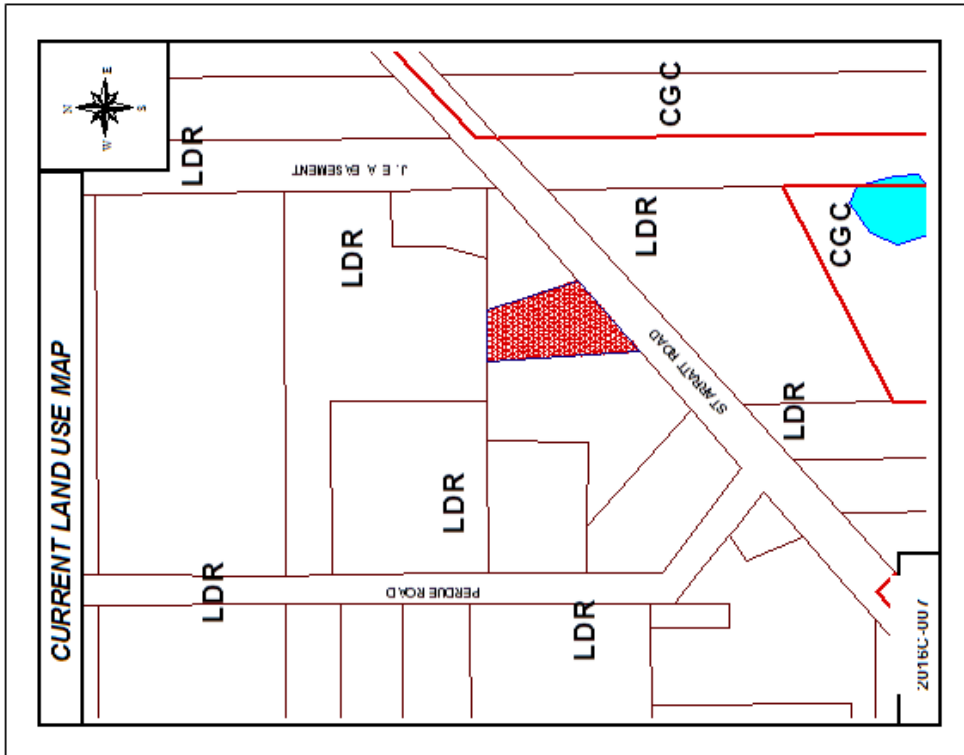
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: DENIAL

LOCATION MAPS:

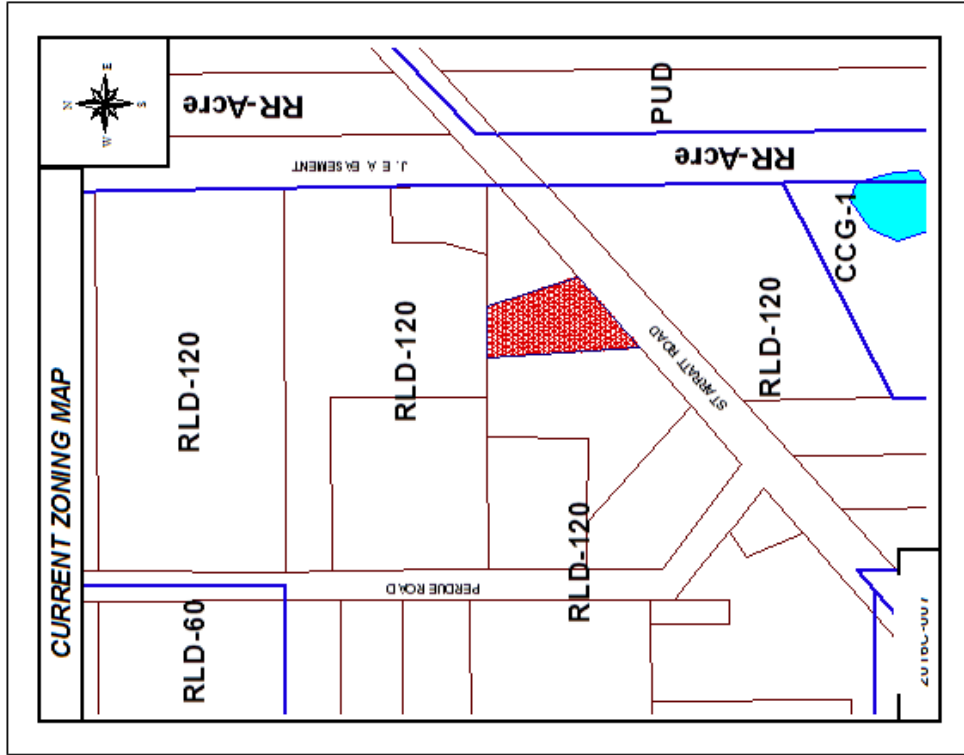


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-007



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Residential-Professional-Institutional (RPI)



Current Zoning District(s): Residential Low Density 120 (RLD-120)
Requested Zoning District(s): Commercial Office (CO)

ANALYSIS

Background:

The .57 acre amendment site is located on the west side of Starratt Rd. between New Berlin Rd. and Airport Center Dr. E. The property is located in Council District 7, Planning District 6 and within the North Jacksonville Shared Vision and Master Plan and within the Suburban Development Area. The subject property contains a single family residence. The home is serviced by a septic system and well.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Residential Professional Institutional (RPI) and a rezoning from Residential Low Density- 120 (RLD-120) to Commercial Office (CO) to allow the owner to use the property as his electrical business office. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-389.

At the intersection of New Berlin Road, Pulaski Road going north, changes to Starratt Road. Around 2010, Starratt Road was widened and is now a 3 lane collector road with sidewalks and bike lanes on both sides of the roadway. Pulaski Road has an interchange with I-295 to the south. The subject property is located in an older neighborhood with a mix of mobile homes, site-built single family homes, and commercial uses. The area immediately surrounding the subject site is in the LDR land use category. This .6 mile section of Starratt Road between New Berlin Road and Airport Center Drive has CGC land use around both of these signalized intersections. Much of the CGC land use at these intersections are the result of land use amendments that were processed between 2000 and 2008. Approximately 650 ft. to the southwest of the subject site, there is a small shopping center at the intersection of New Berlin Road and Starratt Road with the land use of Community General Commercial (CGC). Three hundred feet to the east of the property, at the intersection of Airport Center Dr. are 2 large vacant commercial lots with the land use designation of CGC (Refer to Dual Map on page 2). Attachment A – Land Utilization Map provides a detailed picture of the existing development pattern for the immediate area.

The proposed amendment does not include a residential component. Therefore, school capacity issues 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 (latest edition).

Infrastructure Element Sanitary Sewer Sub-Element

- Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet of the property.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 1.2.11 Continue to deny development orders or permits until the applicant has demonstrated compliance with applicable federal, state and local requirements for wastewater collection and disposal, and potable water treatment and distribution.

The subject property is currently served by a septic system and is located within the Suburban Development Area. According to the Department's GIS data sewer and water lines are in place along Starratt Road directly in front of the property. However, the GIS data does not include information as to the capacity of those lines to service the subject property. A service availability letter from JEA will be required to determine if system capacity exists and should be considered in connection with consideration of the companion rezoning application for compliance with Policies 1.2.5, 1.2.9 and 1.2.11.

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 118 new daily external trips and 17 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. See Objective 1.2 and Policy 1.2.1 of the Transportation Element below:

- 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.

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. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed. See Policy 1.2.6 of the Historic Preservation Element below:

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.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Residential	Office
Land Use Category	LDR	RPI
Development Standards For Impact Assessment	5 DU per acre	0.5 FAR
Development Potential	2 DU	12,415 Sq. Ft.
Population Potential	5 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Medium	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X- Discharge Area
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 118 net new trips	
Water Provider	Well	
Potential Water Impact	Increase 329.23 gallons per day	
Sewer Provider	Septic system	
Potential Sewer Impact	Increase 254.42 gallons per day	
Potential Solid Waste Impact	Increase of 14.6 tons per year	
Drainage Basin/ Sub-Basin	Dunns Creek	
Recreation and Parks	Tom Marshall Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	20 ft.	
Soils	51- Pelham fine sand and 38 mascotte 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 Department on May 3, 2016, the required notices of public hearing signs were posted. Sixteen (16) 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 Workshop was held on June 20, 2016 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan Amendment Analysis

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. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the RPI future land use category is intended to provide low to medium density development. The RPI category is also generally intended to provide a transition between commercial and residential uses. Single-use development is limited to residential or office. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed use developments. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

In the RPI land use category, commercial single-use is limited to offices only. The zoning category of Commercial Office (CO) also limits the types of commercial offices to medical, professional, cosmetology and similar uses, and essential services uses, a much more limited use than the Commercial Neighborhood (CN) or Commercial Residential Office (CRO) zoning districts.

Proposed amendment analysis in relation to the Goals, 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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

- 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 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.
- Policy 3.1.17 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.
- 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.

The subject property is surrounded on all sides by LDR land use and therefore, the proposed amendment would result in an island of commercial RPI land use in the middle of a residential area and inconsistent with Policy 3.2.1. Additionally, the intent of the RPI category is to provide for a transitional land use between residential and non-residential uses which is not the case in this situation. Moreover the proposed amendment is surrounded by LDR which does not provide support for commercial facilities or higher density residential as outlined in Policy 3.1.17. However, the RPI category is the least intense commercial category and specifically limits single-use development to residential or office uses. With this limitation in conjunction with the proposed zoning district of CO, the location within the Suburban Development Area and the collector classification of Starratt Road, the proposed amendment could be compatible with the future trend of the area and optimize the combined potential for economic benefits as called for in Objective 3.2 and Policy 3.1.17. However, the proposed amendment is premature as it does not result in a logical extension of abutting non-residential development. Therefore, while the proposed amendment could be compatible with surrounding development, it does not achieve the overall intent of providing for a compact development pattern that results in a logical gradation of uses. As such, the amendment is inconsistent with FLUE Goal 1, Objective 1.1, Policies 1.1.10 and 1.1.22.

Vision Plan

The subject property is located within the boundaries of the 2003 North Jacksonville Vision Plan approximately a mile east of an area the plan designates as the North Jacksonville Town Center, now known as the River City Marketplace. Themes of the Vision Plan include creating economic development and employment opportunities near the Jacksonville International Airport and establishing town centers as commercial and mixed-use development focal points. The Marketplace has stimulated efforts to create additional residential communities and promotes supportive commercial businesses in the surrounding area. One of the main themes identified in the Plan is to establish best development practices that result in the creation of valuable neighborhoods connected to village centers. However, the plan does not specifically address the area encompassing the subject property.

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 or make development easier in areas appropriate for infill and redevelopment.

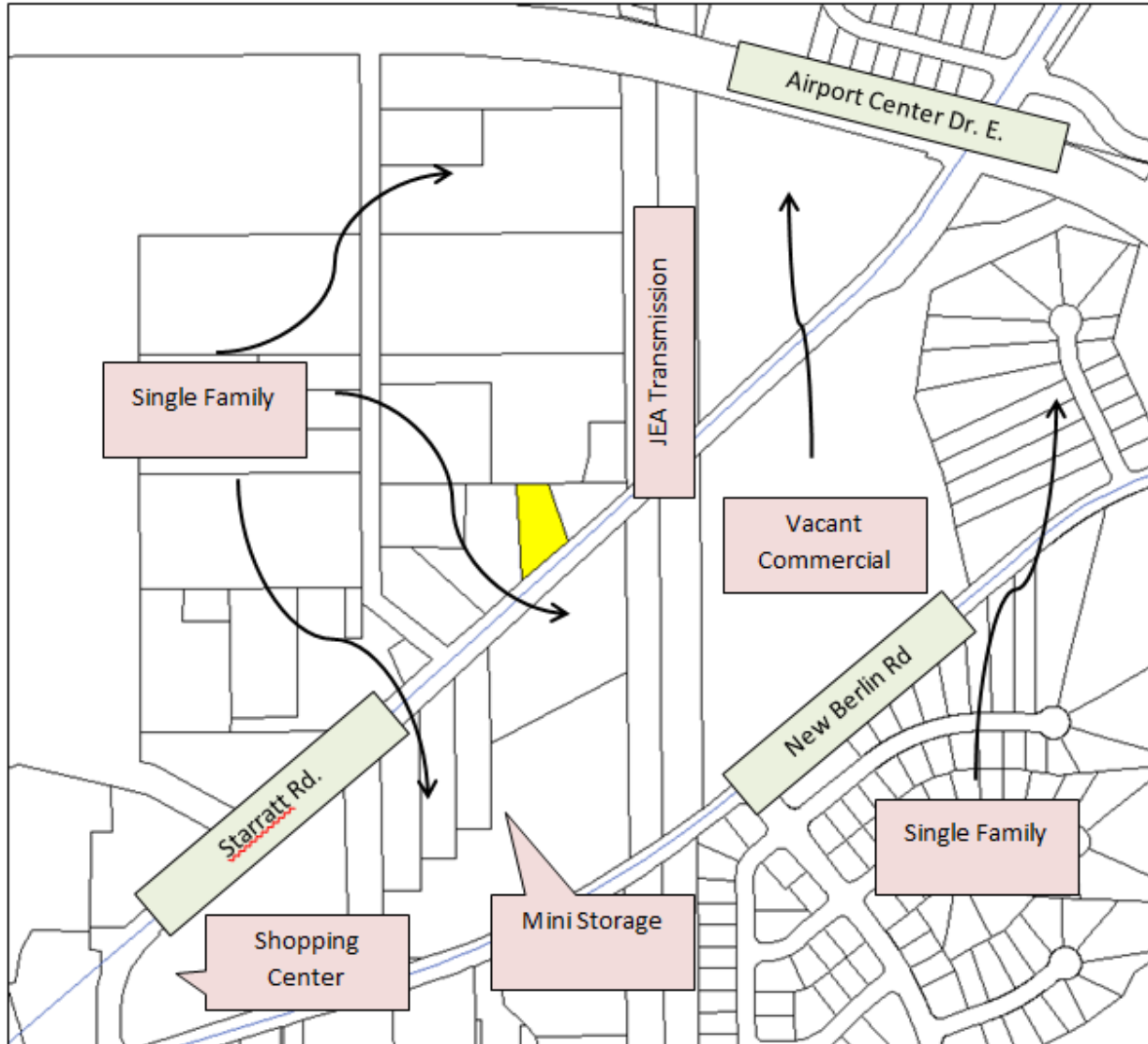
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

The Planning and Development Department recommends **DENIAL** of this application based on its inconsistency with the overall intent of the 2030 Comprehensive Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

PLANNING AND DEVELOPMENT DEPARTMENT



MEMORANDUM

DATE: June 8, 2016

TO: Jody McDaniel
Community Planning Division

FROM: Lurise Bannister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2016C-007

A trip generation analysis was conducted for Land Use Amendment 2016C-007, located on the north side of Starratt Road, between Purdue Road and Airport Center Drive E in the Suburban Development Area of Jacksonville, FL. The subject site is undeveloped with an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Residential/Professional/Institutional (RPI-nonresidential) on the 0.57 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 existing LDR land use category allows for 5-single family dwelling units per acre, and has the development potential for 2 residential units (ITE Land Use Code 210), generating 2 PM peak hour trips and 19 daily trips. The proposed RPI land use category allows for 0.5 FAR (non-residential) per acre resulting in a development potential of 12,415 SF of office space (ITE Land Use Code 710), generating 19 PM peak hour trips and 137 daily trips. The difference in trips results in a net increase of 17 PM peak hour and 118 daily vehicular trips if the land use is amended from LDR to RPI, as shown in 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	2 Dus	T = X T = 9.52 (X)	2 19	0.00% 0.00%	0.00% 0.00%	2	19
Total Section 1							2	19
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
RPI	710	12,415 SF	T = 1.49 (X) T = 11.03 (X)	19 137	0.00% 0.00%	0.00% 0.00%	19	137
Total Section 2							19	137
Net New Trips							17	118

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


214 N Hogan Street
Office: 904-255-7800

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

Jacksonville, FL 32202
Fax: 904-255-7885

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:	4/11/16	Date Staff Report is Available to Public:	7-15-2016
Land Use Adoption Ordinance #:	2016-388	Planning Commission's LPA Public Hearing:	7-21-2016
Rezoning Ordinance #:	2016-389	1st City Council Public Hearing:	7-26-2016
JPDD Application #:	2016C-007	LUZ Committee's Public Hearing:	8-2-2016
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	8-9-2016

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: L MANN MANN-PELLICER 165 ARLINGTON ROAD JACKSONVILLE, FL 32211 Ph: (904) 721-1546 Fax: (904) 721-1582	Owner Information: SHAWN HEATH BEACON ELECTRICAL CONTRACTORS INC. 731 DUVAL STATION RD, SUITE 107-306 JACKSONVILLE, FL 32218 Ph: (904) 721-1546 Fax: (904) 721-1582
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DESCRIPTION OF PROPERTY

Acreage: 0.57 Real Estate #(s): 106948 0010	General Location: <u>NORTHSIDE OF STARRATT RD 300 FT. EAST OF PERDUE RD.</u>
Planning District: 6 Council District: 7 Development Area: SUBURBAN AREA Between Streets/Major Features: <u>PERDUE RD and AIRPORT CENTER DR.E.</u>	Address: 545 STARRATT RD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: RESIDENTIAL
Current Land Use Category/Categories and Acreage:
LDR 0.57

Requested Land Use Category: RPI **Surrounding Land Use Categories:** CGC, LDR

Justification for Land Use Amendment:

THE CHARACTER OF THE AREA IS CHANGING FROM RESIDENTIAL TO COMMERCIAL. THIS PROPERTY WILL SERVE AS A TRANSITIONAL ZONING. THE OWNER OF THE PROPERTY WANTS TO USE IT AS A BUSINESS OFFICE.

UTILITIES

Potable Water: WELL **Sanitary Sewer:** SEPTIC SYSTEM

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
RLD-120 0.57

Requested Zoning District: CO

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

ATTACHMENT D

Aerial:

