

PLANNING AND DEVELOPMENT DEPARTMENT



September 22, 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. 2016-548**

Application for Land Use Amendment 2016C-012

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 **Approved** Ordinance 2016-548 on September 22, 2016.

- P&DD Recommendation APPROVE
- PC Issues: None
- PC Vote: 8-0 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Jerry Friley	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input 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: 2016-548

APPLICATION: 2016C-012-3-6

APPLICANT: BOB FLEET

PROPERTY LOCATION: 11150-4 San Jose Boulevard

Acreage: 1.86

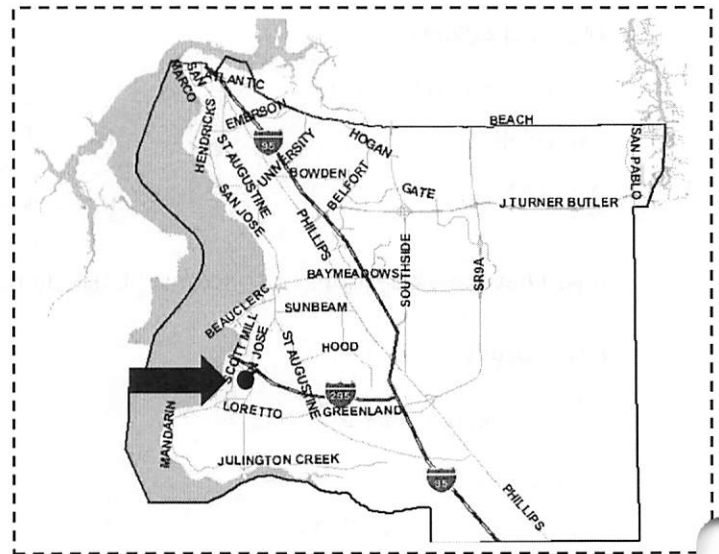
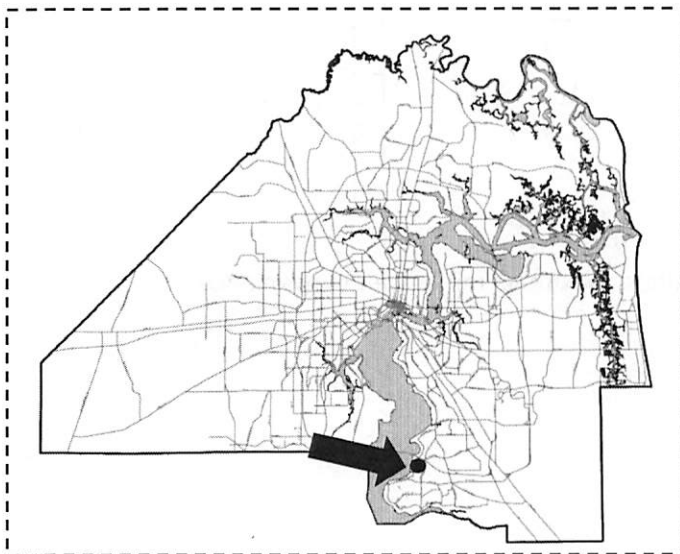
Requested Action:

	Current	Proposed
LAND USE	LDR	RPI & CGC
ZONING	RR-Acre	CO

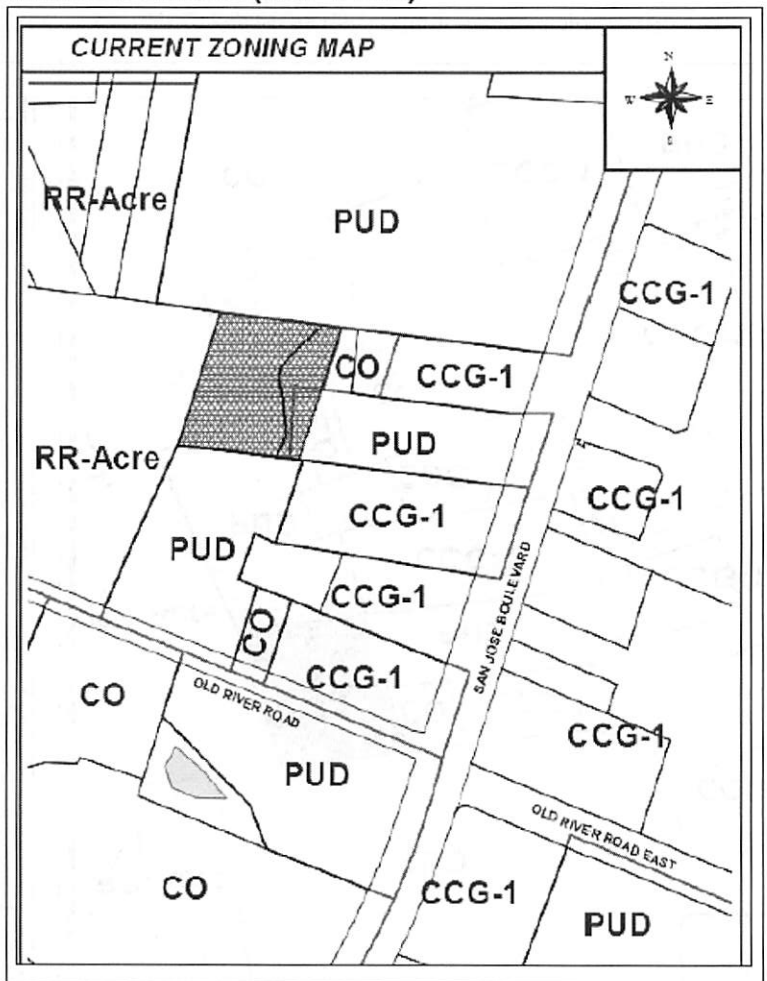
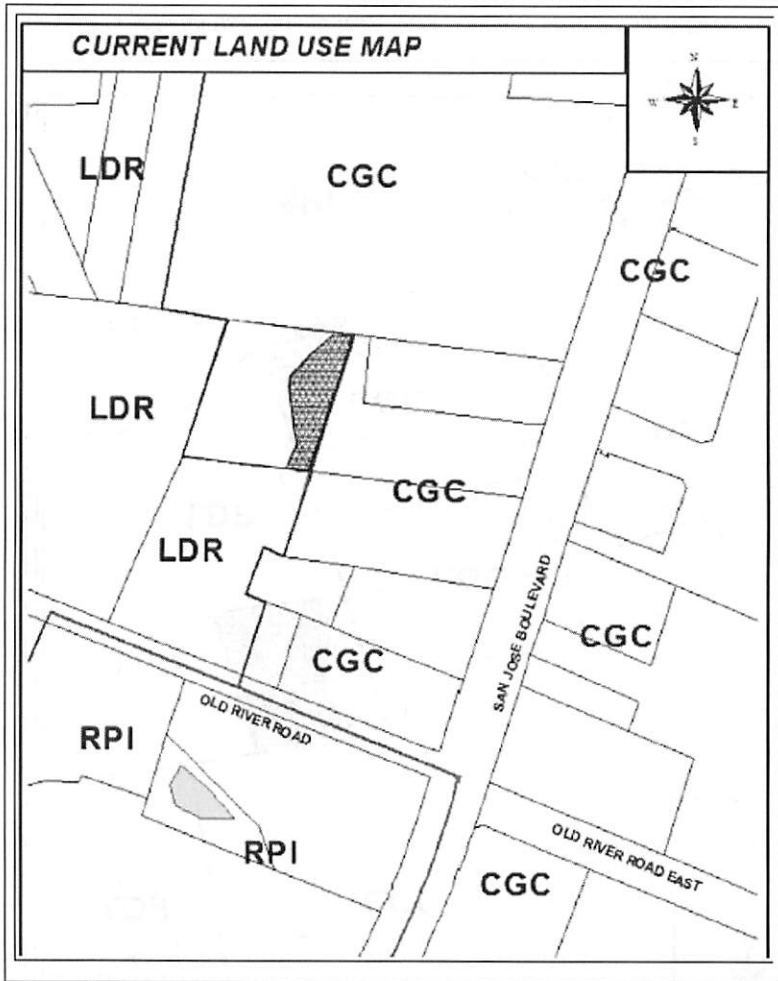
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	RPI & CGC	9 DU (5 DU/Acre)	N/A	N/A	30,056 Sq. Ft. Office Uses (0.35 FAR) & 7,318 Sq.Ft. Commercial Uses (0.5 FAR)	Decrease in 9 DU (5 DU/acre)	N/A

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVE

LOCATION MAPS:



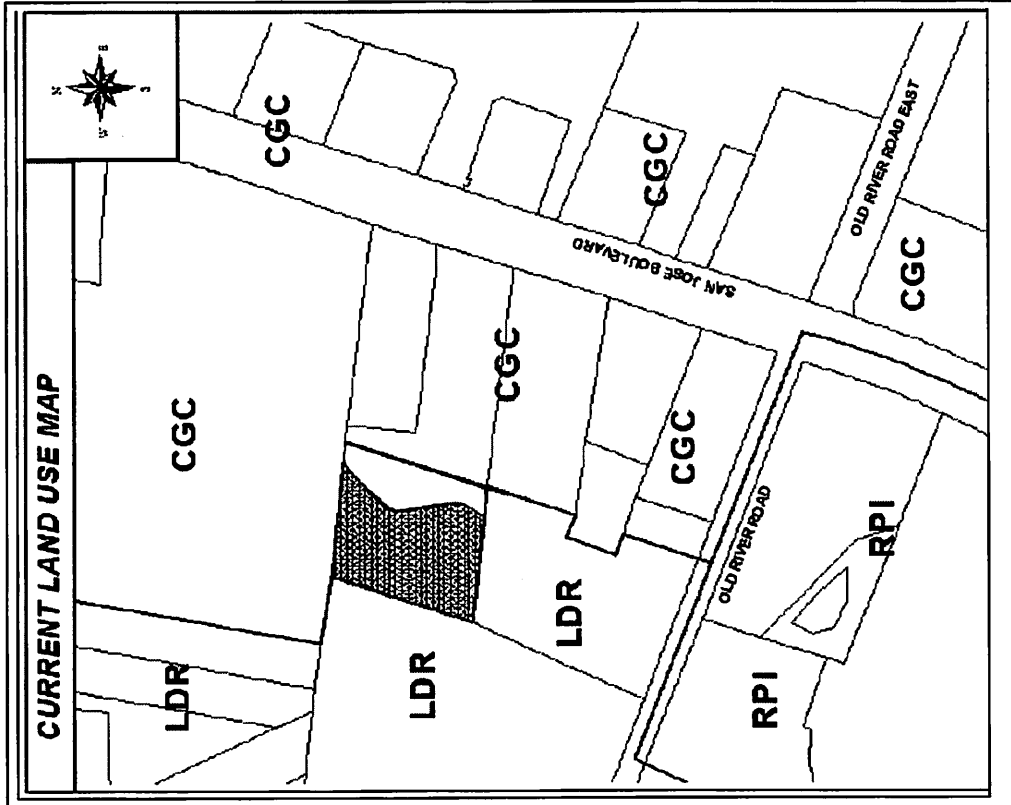
SMALL SCALE LAND USE APPLICATION 2016C-012 (MAP 1 of 2)



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

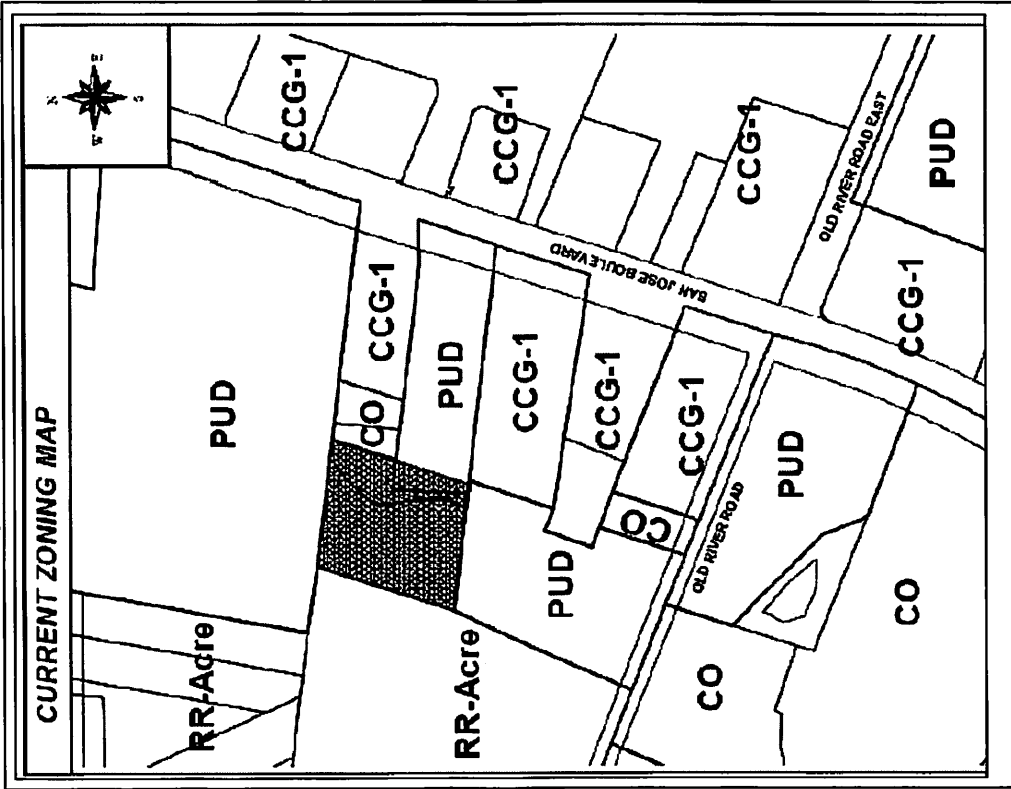
Current Zoning District(s): Rural Residential-Acre (RR-Acre)
Requested Zoning District(s): Commercial Office (CO)

SMALL SCALE LAND USE APPLICATION 2016C-012 (MAP 2 of 2)



Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Residential-Professional-Institutional (RPI)



Current Zoning District(s): Rural Residential-Acre (RR-Acre)

Requested Zoning District(s): Commercial Office (CO)

ANALYSIS

Background:

The subject property is a 1.86 acre site located in the Southeast Planning District and within the boundaries of the Southeast Vision Plan. The subject site includes a single family home on the property owned by the same land owner of the car wash and gas station abutting the eastern boundary of the property. The car wash use spills into the LDR land use. According to the Development Areas Map of the 2030 Comprehensive Plan, the subject property is located within the Urban Development Area.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Residential-Professional-Institutional (RPI) for 1.38 acres of the site and Community/General Commercial (CGC) for 0.48 acres of the site and a rezoning from Residential Rural-Acre (RR-Acre) to Commercial Office (CO). According to the applicant, the owner intends to use the single family home as his office. The land use amendment encompasses a slightly larger area than the rezoning as it incorporates a portion of the property that does not permit its current uses in the LDR category. The land use amendment would remedy this issue because of the existing PUD zoning.

The area surrounding the subject site includes large lot single family homes with significant vegetation to the west and south and commercial uses. Abutting the property to the north is a large commercial shopping center that consists of a Barnes and Noble, Mandarin Ale House, Party City and other retail sales and service establishments. There are more concentrated commercial retail sales and service establishments located in the CGC and RPI land use categories further north and south on San Jose Boulevard. The amendment site is accessed at San Jose Boulevard through the car wash. The subject property fronts on San Jose Boulevard, a six lane arterial roadway, and is located just over a half of a mile south of the Interstate 295 and San Jose Boulevard intersection. Sidewalks and bus stops are within walking distance of the subject site.

See the quick view table below for additional details of the surrounding site along with the Dual Land Use and Zoning Map on page 2 and Attachment A for current site utilization.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use(s)
North	CGC	PUD	Commercial
East	CGC	PUD & CO	Car wash/Gas Station
South	LDR	PUD	Single family
West	LDR	RR-Acre	Single-family/ Undeveloped

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. Additionally, the applicant has supplied a JEA availability letter with the zoning application and intends to use central water and sewer for the project.

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 412 new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The project site is located in Mobility Zone 1 on San Jose Boulevard between Loretto Road and I-295. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2012) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is 0.67.

San Jose Boulevard (SR 13) is a 6-lane divided arterial facility and has a maximum daily capacity of 59,900 vehicular trips. This segment of San Jose Blvd is expected to operate at an acceptable V/C ratio of 0.92 with the projected traffic from the land use amendment.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of medium probability 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:

Historic Preservation Element

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

Airport Environ Zone

The site is located within the 300-foot Height and Hazard Zone for the NAS Jacksonville. Zoning limits development to a maximum height of less than 300'. 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 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by

requiring that all adjacent development be compatible with aviation-related activities.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	House	Office
Land Use/Zoning	LDR	RPI and CGC
Development Standards For Impact Assessment	5 DU/acre	0.5 FAR and 0.35 FAR
Development Potential	9 DU	30,056 sq. ft. RPI / 7,318 sq.ft.CGC
Population Potential	23 people	None
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	X (300 ft.)	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Medium Probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X-Discharge
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	412 new net daily trips	
Water Provider	JEA	
Potential Water Impact	Increase of 81.083 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 60.82 gallons per day	
Potential Solid Waste Impact	Increase of 36.398 tons per year	
Drainage Basin / Sub-Basin	Unnamed Drain	
Recreation and Parks	Burnett Park (approx. 1.5 miles east)	
Mass Transit	Route 7 and 200	
NATURAL FEATURES		
Elevations	15 feet	
Soils	63	
Land Cover	Pine flatwoods, Residential low density	
Flood Zone	None	
Wet Lands	None	
Wild Life	None	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 31, 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 Planning and Development Department hosted the Citizen Information Meeting on September 6, 2016. No one from the public attended the meeting.

CONSISTENCY EVALUATION

2030 Comprehensive Plan Amendment Analysis

The LDR land use category is intended to provide for low density residential development. LDR 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.

According to the FLUE the RPI land use category is intended to provide compact medium to high density development which includes residential, office and institutional uses. Limited commercial retail and service establishments are also permitted as a part of a mixed use development. The RPI category is intended to provide transitional uses between commercial or industrial and residential uses.

The Community/ General Commercial (CGC) land use designation 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.

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages 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 as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- 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 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 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.7 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.

The subject property has access to full urban services, including mass transit, and is located in a developed area of the City and is contiguous to developed commercial properties along San Jose Boulevard, an arterial roadway. The proposed amendment to CGC would accommodate the existing CGC use consistent with the character of the surrounding area. The RPI amendment would provide an appropriate transition between the CGC and LDR. As such, the proposed land use amendment aids in maintaining a compact and compatible land use pattern, consistent with FLUE Objective 1.1 and Policy 1.1.22. In addition, the CGC land use designation is a logical extension of the existing CGC demarcation line achieving FLUE Policies 3.2.7 and 3.2.1.

Due to the location of the amendment site, it precludes non-residential traffic into the adjacent neighborhood since traffic will continue to utilize San Jose Boulevard through the car wash property for the subject site. Therefore, the proposed amendment is consistent with FLUE Policy 3.2.4. The proposed amendment also provides for a compatible transition between the CGC land use to the east and the LDR land use to the west. The proposed land use amendment protects the neighborhood from potential negative impacts by providing a

gradation of use and maintains the existing residential character consistent with Policies 1.1.10, 3.1.3 and 3.2.4. Significant vegetation immediately west of the subject site buffers the existing residential homes fronting Old River Road therefore achieving transitions consistent with FLUE Policies 1.1.10 and 3.1.3.

The subject site is in a septic failure area. However, the project will use central water and sewer. The rezoning application includes a JEA service availability letter for the subject site regarding electric, potable water, and sanitary sewer services meeting the need of Policy 1.2.9 of the Future Land Use Element.

Vision Plan

The subject property is located within the boundaries of the Southeast Vision Plan in an area the Plan identifies as a commercial corridor. Under Sub-Principle 2.3, when new development is adjacent to existing residential development, transitional buffers should be used to minimize negative effects. The westerly parcel proposed for RPI land use reduces concerns of intrusion in the LDR area by creating a transition between the LDR and existing commercial area. Additionally, the proposed amendment site to CGC provides characteristics that allow an existing commercial business located on a highly traveled major roadway to become part of the established pattern of commercial uses that surround the property as identified in the plan.

Guiding Principle Two, Sub Principle 2.3: Provide for and promote more consistent/compact and contiguous development in new areas provided there are appropriate transitional buffers.

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.

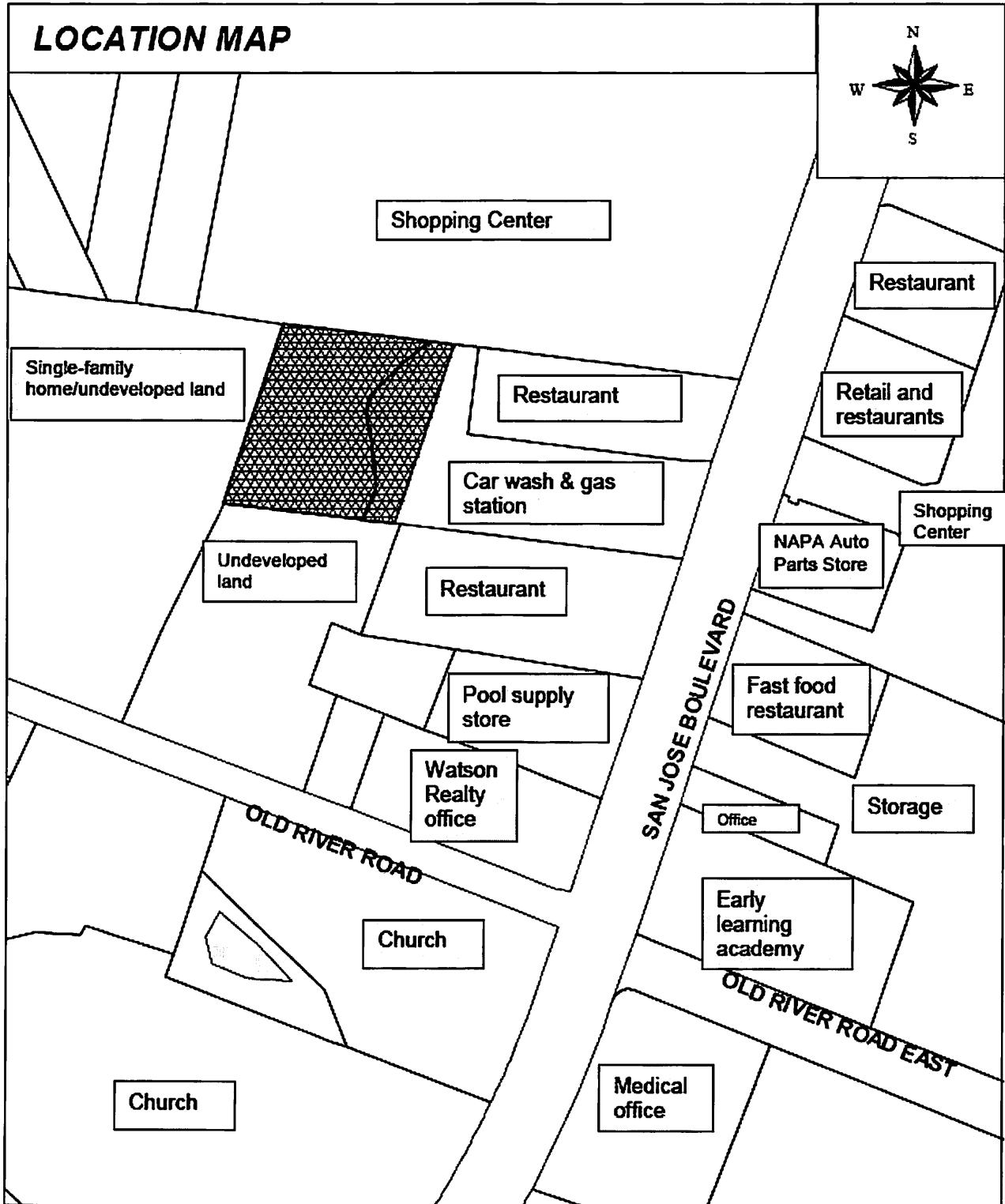
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2016C-012, located at 11150 San Jose Boulevard in the Urban Development Area of Jacksonville, FL. The subject site has an existing low density residential (LDR) land use category and the proposed land use amendment is to allow for community general commercial (CGC) and residential/professional/institutional non-residential (RPI) on the designated portion of the site.

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 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 resulting in a development potential of 9 residential homes (ITE Land Use Code 210), generating 86 average daily trips. The proposed CGC land use category allows for 0.35 FAR per acre, resulting in a development potential of 7,318 SF of commercial space (ITE Land Use Code 826) which could generate 324 daily trips. The proposed RPI nonresidential land use category allows for 0.5 FAR per acre, resulting in a development potential of 30,056 SF of office space (ITE Land Use Code 710), generating approximately 332 daily trips. The difference in trips results in a net increase of 412 daily vehicular trips if the land use is amended from LDR to CGC and RPI, 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 Pass-By Trips	Net New Daily Trip Ends
LDR	210	9 Dus	$T = 9.52 (X)$	86	0.00%	86
Total Section 1						86
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	826	7,318 SF	$T = 44.32 (X/1000)$	324	48.62%	166
RPI	710	30,056 SF	$T = 11.03 (X /1000)$	332	0.00%	332
Total Section 2						498
Net New Trips						412

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

ATTACHMENT B (cont)

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The project site is located in Mobility Zone 1 on San Jose Boulevard between Loretto Road and I-295. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.


Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is **0.67**.

San Jose Boulevard (SR 13) is a 6-lane divided arterial facility and has a maximum daily capacity of 59,900 vehicular trips. This segment of San Jose Blvd is expected to operate at an acceptable V/C ratio of **0.92** with the projected traffic from the land use amendment.

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:	4/27/16	Date Staff Report is Available to Public:	09-16-2016
Land Use Adoption Ordinance #:	2016-548	Planning Commission's LPA Public Hearing:	09-22-2016
Rezoning Ordinance #:	2016-549	1st City Council Public Hearing:	09-27-2016
JPDD Application #:	2016C-012	LUZ Committee's Public Hearing:	10-04-2016
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	10-11-2016
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: ROBERT FLEET FLEET & ASSOCIATES ARCHITECTS/PLANNERS, INC. 11557 HIDDEN HARBOR WAY JACKSONVILLE, FL 32223 Ph: 9046667038 Email: BFLEET@FLEETARCHITECTSPLANNERS.NET		Owner Information: JAMES JAFFA NEKIYAH LTD 11150-4 SAN JOSE BOULEVARD JACKSONVILLE, FL 32223 Ph: 9042688612	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	1.86	General Location:	WESTERNMOST (REAR) PORTION OF 11150 AND BEHIND 11148 SAN JOSE BOULEVARD
Real Estate #(s):	Portion of 156084 -0000	Address:	11150-4 SAN JOSE BLVD
Planning District:	3		
Council District:	6		
Development Area:	URBAN AREA		
Between Streets/Major Features:	OLD RIVER ROAD and CLAIRE LANE		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	HOUSE		
Current Land Use Category/Categories and Acreage:	LDR 1.86		
Requested Land Use Category:	RPI & CGC	Surrounding Land Use Categories:	CGC.LDR
Justification for Land Use Amendment:	TO ALLOW USE AS AN OFFICE. THIS AMENDMENT IS CONSISTENT WITH SURROUNDING PROPERTIES.		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	RR-Acre 1.38		
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:

