

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. 2016-553**

**Application for Land Use Amendment 2016C-025**

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 2016-553 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: 2016-553**

**APPLICATION: 2016C-025-5-10**

**APPLICANT: CITY OF JACKSONVILLE**

**PROPERTY LOCATION: 0 Ageson Road**

**Acreage: 0.12**

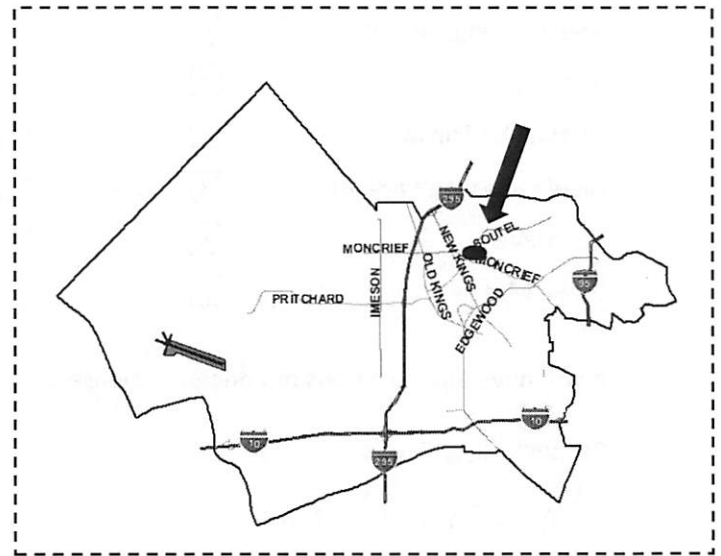
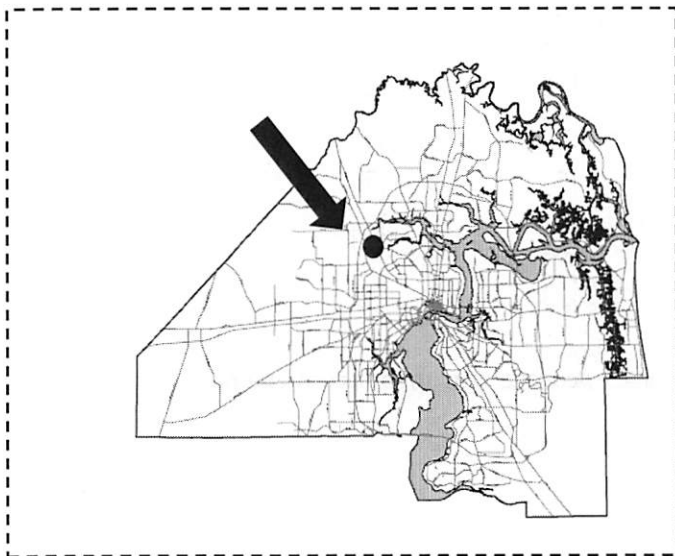
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>PBF</b>	<b>LDR</b>
<b>ZONING</b>	<b>PBF-1</b>	<b>RLD-60</b>

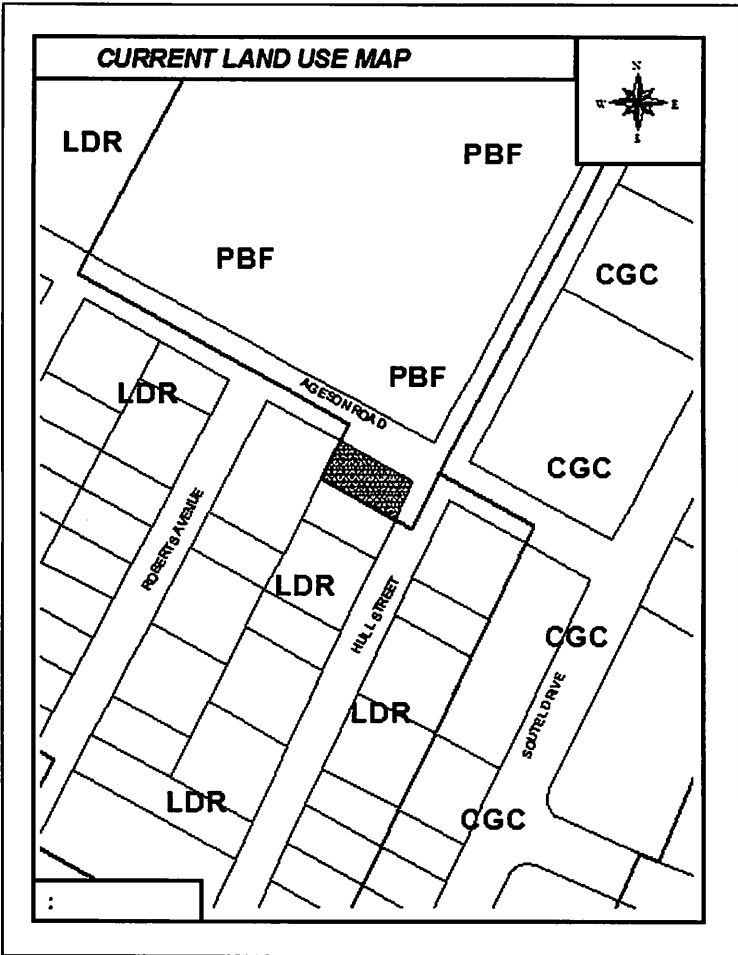
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
PBF	LDR	N/A	1 DU (5 DU/Acre)	1,568 sq. ft.	N/A	Increase 1 DU	Decrease 1,568 sq. ft.

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

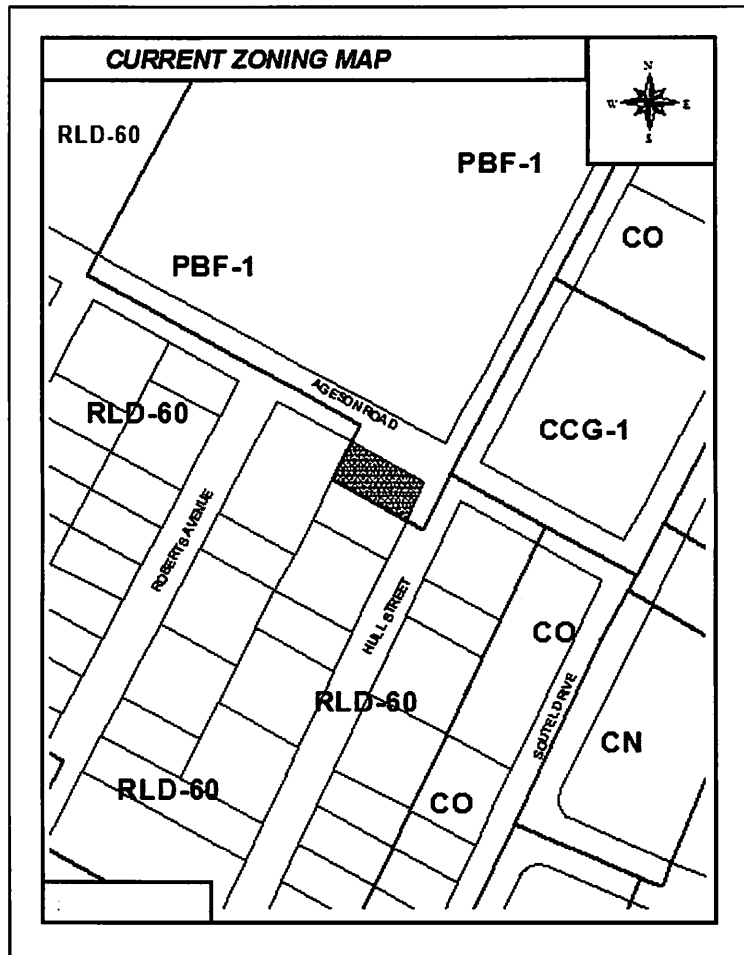
**LOCATION MAPS:**



SMALL SCALE LAND USE APPLICATION 2016C-025



**Existing FLUM Land Use Categories:** Public Buildings and Facilities (PBF)  
**Requested FLUM Land Use Category:** Low Density Residential (LDR)



**Current Zoning District(s):** Public Buildings and Facilities - 1 (PBF-1)  
**Requested Zoning District(s):** Residential Low Density - 60 (RLD-60)

# ANALYSIS

## Background:

The .12 acre amendment site is located on the south side of Ageson Road between Hull Street (an unopened right-of-way) and Roberts Avenue. The property is located in Council District 10, Planning District 5 and within the North West Jacksonville Vision Plan. The subject property is vacant. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Development Area.

The applicant proposes a future land use amendment from Public Buildings and Facilities (PBF) to Low Density Residential (LDR) and a rezoning from Public Buildings and Facilities-1 (PBF-1) to Residential Low Density-60 (RLD-60) to allow the City of Jacksonville to surplus the property. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-554.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	PBF	PBF-1	S.A. Hull Elementary School
South	LDR	RLD-60	Vacant lots
East	LDR	RLD-60	Vacant lots
West	LDR	RLD-60	Single family homes

The property is one block west of the intersection of Ageson Road and Soutel Drive. The commercial area is to the east along Soutel Drive and four blocks south along New Kings Road (Hwy U.S. 1). The property is currently vacant. The LDR area south along Ageson Road is a small single family neighborhood. The street includes 40 lots with a land use category of LDR, only 7 have single family homes built with the rest being vacant.

## 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

Policies 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.

### School Capacity

The .12 acre proposed land use map amendment has a maximum potential development of 1 dwelling unit. This development was analyzed to determine whether there is adequate school capacity, for each school type (elementary, middle, and high school), to accommodate the proposed development, based on the Level of Service (LOS) standards (105% of permanent capacity), Concurrency Service Areas (CSAs) not the closest school in the area for elementary, middle and high schools, and other standards set forth in the City of Jacksonville School Concurrency Ordinance. In evaluating the proposed residential development for school concurrency, the following results were documented:

#### School Impact Analysis LUA 2016C-025

#### Development Potential: 1 single-Family Unit

School Type	CSA	2015-16 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	1	12,683	64%	0	63%	7,290
Middle	1	8,909	81%	0	95%	807
High	1	7,502	72%	0	74%	3,234
<b>Total New Students</b>				<b>0</b>		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

### Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

**Supplemental School Information**

The following additional information regarding the capacity of the specific schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CSA	STUDENTS GENERATED	SCHOOL CAPACITY	CURRENT ENROLLMENT (2015/16)	% OCCUPIED	4 YEAR PROJECTION
S A Hull #169	1	.167	433	249	58%	59%
Northwestern #155	1	.073	778	527	68%	55%
William Rains HS #165	1	.093	1817	1020	55%	40%

TOTAL STUDENTS: less than 1

**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 no increase of 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 9 west of Soutel Drive between New Kings Road and Moncrief Road. 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 9 is 0.86.

Soutel Drive is a 4-lane undivided minor arterial facility and has a maximum daily capacity of 28,899 vehicular trips. This portion of Soutel Drive is expected to operate at an acceptable V/C ratio of 0.46 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 low 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.

### **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.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Low Density Residential
Land Use Category	PBF	LDR
Development Standards For Impact Assessment	0.3 FAR	5 DU per acre
Development Potential	1,568 sq. ft.	1 DU unit
Population Potential	N/A	2 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone		X
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- Discharge Area
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 new net daily trips	
Water Provider	JEA	
Potential Water Impact	Increase 155.95 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase 116.97 gallons per day	
Potential Solid Waste Impact	Decrease of 7.46 tons per year	
Drainage Basin/ Sub-Basin	Ribault River Basin	
Recreation and Parks	S.A. Hull Elementary School Park	
Mass Transit	4 on New Kings Road	
<b>NATURAL FEATURES</b>		
Elevations	20 ft.	
Soils	63 Sapelo fine sand	
Land Cover	1100 Residential, low density	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	



## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on August 30, 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 September 6, 2016 and one speaker was present. The citizen was interested in finding out about how the city will surplus the property.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

According to the category description of the Future Land Use Element (FLUE), Public Buildings and Facilities (PBF) is a broad land use category that is intended to accommodate major public use or community service activities. Activities that provide community service functions vary in character and locational need. A primary consideration in locating these uses is to ensure that each use will function as it is intended, as an important part of the urban service delivery system.

Low Density Residential (LDR) in the Urban Development Area permits a maximum gross density of 7 units/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.

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

- 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 1.1.22      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 3.1      Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land

uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

**Objective 6.3** The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The subject property is a vacant lot owned by the City of Jacksonville and being planned for surplus. The proposed amendment is located within the Northwest Planning District and Urban Development Area with access to full urban services. The proposed land use change will increase the opportunity for residential development with low density residential lots maintaining the character of the area satisfying Objective 3.1 and Policy 1.1.22. The proposed amendment would result in the provision of land designated for safe, decent, and sanitary development in accordance with FLUE Objective 3.1 The subject site is vacant and has the potential to encourage additional infill development promoting the goal of Objective 6.3. The land use change to LDR will eliminate the possibility of non-residential uses abutting the existing residential properties satisfying objective 1.1.

### **Northwest Vision Plan**

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan in the area identified as the Ribault River suburban area. Theme 1 of the plan is to strengthen existing neighborhoods and to focus on protecting the neighborhood. The Plan states the community layout should “include a mix of housing types with rehabilitation of existing structures and compatible new infill development at various densities”. The infill redevelopment of the subject property would meet the goals of the Vision Plan.

### **Sherwood Forest Lincoln Villas Neighborhood Action Plan**

The Neighborhood Action Plan identifies the subject property as a potential growth and development vacant lot. The plan suggests that only infill development that enhances the rural feel and character of Lincoln Villas should be proposed on vacant lots. Therefore the proposed land use and zoning change will assist in accomplishing this goal.

### **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 amendment to LDR would increase opportunities for residential development providing a wider range of housing needs to meet a variety of income levels for a workforce that would serve and support the emerging industrial and commercial businesses in Northeast Florida. Broadening the opportunity for employment in turn creates the opportunity

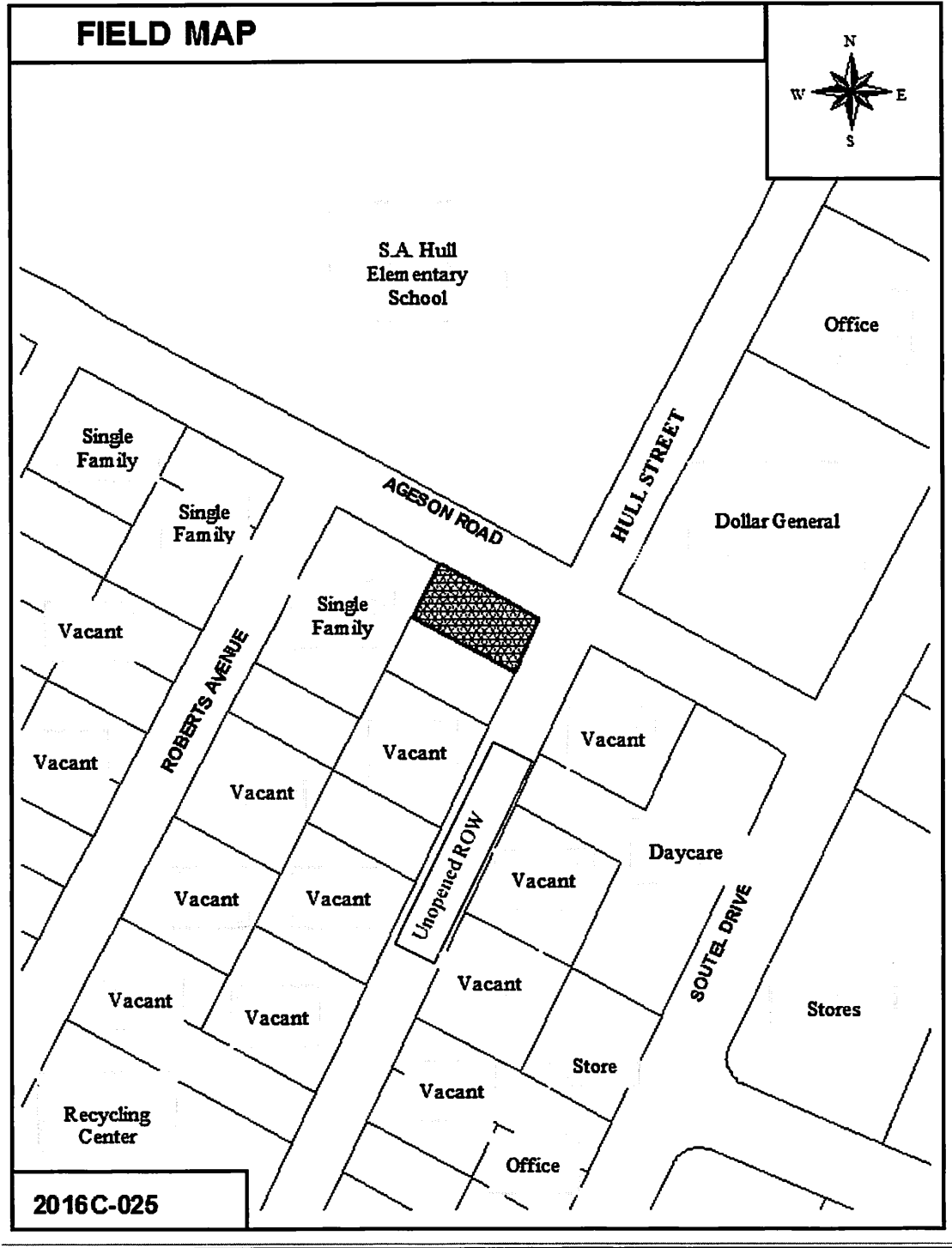
and demand for improved housing. Therefore, the proposed amendment is consistent with the aforementioned Strategic Regional Policy Plan.

## **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:



## ATTACHMENT B

### Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2016C-025, located along Ageson Road between Hull Street and Roberts Avenue in the Urban Development Area of Jacksonville, FL. The subject site is undeveloped with a Public Buildings and Facilities (PBF) land use category. The proposed land use amendment is to allow for Low Density residential (LDR) and on the entire site.

Trip generation was calculated for the existing and proposed land uses based on *Trip Generation, 9<sup>th</sup> 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 PBF land use category allows for 0.3 FAR per acre resulting in a development potential of 1,568 SF of office/institutional use (ITE Land Use Code 730) generating 108 daily trips. The proposed LDR land use category development impact assessment standards allows for 5 single-family homes per acre, resulting in a development potential of 1 dwelling unit (ITE Land Use Code 210), which could generate 10 daily trips. The difference in trips would result in no net new daily trips if the land use is amended from PBF to LDR, 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
PBF	730	1,568 SF	$T = 68.93 (X) / 1000$	108	0.00%	108
<b>Total Section 1</b>						<b>108</b>
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
LDR	210	1 DU	$T = 9.52 (X)$	10	0.00%	10
<b>Total Section 2</b>						<b>10</b>
<b>Net New Daily Trips</b>						<b>0</b>

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 9 west of Soutel Drive between New Kings Road and Moncrief Road. 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 9 is **0.86**.

Soutel Drive is a 4-lane undivided minor arterial facility and has a maximum daily capacity of 28,899 vehicular trips. This portion of Soutel Drive is expected to operate at an acceptable V/C ratio of **0.46** 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:	7/14/16	Date Staff Report is Available to Public:	9/16/16
Land Use Adoption Ordinance #:	2016-553	Planning Commission's LPA Public Hearing:	9/22/16
Rezoning Ordinance #:	2016-554	1st City Council Public Hearing:	9/27/16
JPDD Application #:	2016C-025	LUZ Committee's Public Hearing:	10/4/16
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	10/11/16
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b>		<b>Owner Information:</b>	
CITY OF JACKSONVILLE 214 NORTH HOGAN STREET, SUITE 300 JACKSONVILLE, FL 32202 Ph: (904) 255-7800 Fax: (904) 255-7882 Email: COMMUNITYPLANNING@COJ.NET		CITY OF JACKSONVILLE 214 NORTH HOGAN ST SUITE 1000 JACKSONVILLE, FL 32202 Ph: (904) 255-8792	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b> 0.12		<b>General Location:</b>	
<b>Real Estate #(s):</b> 041743 0000		BEWTEEN HULL ST AND ROBERTS AVE	
<b>Planning District:</b> 5		<b>Address:</b>	
<b>Council District:</b> 10		0 AGESON RD	
<b>Development Area:</b> URBAN AREA			
<b>Between Streets/Major Features:</b>			
HULL ST. and ROBERTS AVE.			
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT			
<b>Current Land Use Category/Categories and Acreage:</b>			
PBF 0.12			
<b>Requested Land Use Category:</b> LDR		<b>Surrounding Land Use Categories:</b> CGC, LDR, PBF	
<b>Justification for Land Use Amendment:</b>			
SURPLUS CITY PROPERTY			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> JEA		<b>Sanitary Sewer:</b> JEA	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b>			
PBF-1 0.12			
<b>Requested Zoning District:</b> RLD-60			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coi.net/uzap/">http://maps.coi.net/uzap/</a>			

# ATTACHMENT D

Aerial:

