

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. 2016-555**

Application for Land Use Amendment 2016C-024

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 2016-555 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: 2016-555

APPLICATION: 2016C-024-5-9

APPLICANT: CITY OF JACKSONVILLE

PROPERTY LOCATION: 420 Stockton St.

Acreage: 0.19

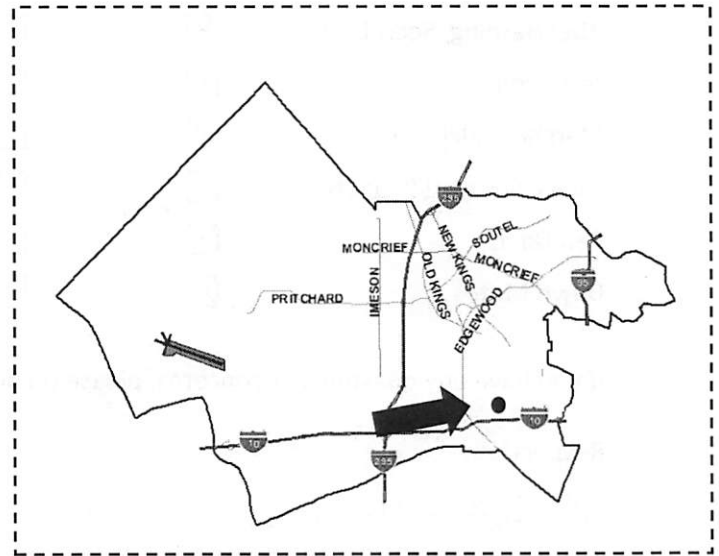
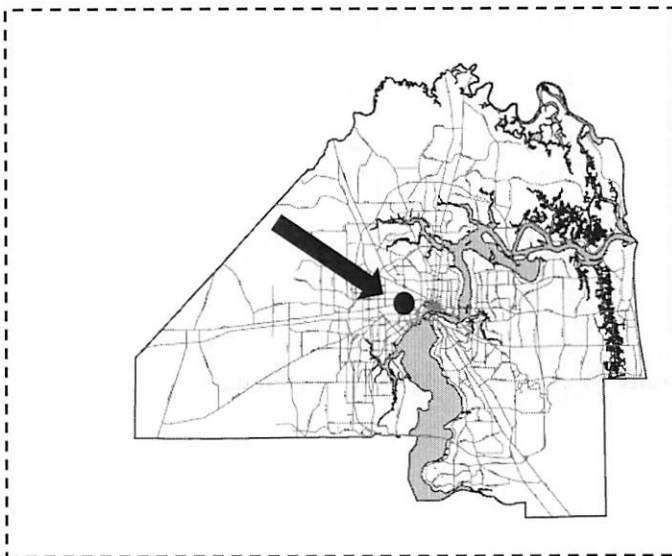
Requested Action:

	Current	Proposed
LAND USE	MDR	RPI
ZONING	PBF-1	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
MDR	RPI	2 DU (15 DU/Acre)	N/A	N/A	4,138 sq. ft. (0.5 FAR)	Decrease 2 DU	Increase 4,138 sq. ft.

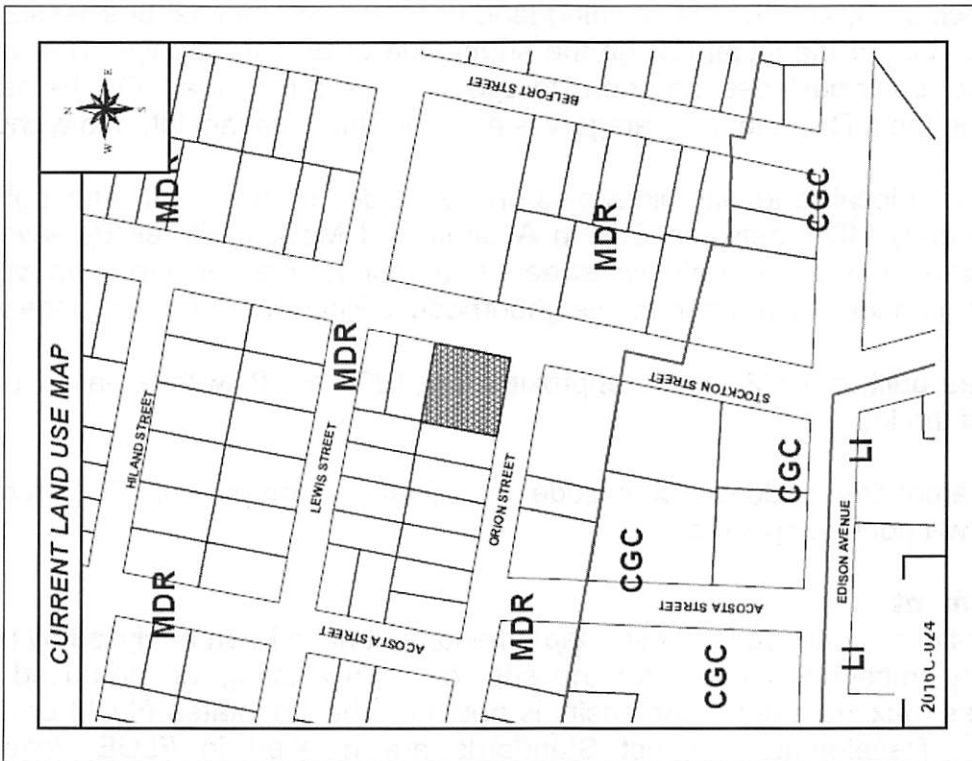
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

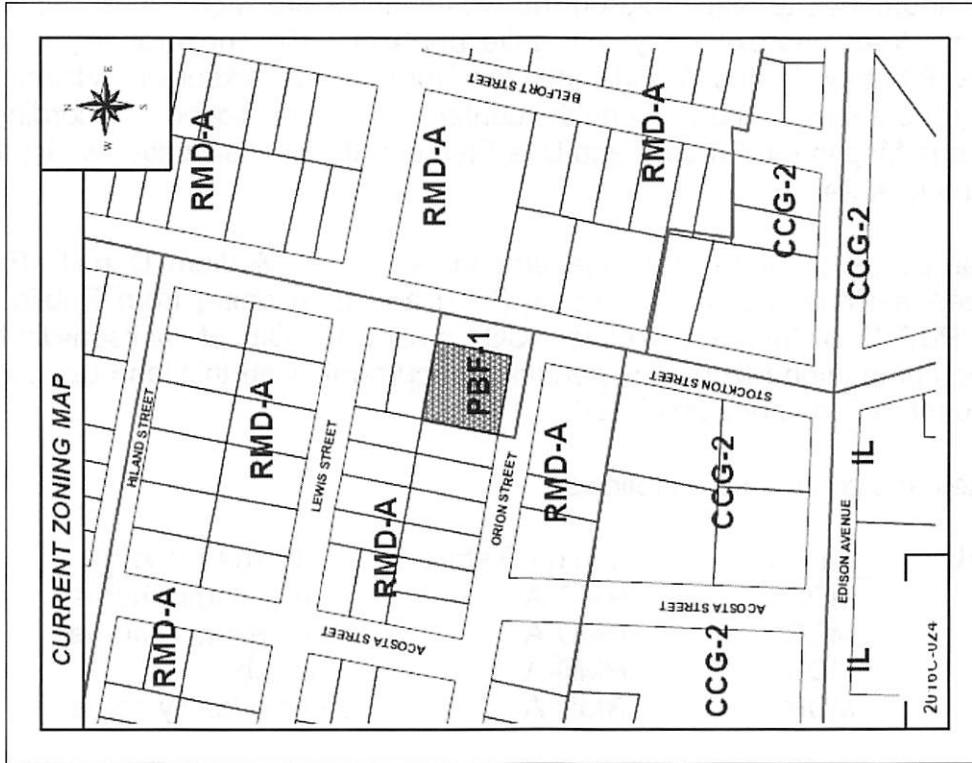


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-024



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



Current Zoning District(s): Public Buildings and Facilities -1 (PBF-1)
Requested Zoning District(s): Commercial Office (CO)

ANALYSIS

Background:

The .19 acre amendment site is located on the west side of Stockton Street between Orion Street and Lewis Street approximately a ¼ mile north of I-10. The property is located in Council District 9, Planning District 5 and within the North West Jacksonville Vision Plan. The subject property contains a public health center which is closed. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Priority Development Area.

The applicant proposes a future land use amendment from Medium Density Residential (MDR) to Residential-Professional-Institutional (RPI) and a rezoning from Public Buildings and Facilities-1 (PBF-1) to Commercial Office (CO) 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 2016-556.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-A	Single family home
South	MDR	RMD-A	Single family home
East	MDR	RMD-A	Church
West	MDR	RMD-A	Single family home

The property is located one block north of Edison Avenue. At the intersection of Edison Avenue and Stockton Street, the surrounding land uses are commercial businesses CGC on the north side and Light Industrial (LI) on the south side of Edison Avenue. The uses in the CGC are an auto repair business, an open storage site, and a food mart. On the east side of Stockton Street in the MDR land use category is a restaurant, a vacant lot, and a church.

Stockton Street is a local road with sidewalks on both sides of the street. Although the land use is predominantly MDR between Edison Avenue and McCoys Creek Boulevard it is a busier road because it is one of only two streets that connect the neighborhood with Beaver Street. The other connecting street in the neighborhood is King Street farther to the west.

The building was built in 1972 and is approximately 1000 sq. ft. with a paved parking lot covering most of the lot.

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

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.

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 33 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 7 along Stockton Street between Irene Street and Beaver Street. 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 0.66.

Stockton Street is a 2-lane undivided local roadway and has a maximum daily capacity of 14,040 vehicular trips. This portion of Stockton Street is expected to operate at an acceptable V/C ratio of 0.48 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 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

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	COJ Health Center	Residential/ Professional/Institutional
Land Use Category	MDR	RPI
Development Standards For Impact Assessment	15 DU per acre	5 FAR
Development Potential	2 DU	4,138 Sq. Ft.
Population Potential	4 people	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X 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	33 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 179.6 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 134.7 gallons per day	
Potential Solid Waste Impact	Increase of 1.42 tons per year	
Drainage Basin / Sub-Basin	McCoy Creek	
Recreation and Parks	McCoy's Creek Boulevard Park	
Mass Transit	71, 32	
NATURAL FEATURES		
Elevations	20 ft.	
Soils	72 Urban Land Ortega-Kershaw complex	
Land Cover	1300 Residential, high 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 no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. Plan amendment requests for new MDR 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.

RPI in the Urban Priority Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. 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. Single-use developments shall be limited to residential or office. Single use residential developments shall be developed pursuant to the requirements of the MDR category.

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.

- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- Policy 3.2.4 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.

The subject property has access to full urban services and is located in a developed area of the City. 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. Although the site is located along a local roadway, the roadway is a main travel route through the neighborhood. Additionally, the RPI land use category limits single-use developments to residential or office use only. Therefore, 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 3.1.3 and 3.2.4.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan in the area identified as the historic in-town traditional building area. Theme 1 of the plan is to strengthen existing neighborhoods and to focus on protecting the neighborhood. Implementation Option 3 is to spur in-town Development in the traditional building area. The plan states that residents in the Northwest want more local economic revitalization and an expanded network of social services. The subject property with the existing building and parking would meet the goals of the Vision Plan for infill redevelopment.

North Riverside Neighborhood Action Plan

The plan states that most of the businesses are located along Edison Avenue and Stockton Street. The area businesses are typically manufacturing, wholesale/ retail, mechanical repair, and contracting operations. Edison Avenue improvements should preserve the mix of uses, while improving the aesthetic quality of the area. The most common example of incompatible zoning districts and lacking transitional zoning districts is the proliferation of residential districts adjacent to industrial or intense commercial districts. This is frequently seen in the areas east of Stockton Street where single-family homes are often next door to or directly across the street from businesses with outside storage of heavy equipment or other nuisance uses. A transitional zoning district with intermediate intensity of uses is commonly used to provide a buffer between incompatible uses. The proposed land use and zoning change will provide a transition and buffer zone between MDR and CGC. The North Riverside Neighborhood is located within both an Enterprise and Empowerment Zone and new businesses that locate in the area or existing businesses that expand in the area will be

eligible for tax incentives. Many of these incentives are attached to hiring requirements that would benefit the existing residents.

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.

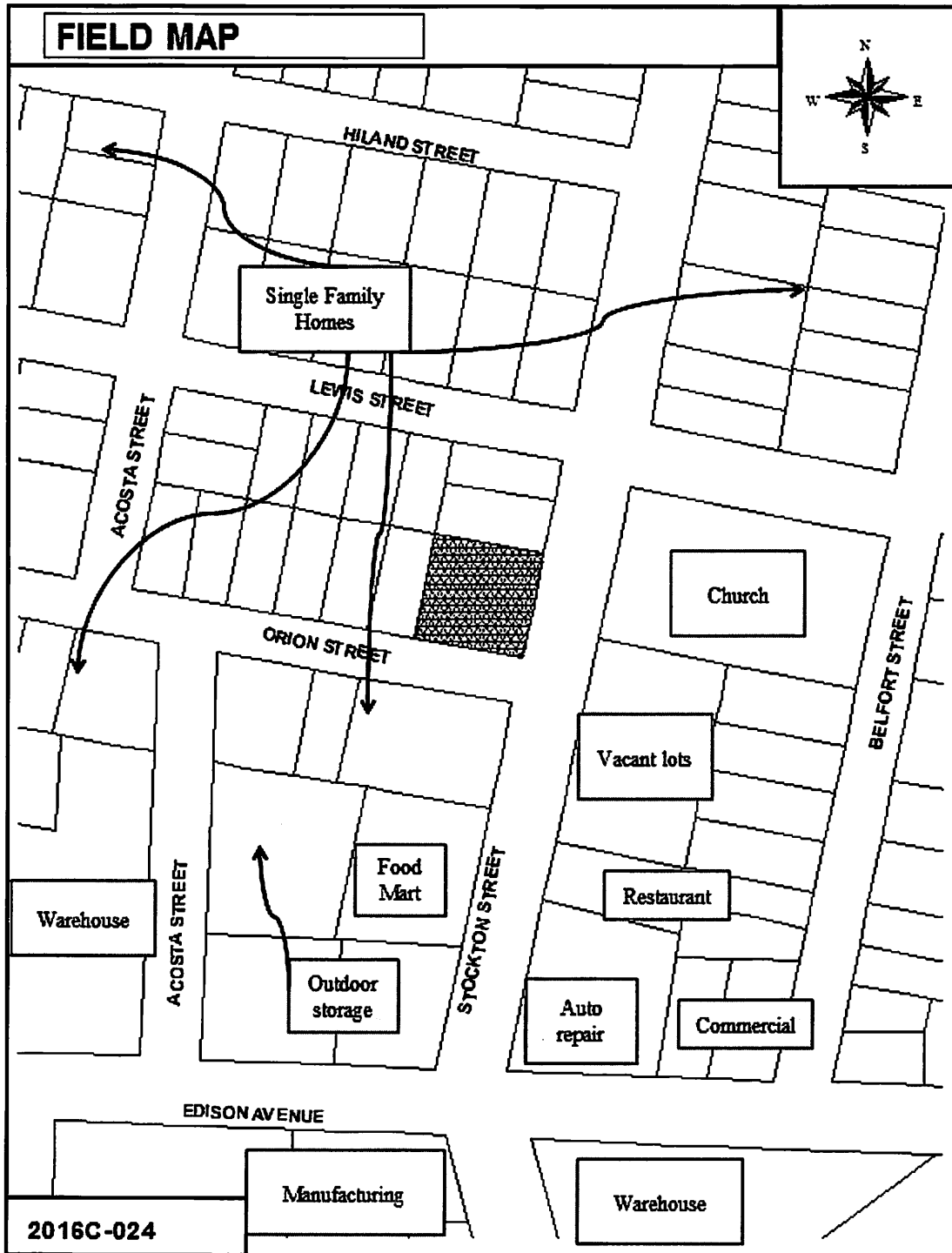
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2016C-024, located at 420 Stockton Street between Orion Street and Lewis Street in the Urban Priority Development Area of Jacksonville, FL. The subject site is currently occupied with a public health building with an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Residential/Professional/Institutional (RPI-nonresidential) and on the entire 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 and PM peak hour trips. In accordance with the development impact assessment standards established in the 2030 Comprehensive Plan, the MDR land use category allows for 15 multi-family dwelling units per acre resulting in a development potential of 2 dwelling units (ITE Land Use Code 220) generating 13 daily trips. The proposed RPI nonresidential land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 4,138 office space (ITE Land Use Code 710), which could generate 46 daily trips. The difference in trips would result in 33 net new daily trips if the land use is amended from MDR to 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
MDR	220	2 Dus	T = 6.65 (X)	13	0.00%	13
Total Section 1						13
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
RPI	710	4,138 SF	T = 11.03 (X) /1000	46	0.00%	46
Total Section 2						46
Net New Daily Trips						33

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 7 along Stockton Street between Irene Street and Beaver Street. 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.

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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 #:	2016-555	Planning Commission's LPA Public Hearing:	9/22/16
Rezoning Ordinance #:	2016-556	1st City Council Public Hearing:	9/27/16
JPDD Application #:	2016C-024	LUZ Committee's Public Hearing:	10/14/16
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	10/11/16

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: CITY OF JACKSONVILLE 214 NORTH HOGAN STREET, SUITE 300 JACKSONVILLE, FL 32202 Ph: (904) 255-7800 Fax: (904) 255-7882 Email: COMMUNITYPLANNING@COJ.NET	Owner Information: CITY OF JACKSONVILLE 214 NORTH HOGAN ST. SUITE 1000 JACKSONVILLE, FL 32202 Ph: (904) 255-8792
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DESCRIPTION OF PROPERTY

Acres: 0.19 Real Estate #(s): 055600 0000	General Location: BETWEEN ORION ST AND LEWIS ST.
Planning District: 5 Council District: 9 Development Area: URBAN PRIORITY AREA Between Streets/Major Features: ORION ST. and LEWIS ST.	Address: 420 STOCKTON ST

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: FORMER HEALTH CLINIC Current Land Use Category/Categories and Acreage: MDR 0.19	Surrounding Land Use Categories: MDR
Requested Land Use Category: RPI Justification for Land Use Amendment: SURPLUS CITY PROPERTY	

UTILITIES

Potable Water: JEA	Sanitary Sewer: JEA
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COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage: PBF-1 0.19	
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:

