

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. 2016-560**

Application for Land Use Amendment 2016C-020

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 **Amended and Approved** Ordinance 2016-560 on September 22, 2016.

- P&DD Recommendation APPROVE
- PC Issues: Removal of commercial development potential.
- PC Vote: **8-0 AMEND/APPROVE - Amend the proposed site specific policy to increase the maximum number of dwelling units from 136 to 140.**

	<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: 2016-560

APPLICATION: 2016C-020-4-14

APPLICANT: T.R. HAINLINE

PROPERTY LOCATION: 4000 St. Johns Ave.

Acreage: 3.3

Requested Action:

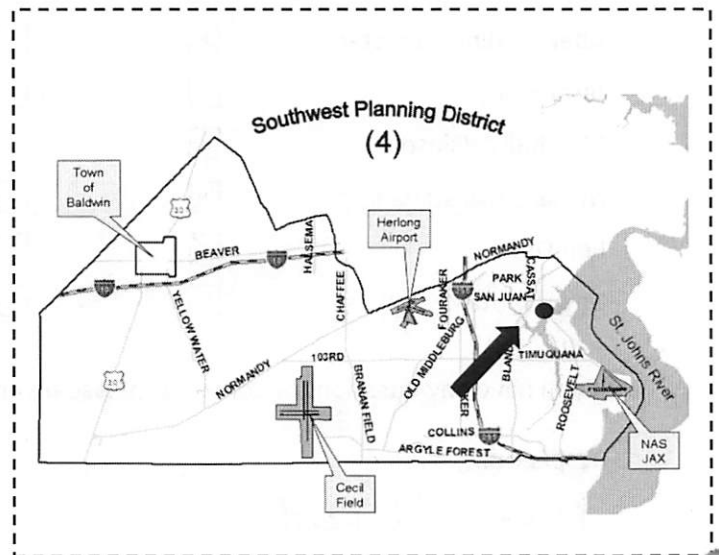
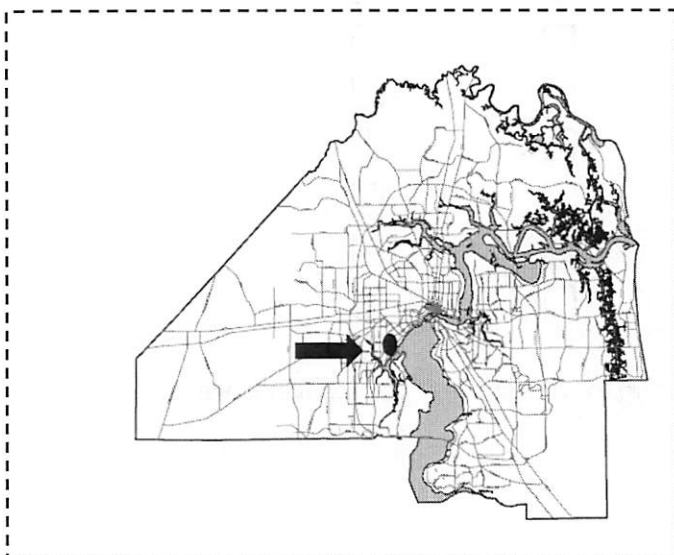
	Current	Proposed
LAND USE	CGC	HDR*, CSV
ZONING	PUD	PUD

** Subject to a Site specific policy*

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
CGC	HDR	N/A	136 DU (45/Acre)	50,311 sq. ft. (.35 FAR)	N/A	Increase 136 DU	Decrease 50,311 sq. ft.
	CSV	N/A	N/A	N/A	N/A		

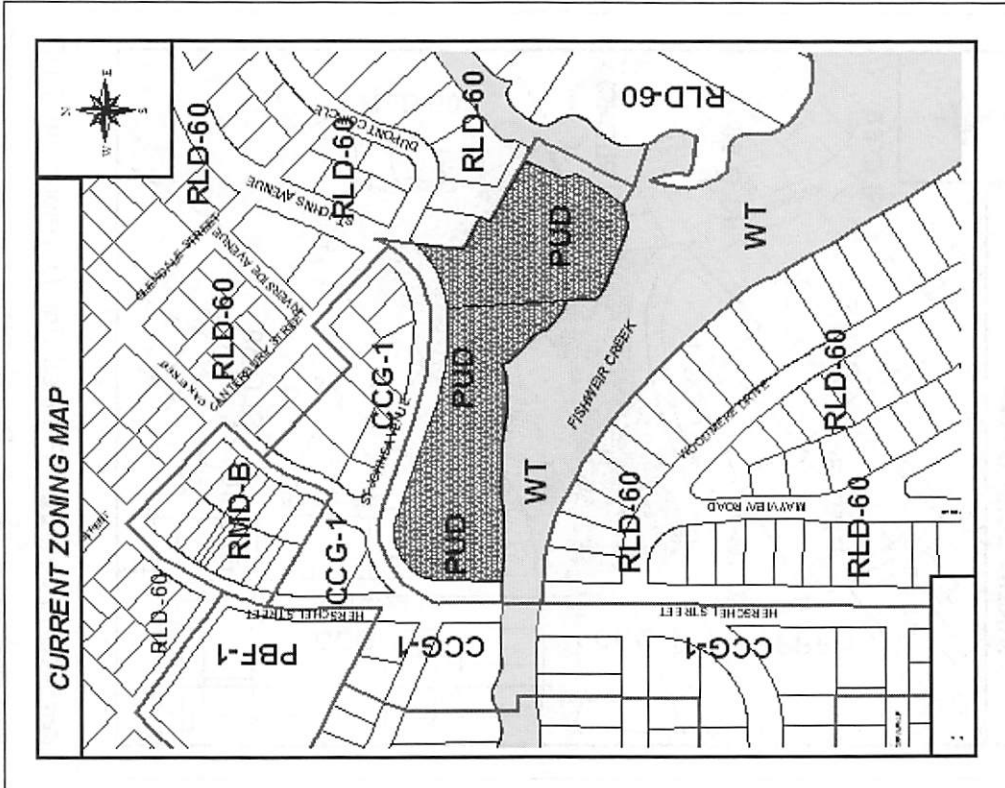
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

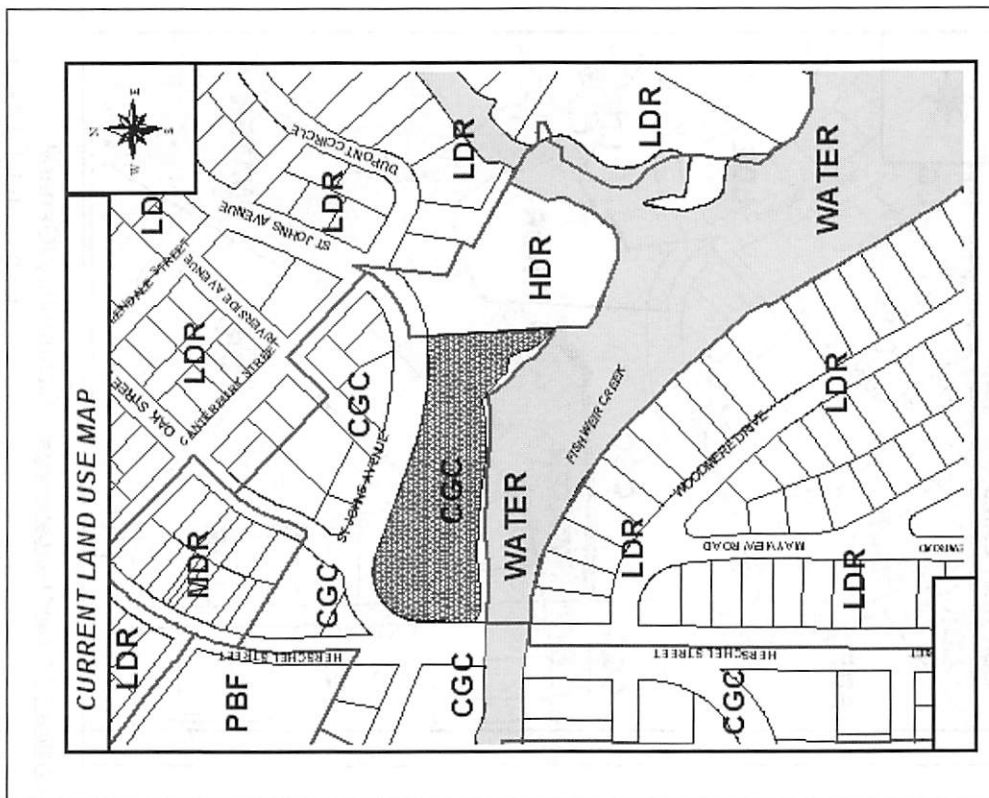


DUAL MAP PAGE 1

SMALL SCALE LAND USE APPLICATION 2016C-020 (MAP 1 of 2)



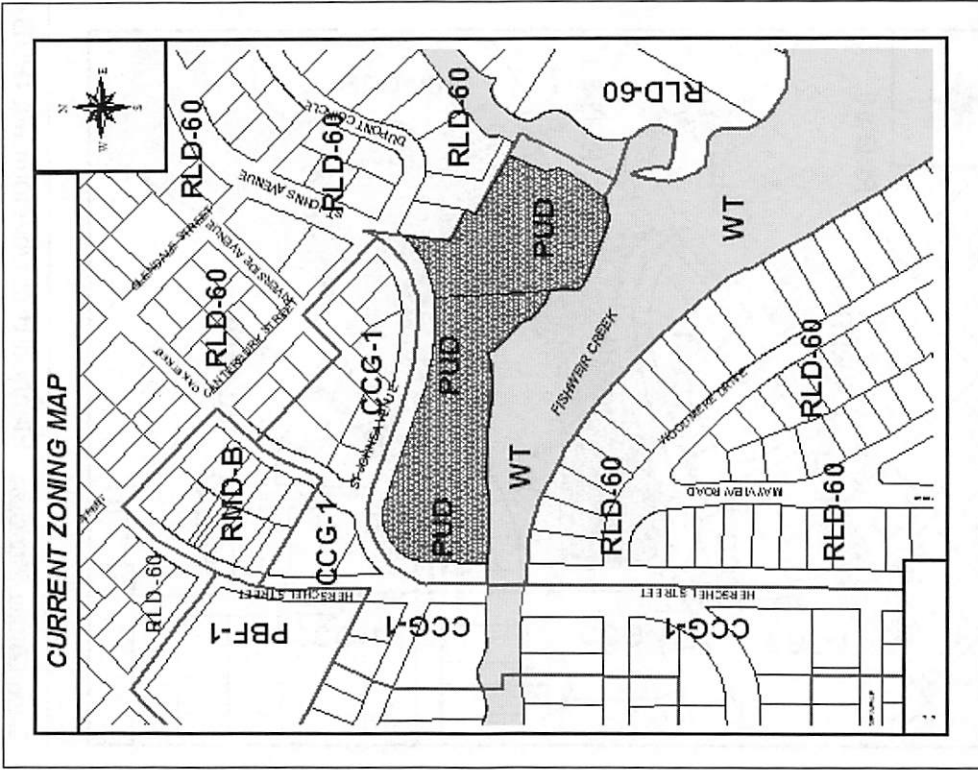
Current Zoning District(s): Planned Unit Development (PUD)
Requested Zoning District(s): Planned Unit Development (PUD)



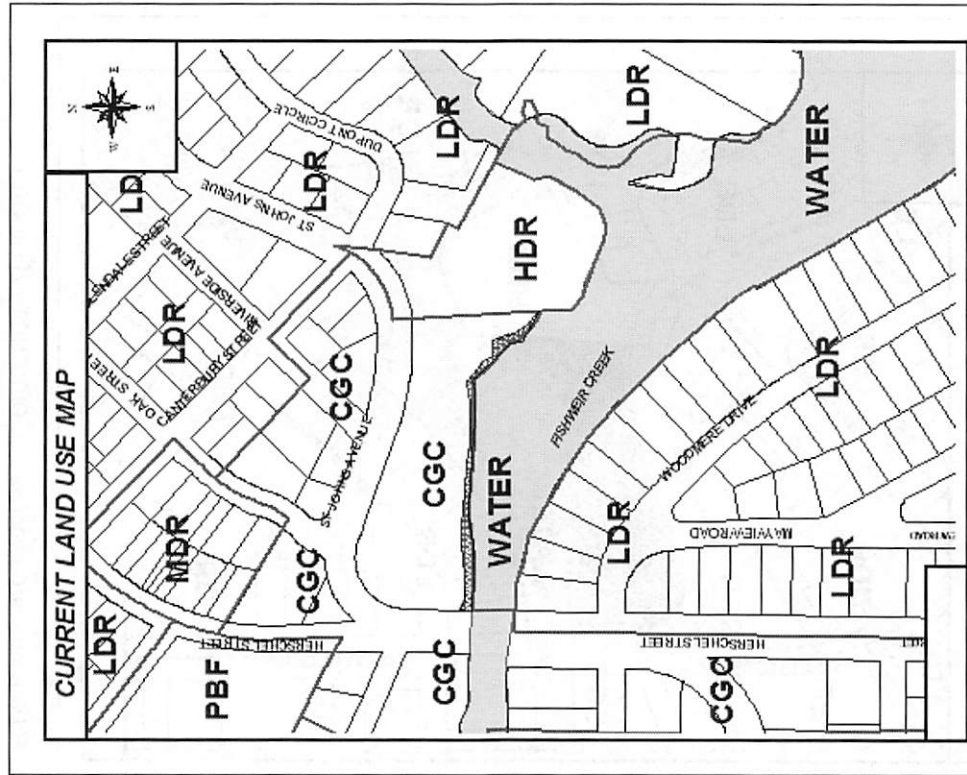
Existing FLUM Land Use Categories: Community /General Commercial (CGC)
Requested FLUM Land Use Category: High Density Residential (HDR)

DUAL MAP PAGE 2

SMALL SCALE LAND USE APPLICATION 2016C-020 (MAP 2 of 2)



Current Zoning District(s): Planned Unit Development (PUD)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Community / General Commercial (CGC)
Requested FLUM Land Use Category: Conservation (CSV)

ANALYSIS

Background:

The 3.3 acre amendment site is located on the south side of St. Johns Avenue between Herschel Street and Canterbury Street. The property is located in Council District 14, Planning District 4, and within the boundaries of the Southwest Vision Plan. According to the Development Area Map in the Future Land Use Element, the site is located within the Urban Development Area.

The applicant proposes a future land use amendment of 3.05 acres from Community/General Commercial (CGC) to High Density Residential (HDR) and 0.25 acres from Community/General Commercial (CGC) to Conservation (CSV) in conjunction with the following proposed site specific policy:

FLUE Policy 4.4.4 Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2016-560-E for a small scale amendment is approved subject to the following site specific conditions: (1) Development shall be limited to a maximum of 136 dwelling units; (2) Development shall be exempt from the urban area development characteristics that require a mix of uses; and (3) Development shall be exempt from the urban area development characteristics which restrict development of ground floor residential uses abutting roads classified as arterial or higher.

Section 163.3187 (1)(c) of the Florida Statutes state that *"...text changes that relate directly to, and are adopted simultaneously with, the small scale future land use map amendment shall be permissible under this section."*

See Attachment A for applicant's proposed specific text amendment justification.

The companion zoning application is a request to rezone from Planned Unit Development (PUD) to PUD in order to develop multi-family residential units. The companion PUD rezoning, Ordinance 2016-561, incorporates the HDR site to the east of the subject property for a total development of 5.78 acres.

The current use of the site is the St. Johns Village shopping center which was constructed in the 1980's and has a mix of retail, restaurant and office uses. According to the applicant, the property has had poor commercial occupancy rates for many years. The property is bounded on the south and southeast by Fishweir Creek and Little Fishweir Creek, on the northeast by DuPont Circle, on the north by St. Johns Avenue, and on the west by Herschel Street. St. Johns Avenue is classified as a minor arterial roadway. The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC	CCG-1	Commercial Businesses
South	LDR	RLD-60	Single family across Fishweir Creek
East	HDR	PUD	High rise residential apartments
West	CGC	CCG-1	Commercial Businesses

The area surrounding the land use amendment site is fully developed with a broad mix of urban uses. With the exception of the 2.96 acre Commander Apartments site located directly east of the subject property, the immediately adjacent uses are all commercial retail sale and service establishments and office uses. Across Fishweir Creek to the south, the area transitions into single-family and multi-family uses. Fishweir Elementary School is located one block northwest of the subject site. (See attachment B- Land Utilization Map and Dual Map page 2)

The subject site is located just outside the southern boundary of the Riverside/Avondale Historic District but it is located within the Riverside Avondale Zoning Overlay. The Property is located in the "Commercial Character Area" of the Riverside/Avondale Zoning Overlay which provides that the predominant uses shall be a mix of commercial, office and multi-family residential uses compatible with existing residential neighborhoods.

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.

The proposed amendment includes a request for a site specific policy which limits the maximum development potential to 136 dwelling units which equates to a maximum density of 45 units per acre. As such, the impacts have been assessed based on the development potential limitations of the proposed site specific policy.

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). The applicant provided the JEA service availability letter dated September 25, 2015 with his application.

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 C) 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 7 on St. Johns Avenue between Geraldine and Edgewood Avenue. 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 7 is 0.66.

St. Johns Avenue (SR 211) is a 2-lane undivided minor arterial facility and has a maximum daily capacity of 15,600 vehicular trips. This segment of St. Johns Avenue is expected to

operate at an acceptable V/C ratio of 0.62 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.

School Capacity

The 3.3 acre proposed land use map amendment has a maximum potential development of 136 dwelling units. The proposed development was analyzed to in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on 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-020**

Development Potential: 136 Multi-Family Units

School Type	CSA	2015-16 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	2	6,811	84%	23	76%	1,773
Middle	2	2,677	71%	10	82%	574
High	2	3,745	93%	13	88%	723
Total New Students				46		

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

Objective 3.2 **Adopted Level of Service (LOS) Standards**
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether

sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

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 BY LAND USE	SCHOOL CAPACITY	CURRENT ENROLLMENT (2015/16)	% OCCUPIED	4 YEAR PROJECTION
Fishweir #250	2	23	411	432	105%	102%
Lake Shore MS #244	2	10	1328	1147	86%	95%
Robert E Lee HS #265	2	13	1844	2022	110%	93%

TOTAL STUDENTS 46

**The percentage occupied may not appear correct due to ESE space requirements*

Flood Zone

Approximately 0.51 acres of the subject site is located within the 100 year flood zone. Of that acreage, 0.25 acres is in the Coastal High Hazard Area (CHHA) and proposed for a land use change to CSV. Flood hazard areas identified on the Flood Insurance Rate Map are identified as a Special Flood Hazard Area (SFHA). SFHA are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood. SFHAs are labeled as "AE". Moderate flood hazard areas, are also shown on the map for the property (See Attachment D) as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element

Policy 1.4.4 The City shall require all development within the 100 year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
 A. Land acquisition or conservation easement acquisition;

- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Coast High Hazard Area (CHHA)

Approximately 0.25 acres of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Section 163.3178(2)(h), Florida Statutes. This area is also located in an AE Flood Zone. No development is proposed in the CHHA area and the amendment request for this area of the site is to change the land use from CGC to CSV. See Attachment D for CHHA map.

Conservation/Coastal Management Element

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a conservation land use category, Conservation zoning district, and/or conservation easement.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 300', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.10051(d).

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.

Manatee Protection Plan Boat Facility Siting Zone

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, Fishwier Creek is an acceptable with conditions zone and allows for construction of 5 boat slips per 100 linear feet of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

Conservation Coastal Management Element

Policy 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any District Plan, and any other special study or plan adopted by the City such as the Boat Facilities Siting Plan.

Brownfield Designation

CRP/Chance Jacksonville Owner, LLC is requesting that the subject property and the adjoining parcel at 3946 St. Johns Avenue be designated as a Brownfield Area. Sampling has confirmed the presence of various contaminants including tetrachloroethylene, dieldrin, naphthalene, arsenic, and benzopyrene. The parcels previously contained a fueling station, hardware store, extermination business, and dry cleaner. As required by §376.80(2)(c), F.S., the property owner proposing the designation of a new Brownfield Area must establish the following:

1. The owner or entity controlling the brownfield site is requesting the designation and has agreed to rehabilitate and redevelop the site.
2. The rehabilitation and redevelopment of the site will result in five permanent jobs.
3. The redevelopment is consistent with the comprehensive plan and land development regulations.
4. Public notice for the proposal will be provided pursuant to §376.80(1)(c), F.S.
5. The owner or entity has provided real assurance of sufficient financial resources to implement and complete the Brownfield Site Rehabilitation Agreement.

CRP/Chance Jacksonville Owner, LLC has answered in the affirmative for all requirements, except for item #3 regarding consistency with the Comprehensive Plan. However, the applicant submitted the subject application for a small scale land use amendment (2016C-020) on June 2, 2016 and companion PUD rezoning (2016-0561) on July 13, 2016 in order to address the comprehensive plan and land development regulation consistency.

Future Land Use Element

Policy 2.2.13 Prioritize brownfield sites for redevelopment based on the extent of contamination and ease of remediation, potential for available funding, and potential for mixed use redevelopment. The City's Brownfield

Coordinator should identify these sites and rank them according to the following criteria:

1. Ease of remediation and suitability of the site for residential or recreational uses
2. Location on major road corridors and accessibility to transit
3. Large sites with the greatest potential to be redeveloped as a compact and walkable project which adds needed density, parks and open space to the community

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
CURRENT	Commercial	PROPOSED Residential/Conservation
Site Utilization	CGC	HDR/CSV
Land Use Category	0.35 FAR	45 DU per acre
Development Standards For Impact Assessment	50,311 sq. ft.	137 DU units
Development Potential	N/A	321 people
Population Potential	SPECIAL DESIGNATIONS AREAS	
	YES	NO
Aquatic Preserve		X
Airport Emission Zone	X 300' Height restriction	
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	0 new net daily trips	
Water Provider	JEA	
Potential Water Impact	Increase 32,264 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase 24,198 gallons per day	
Potential Solid Waste Impact	Increase of 304.3 tons per year	
Drainage Basin / Sub-Basin	Big Fishier Creek sub-basin/Orega River Basin	
Recreation and Parks	Fishier Park	
Mass Transit	Bus #1 and #16	
NATURAL FEATURES		
Elevations	5, 10 and 15 ft.	
Soils	72 - Urban Land - Orega-Kershaw complex	
Land Cover	1410 Commercial Services	
Flood Zone	YES AE along the shoreline	
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. Fifty-nine (59) 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. Her property abuts the site and she stated she was happy that no commercial development was proposed.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

According to the Category Descriptions for the Urban Development Areas of the FLUE, the Community/General Commercial (CGC) in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is preferred to provide support for commercial and other uses. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map.

According to the category description of the Future Land Use Element (FLUE), High Density Residential (HDR) in the Urban Area is intended to provide compact medium to high density mixed use development. Medium to high density residential development which includes limited commercial uses which serve the residential component of HDR developments as well as adjacent neighborhoods is preferred to reduce the number of Vehicles Miles Traveled. A combination of compatible mixed uses should be organized vertically within a multistory building. HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Locations which serve as a transition between commercial and medium density residential land uses are preferred. Sites which are abutting Low Density Residential (LDR) or Rural Residential (RR) are discouraged.

The HDR Urban Area (UA) includes the following development characteristics that shall be applicable to all HDR sites within the Urban Area:

- Mixed uses shall be provided for developments with a density greater than 25 units/acre and for developments which abut a roadway classified as an arterial on the Functional Highway Classification Map. Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map.

- Non-residential uses in mixed use developments, shall be limited to the ground floor.
- Commercial uses in mixed use developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map.

The Conservation (CSV) category depicted on the FLUMs includes areas that are protected through public or private nonprofit ownership and management. Development potential in these areas is generally limited to open space, resource and recreational uses.

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan:

Future Land Use Element (FLUE)

- Policy 1.1.9** Permit development only if it does not exceed the densities and intensities established in the Future Land Use Element as defined by the Future Land Use map category description and their associated provisions.
- 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 2.2.8** Encourage the redevelopment and revitalization of run-down and/or under-utilized commercial areas through a combination of regulatory techniques, incentives and land use planning. Adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists.
- 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 3.2.7** 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.
- Goal 3** To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and

efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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.

Conservation/Coastal Management Element (CCME)

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

The subject property has access to full urban services, is located in a developed area of the City and fronts on a minor arterial roadway. The proposed development limitation of 136 units (45 units/acre) does not exceed the HDR density limit 60 units/acre. The proposed land use amendment aids in maintaining a compact and compatible land use pattern, does not exceed the established densities and intensities and therefore is consistent with FLUE Policies 1.1.9, 1.1.22 and 3.1.17. The site is developed with an underutilized commercial building and therefore, redevelopment of the property promotes the intent of FLUE Policy 2.2.8.

The applicant provided a JEA service availability letter dated September 25, 2015 to document access to electric, potable water, sanitary sewer and reclaimed water services consistent with FLUE Policy 1.2.9.

The proposed amendment to HDR is to permit development of a single-use residential development with supporting recreational uses. Pursuant to HDR the Urban Area Development Characteristics, developments with a density greater than 25 units per acre shall include a mix of uses. Although development within the boundaries of the subject property will not meet the strict application of this requirement, the surrounding development along St. Johns Avenue is predominantly commercial. As such, the proposed change without inclusion of an internal mix of uses will result in an interconnected and walkable area-wide

mixed-use development pattern. The resulting pattern will position residential development in proximity to commercial development in a manner consistent with the intent of the mixed-use requirement. Therefore, the area-wide mix of uses meets the intent of FLUE Goal 3.

The amendment includes a request to change the land use of the 0.25 acre CHHA area within the site to CSV. This change will have the effect of directing development away from the CHHA. Therefore, the proposed amendment is consistent with CCME Objective 7.4 and Policy 7.4.8.

The proposed site specific policy allows the site to be developed as single-use residential. The justification of the site specific policies provided by the applicant states that the proposed residential infill redevelopment of the site will: avoid exacerbating commercial and parking pressures in the Avondale area, provide new customers within walking distance to existing commercial uses, and will be compatible with the residential uses to the northeast while taking full advantage of the waterfront location. The surrounding area contains a well-established mix of commercial uses including offices, retail establishments, restaurants and daycares uses which meet the intent to provide mixed use in this commercial character area. The site specific policy also allows residential development on the ground floor abutting roads classified as arterial or higher. According to the applicant, between the Avondale commercial area and the property, residential structures (single and multi-family) abut directly onto St. Johns Avenue, including first floor residential occupancy. The proposed development will achieve a well-balanced combination of residential and non-residential uses as well as protect and preserve the character and fabric of the neighborhood; therefore it is consistent with FLUE Goal 3. In addition, market demands must be considered when redeveloping infill areas and be consistent with the character of the area. The City is encouraged to adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists. The site specific policy is an approach that accomplishes the intent of Policy 2.2.8 and 3.2.7.

Vision Plan

The subject property is located within the Historic "Intown" character area identified in the Southwest Vision Plan. The focus of Theme 1 of the Vision Plan is to strengthen existing neighborhoods and create new neighborhoods through revitalization and build on the character of older urban communities. This also includes providing a mix of housing types with rehabilitation of existing structures and compatible new infill development at various densities. Therefore, the proposed amendment is consistent with the Southwest Vision Plan.

Strategic Regional Policy Plan

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

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

The proposed amendment to HDR would increase opportunities for residential development providing a wider range of housing needs to meet different income levels for a workforce that would serve and support the emerging commercial businesses in Northeast Florida. 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 its consistency with the 2030 Comprehensive Plan and Strategic Regional Policy Plan.

ATTACHMENT A

Site Specific Policy Justification:

Proposed Site Specific Text Amendment and Application Justification from Applicant 7.15.16

Also, as you know, we are proposing the following site specific text amendments in conjunction with the FLUM Amendment:

Residential use may be the sole use and may be 100% of the development within the CGC portion of the St. Johns Village PUD.

Residential uses are permitted on the ground floor in the CGC portion of the St. Johns Village PUD.

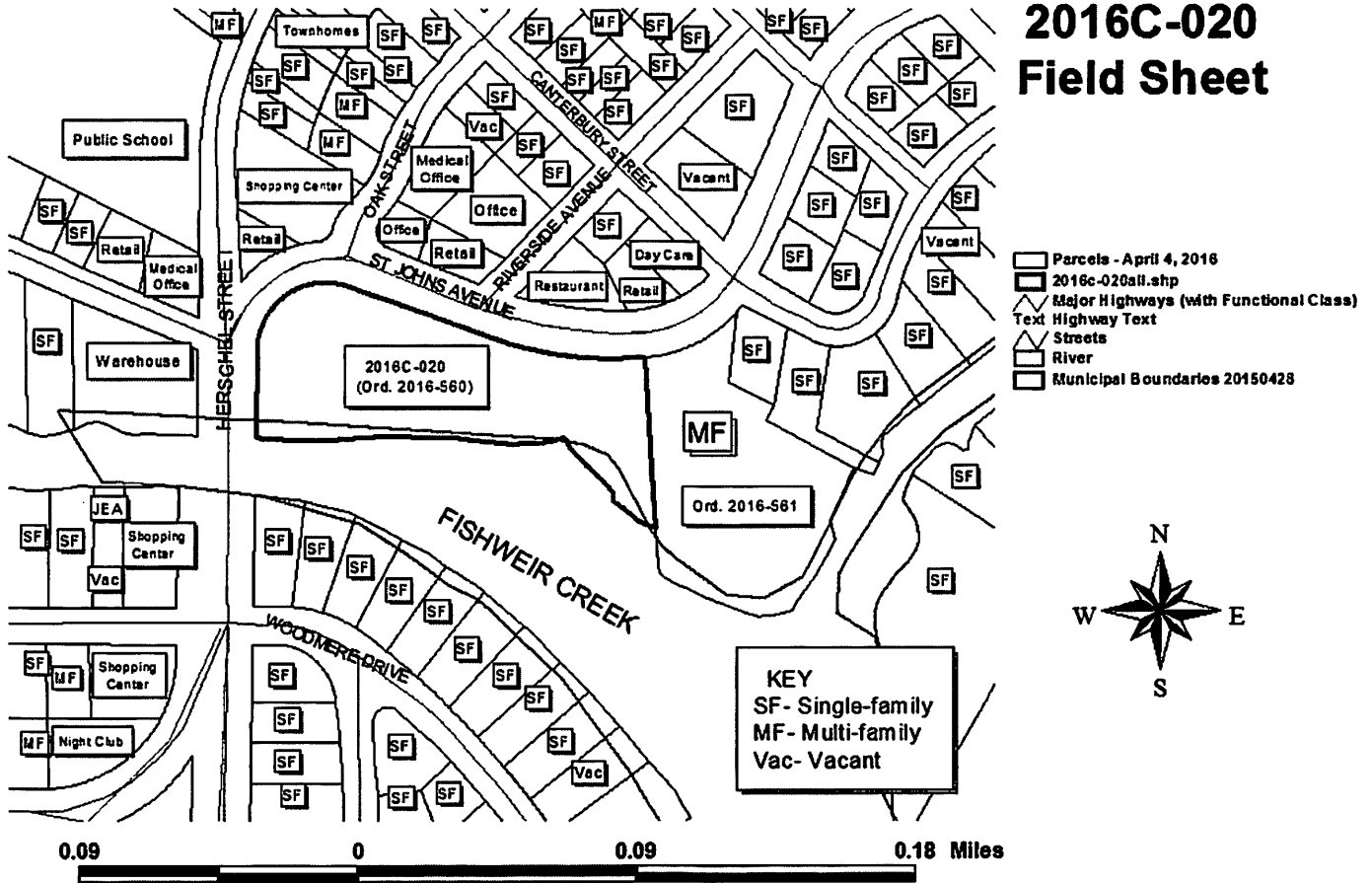
Justification: Regarding the "sole use" and 80 percent provision in the Urban Area CGC land use category, the St. Johns Village PUD is part of a larger commercial node designated as CGC and is located at the intersection of Herschel Street and St. Johns Avenue which contains a diverse mix of commercial, office, and residential uses. The proposed multifamily residential use in the St. Johns Village PUD is a component of this mix of uses at this development node within the CGC land use category. The proposed residential development constitutes less than 80 percent of the development within this node. Additionally, the existing shopping center on the St. Johns Village PUD site historically has suffered low occupancy rates.

Regarding residential uses on the ground floor abutting St. Johns Avenue, the Riverside/Avondale Zoning Overlay encourages residential interaction and street level between the St. Johns Village PUD and St. Johns Avenue. Given the mix of uses already present at this node and the Overlay's encouragement of interaction, the ground floor residential use here is consistent with the intent of the CGC land use category.

ATTACHMENT B

Existing Land Utilization:

2016C-020 Field Sheet



ATTACHMENT C

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2016C-020, located at 4000 St. Johns Avenue between Herschel Street and Canterbury Street in the Urban Development Area of Jacksonville, FL. The subject site has an existing Community General Commercial (CGC) land use category and occupied with a mix of retail, restaurant and office uses on 3.3 acres. The proposed land use amendment is to allow for High Density Residential (HDR) and Conservation (CSV) 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 CGC land use category allows for 0.35 FAR per acre resulting in a development potential of 50,311 SF of commercial space (ITE Land Use Code 826) generating 1,146 daily trips. The proposed HDR land use category development impact assessment standards allows for 45 dwelling units per acre, resulting in a development potential of 136 apartment units (ITE Land Use Code 220), which could generate 904 daily trips. The difference in trips would result in no net new daily trips if the land use is amended from CGC to HDR, 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
CGC	826	50,311 SF	T = 44.32 (X)/1000	2,230	48.62%	1,146
Total Section 1						1,146
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
HDR	220	136 Dus	T = 6.65(X)	904	0.00%	904
Total Section 2						904
Net New Daily Trips						0

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

ATTACHMENT C (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 on St. Johns Avenue between Geraldine and Edgewood Avenue. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

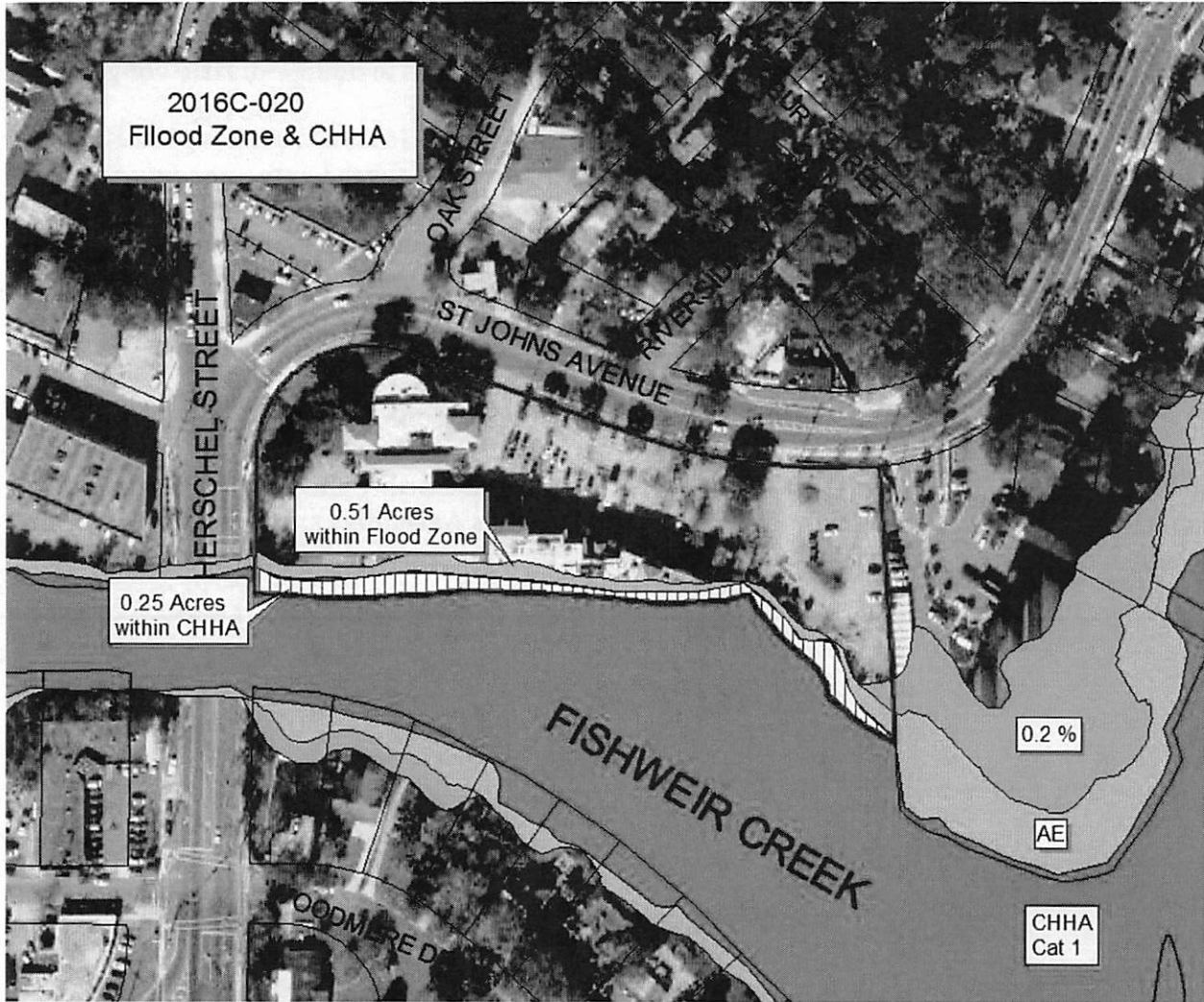
Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* 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 7 is **0.66**.

St. Johns Avenue (SR 211) is a 2-lane undivided minor arterial facility and has a maximum daily capacity of 15,600 vehicular trips. This segment of St. Johns Avenue is expected to operate at an acceptable V/C ratio of **0.62** with the projected traffic from the land use amendment.


ATTACHMENT D

Flood Zone Map:



ATTACHMENT E

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	6/2/16	Date Staff Report is Available to Public:	9/16/16
Land Use Ordinance #:	2016-560	Planning Commission's LPA Public Hearing:	9/22/16
Rezoning Ordinance #:	2016-561	1st City Council Public Hearing:	9/27/16
JPDD Application #:	2016C-020	LUZ Committee's Public Hearing:	10/4/16
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	10/11/16

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: T.R. HAINLINE ROGERS TOWERS, P.A. 1301 RIVEPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: (904) 346-5531 Fax: (904) 396-0663 Email: THAINLINE@RTLAW.COM	Owner Information: CRP CHANCE CRP/CHANCE JACKSONVILLE OWNER, L.L.C. 5256 PEACHTREE ROAD, SUITE 135 ATLANTA, GA 30341 Ph: (678) 799-8960
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DESCRIPTION OF PROPERTY

Acreage: 3.3 Real Estate #(s): 092941 0000	General Location: ST. JOHNS AVENUE Address: 4000 ST JOHNS AVE
Planning District: 4 Council District: 14 Development Area: URBAN AREA	
Between Streets/Major Features: HERSCHEL ST. and CANTERBURY ST.	

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: COMMERCIAL

Current Land Use Category/Categories and Acreage:
CGC 3.3

Requested Land Use Category: HDR and CSV **Surrounding Land Use Categories:** CGC, HDR

Justification for Land Use Amendment:
TO MAKE CONSISTENT WITH ADJACENT FLUM CATEGORY AND PERMIT RESIDENTIAL REDEVELOPMENT OF SITE.

UTILITIES

Potable Water: JEA **Sanitary Sewer:** JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
PUD 5.78

Requested Zoning District: PUD

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

ATTACHMENT F

Aerial:

