

PLANNING AND DEVELOPMENT DEPARTMENT



October 20, 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. 2016-636**

Application for Land Use Amendment 2016C-027

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 2016-636 on October 20, 2016.

- P&DD Recommendation APPROVE
- PC Issues: None.
- PC Vote: 6-0

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Chris Hagen, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Daniel Blanchard, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Secretary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Jerry Friley	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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: 2016-636

APPLICATION: 2016C-027-1-7

APPLICANT: LARA HIPPS

PROPERTY LOCATION: 877 25th St. West

Acreage: 0.18

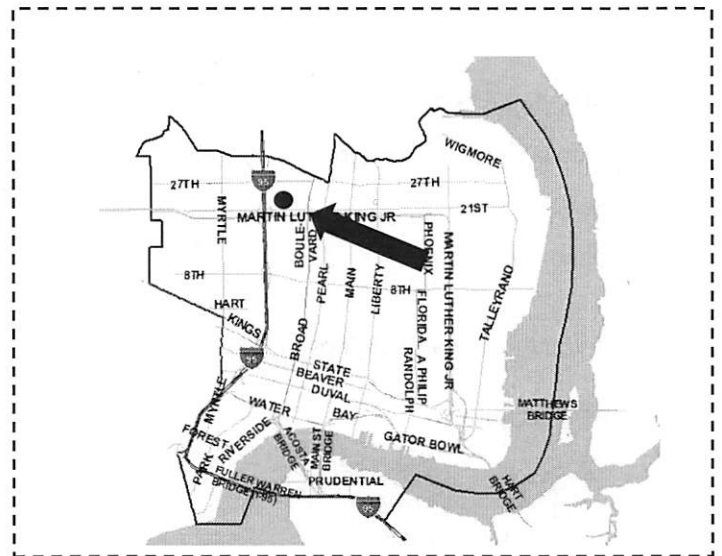
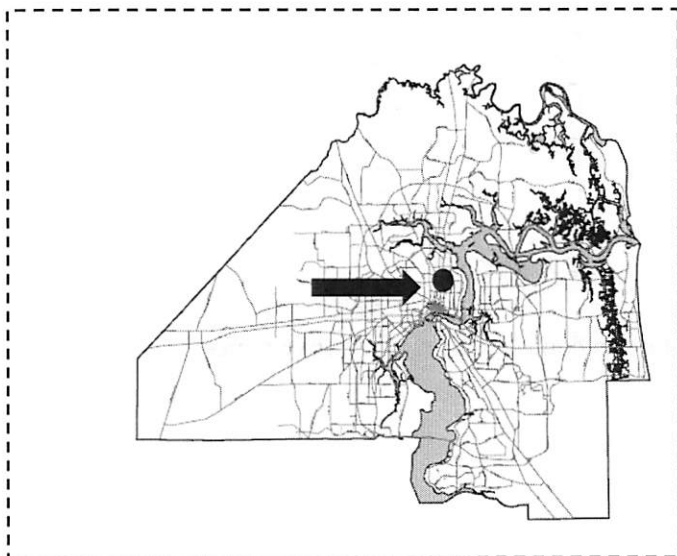
Requested Action:

	Current	Proposed
LAND USE	LDR	NC
ZONING	RLD-60	CN

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	NC	1 DU (5 DU/Acre)	N/A	N/A	3,528 sq. ft. (0.45 FAR)	Decrease 1 DU	Increase 3,528 sq. ft.

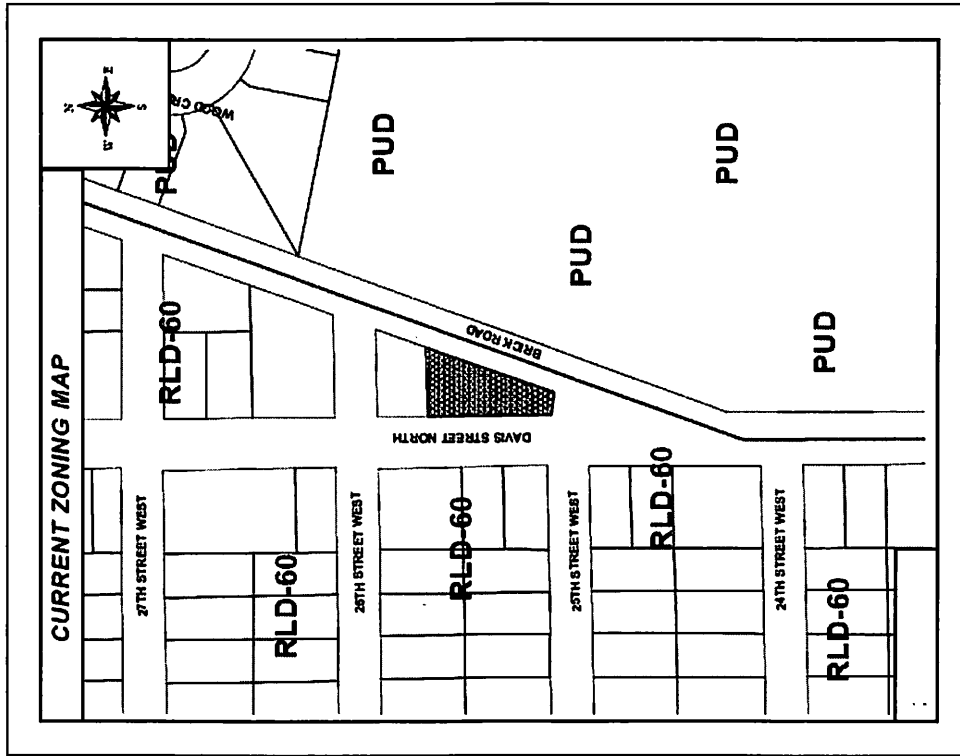
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

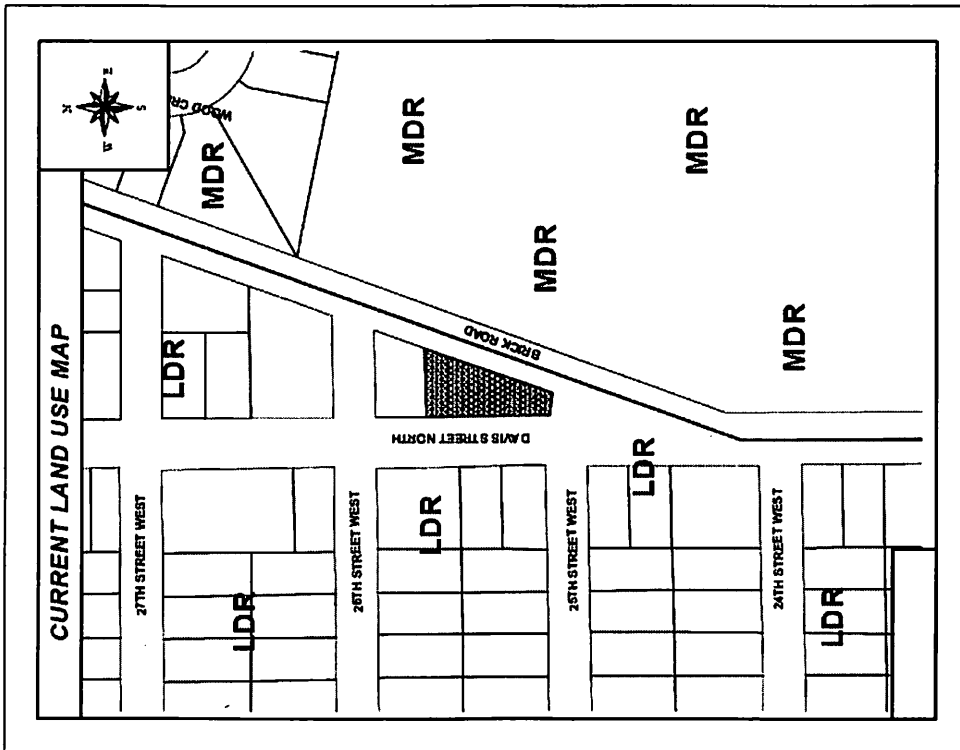


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-027



Current Zoning District(s): Residential Low Density- 60 (RLD-60)
Requested Zoning District(s): Commercial Neighborhood (CN)



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Neighborhood Commercial (NC)

ANALYSIS

Background:

The 0.18 acre amendment site is located on a triangular piece of property located at the intersection of Davis Street North and Brick Road. The property is located in Council District 7, Planning District 1 and within the Urban Core Vision Plan. The subject property has one building which contains a vacant convenience store and small take out restaurant. The building was built in 1955, and according to the applicant the businesses have been closed for approximately nine months. The site is also located within the Urban Priority Development Area as well as an Enterprise Zone and Brownfield Zone.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Neighborhood Commercial (NC) and a rezoning from Residential Low Density-60 (RLD-60) to Commercial Neighborhood (CN) to allow the owner to reopen the convenience store. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-637.

North Davis Street, a local road on the westside of the site, connects with Golfair Boulevard 0.3 miles north. Brick Road, a local road on the eastside of the site ends in a cul-de-sac just before Golfair Boulevard. Neither local road has sidewalks. The property is within walking distance to two large multi-family residential areas, Brentwood Park Apartments and McNair Park Villas to the east and north of the site as well as the 17 blocks of single-family residential surrounding the site to the north, west, and south. Attachment A – Land Utilization Map provides a detailed picture of the existing development pattern for the immediate area. The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RLD-60	Vacant lot and Single family homes
South	LDR	RLD-60	Vacant area at the road juncture
East	MDR	PUD	Brentwood Park Apartments
West	LDR	RLD-60	Single family homes

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Priority Development Area.

Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this Section.

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Infrastructure Element

Sanitary Sewer Sub-Element

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment C) and determined that the proposed amendment has the potential to result in an increase of 70 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, between Brick Road and Davis 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 or if V/C ratio greater than 1.0 then the demand exceeds the capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is passing at 0.86.

Brick Road and Davis Street are local roadways which provide direct access to the project site, and Golfair Boulevard (SR 122) is the first functionally classified roadway to the project site. The traffic demand for this facility is expected to operate at a V/C ratio of 0.2 with the inclusion of the additional traffic from this 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.

Brownfield Zone

The subject site is located in a designated brownfields area for rehabilitation and economic development. Resolution 2007-11-A designated the present brownfield zone boundary to mirror the Enterprise/Empowerment Zone area of the Urban Core planning district. Although the proposed site is located in a brownfield zone, it does not mean the area of the site is contaminated with hazardous substances. However, if sources of hazardous materials are found, the Brownfields Redevelopment Act of 1997 empowers the City to work with property owners and developers on a volunteer basis to clean up contaminated sites for development thereby providing tax incentives.

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	PROPOSED
Site Utilization	Vacant Convenience Store	Convenience Store
Land Use Category	LDR	NC
Development Standards For Impact Assessment	5 DU per acre	.45 FAR
Development Potential	1 DU unit	3,528 sq. ft.
Population Potential	2 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 - Low
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	70 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 89.6 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 67.2 gallons per day	
Potential Solid Waste Impact	Decrease of 3.04 tons per year	
Drainage Basin / Sub-Basin	Long Branch Stream	
Recreation and Parks	Katherine Hester McNair Park	
Mass Transit	21 on Davis St.	
NATURAL FEATURES		
Elevations	25 ft.	
Soils	73- Urban Land – Mascott-Sapelo 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 September 29, 2016, the required notices of public hearing signs were posted. Forty-eight (48) 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 October 3, 2016 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Priority Area is intended to provide for low density residential development. Further, it is intended to promote neighborhoods in need of redevelopment and to provide a compact single-family development typology that is supportive of transit, neighborhood commercial uses and services. Principal uses include single family and multi-family dwellings; commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area; and other uses associated with and developed as an integral component of TND. LDR also permits housing densities of up to 7 dwelling units per acre when full urban services are available

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, future land use amendment requests for new NC designations are preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. Sites with two or more property boundaries on transportation rights-of-way are considered preferred locations. Principal uses include offices, business and professional offices, including veterinary offices; multi-family dwellings, when combined with another principal use; commercial retail and service establishments, except for new or used automobile sales, funeral homes, and broadcasting offices and studios. Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. Such uses should be generally located within walking distance of residential neighborhoods. Improving the exterior appearance of neighborhood commercial structures and upgrading the goods and services offered is a strategy identified in the Metro North Neighborhood Action Plan.

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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.6 The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to residential neighborhoods in a manner that will encourage the use of local streets for non-residential traffic.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

The subject property has access to full urban services and is located in a developed area of the City. The applicant provided a JEA availability letter dated September 1, 2016. The Urban Priority Development Area is intended to encourage revitalization and use of existing infrastructure through redevelopment and infill, therefore, the proposed land use amendment aids in maintaining a compact and compatible land use pattern, consistent with FLUE Objective 1.1 and Policies 1.1.22 and 3.2.2.

Although the property has a land use category of LDR, the store was built in 1955 and has been a commercial site since that time. The current business has been closed for approximately nine months. The land use change from LDR to NC would accommodate the previous use. The subject site would be renovated as neighborhood commercial use to serve the surrounding neighborhoods. The proposed land use change maintains the long established character of the area and provides for a commercial establishment to serve the daily needs of nearby residential uses that are within walking distance of the site. Furthermore, the site is buffered from residential uses by the public roads to the north, south and east and a vacant lot to the north. Therefore, the proposed amendment is consistent with FLUE Objective 1.1 and Policies 1.1.22, 3.1.3, 3.2.2 and 3.2.4.

Although the preferred development patterns described in Policy 3.2.6 encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, the location of properties at the juncture of two transportation rights-of-way are also considered preferred locations for NC land uses. In addition, the site's unique location between public right-of-ways, the parcel shape and the existing commercial structure are not conducive to the development of or conversion to residential uses. Due to these unique circumstances the proposed amendment is not inconsistent with FLUE Policy 3.2.6 and the amendment serves to further the general intent of the NC land use category.

The site contains a one story 2,302 sq. ft. building which the owner plans to renovate. The bulk and scale of the existing building is not intrusive and fits into the scale of the neighborhood. Therefore, the proposed amendment it is consistent with Policy 3.1.3.

Metro North Neighborhood Action Plan

According to the plan, many business opportunities can be created in the Metro North Study Area since a portion of the area is within the Enterprise Zone's boundary. Because of the limited number of businesses, a high portion of Metro North resident's income is spent outside of the study area. The plans states the City should develop strategies for improving neighborhood commercial structures and businesses on the basis of short- and long- term strategies. The Short-Term Strategy: Improve the exterior appearance and upgrade goods and services offered through businesses located on Pearl and Main Streets. The Long-Term Strategy: Adopt a site plan overlay and architectural guidelines to use as a framework for developers interested in the larger under-used commercial sites. The applicant plans to renovate and re-open the convenience store. Improving the exterior appearance as well as providing goods and services to the immediate neighborhood achieves the short term strategy identified in the neighborhood action plan.

Urban Core Vision Plan

The subject property is located within the boundaries of the Urban Core Vision Plan. The plan states the high percentage of vacant land is a telltale sign of the fact that the Urban Core has regressed in residential population and commercial uses over the last 40 years, but it also represents tremendous opportunity for future growth. The low percentages of commercial and recreation uses are indicative of the fact that Urban Core residents lack proximate access to commercial goods and services and to recreational amenities that are essential to a high

quality of life. Sub-principle 2.3 is to redevelop the major road corridors with neighborhood retail and services. One of the action items to achieve the sub-principle is to promote neighborhood retail through zoning changes and economic incentives. Although the proposed amendment site is not located on a major corridor identified in the Vision Plan, it does achieve the goal to promote neighborhood retail and provide commercial goods and services to improve the resident's quality of life.

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.

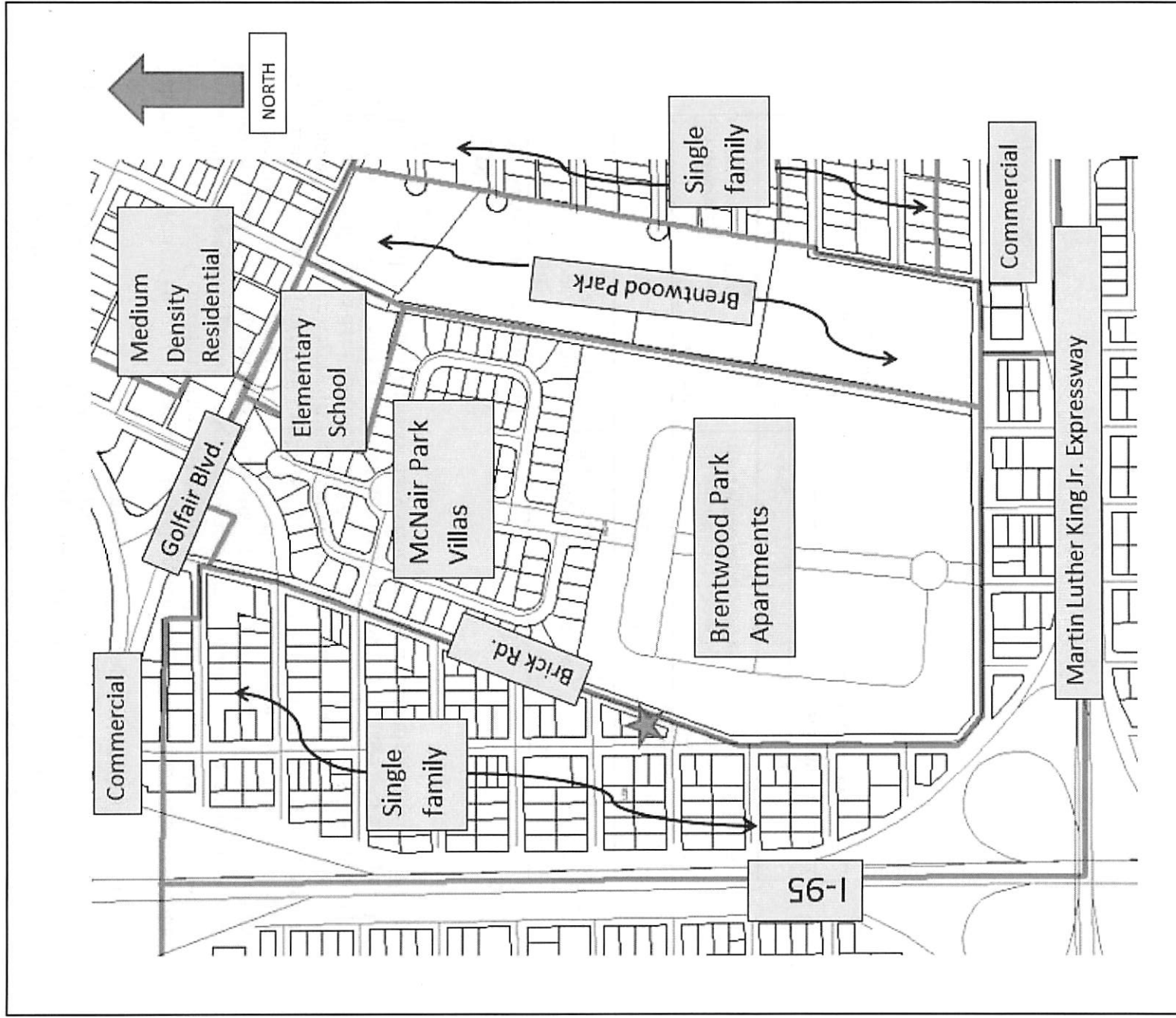
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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-027, located at 877 W 25th Street between Brick Road and Davis Street N in the Urban Priority Development Area of Jacksonville, Florida. The subject site is currently developed with a single structure built in 1955 and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Neighborhood Commercial (NC) on approximately 0.18 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category allows for 5 dwelling units per acre resulting in a development potential of one residential unit (ITE Land Use Code 210), generating 10 daily vehicular trips. The proposed NC land use category development impact assessment standards allows for 0.45 FAR per acre, resulting in a development potential of 3,528 SF of commercial retail space (ITE Land Use Code 826) which could generate 80 new daily trips, which includes a 48.62% pass-by trip reduction. This will result in 70 net new daily vehicular trips if the land use is amended from LDR to NC, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	1 DU	T = 9.52 (X)	10	0.00%	10
Total Section 1						10
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
NC	826	3,528 SF	T = 44.32 (X) / 1000	156	48.62%	80
Total Section 2						80
Net New Daily Trips						70

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

ATTACHMENT B (cont)

Traffic Analysis:

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, between Brick Road and Davis 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 or if V/C ratio greater than 1.0 then the demand exceeds the capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is passing at **0.86**.

Brick Road and Davis Street are local roadways which provide direct access to the project site, and Golfair Boulevard (SR 122) is the first functionally classified roadway to the project site. The traffic demand for this facility is expected to operate at a V/C ratio of **0.2** with the inclusion of the additional traffic from this land use amendment.

ATTACHMENT D

Aerial:

