

PLANNING AND DEVELOPMENT DEPARTMENT



November 17, 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. 2016-693**

**Application 2016C-023**

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 2016-693 on November 17, 2016.

- P&DD Recommendation                      APPROVE
- PC Issues:    None
- PC Vote:    **7-0 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 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: 2016-693**

**APPLICATION: 2016C-023-5-9**

**APPLICANT: CITY OF JACKSONVILLE**

**PROPERTY LOCATION: 2133 Broadway Avenue**

**Acreage: 0.35**

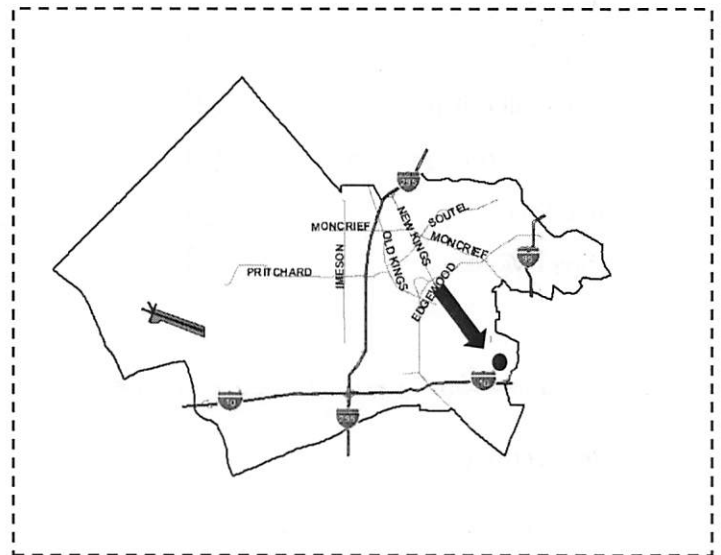
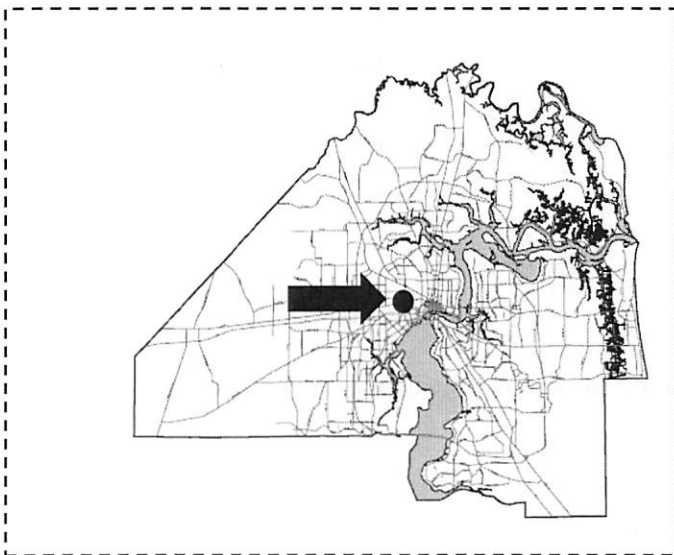
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>MDR</b>	<b>RPI</b>
<b>ZONING</b>	<b>RMD-A, PBF-1</b>	<b>CO</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
MDR	RPI	5 DU (15 U/Acre)	N/A	N/A	7,623 sq. ft. (0.5 FAR)	Decrease 5 DU	Increase 7,623 sq. ft.

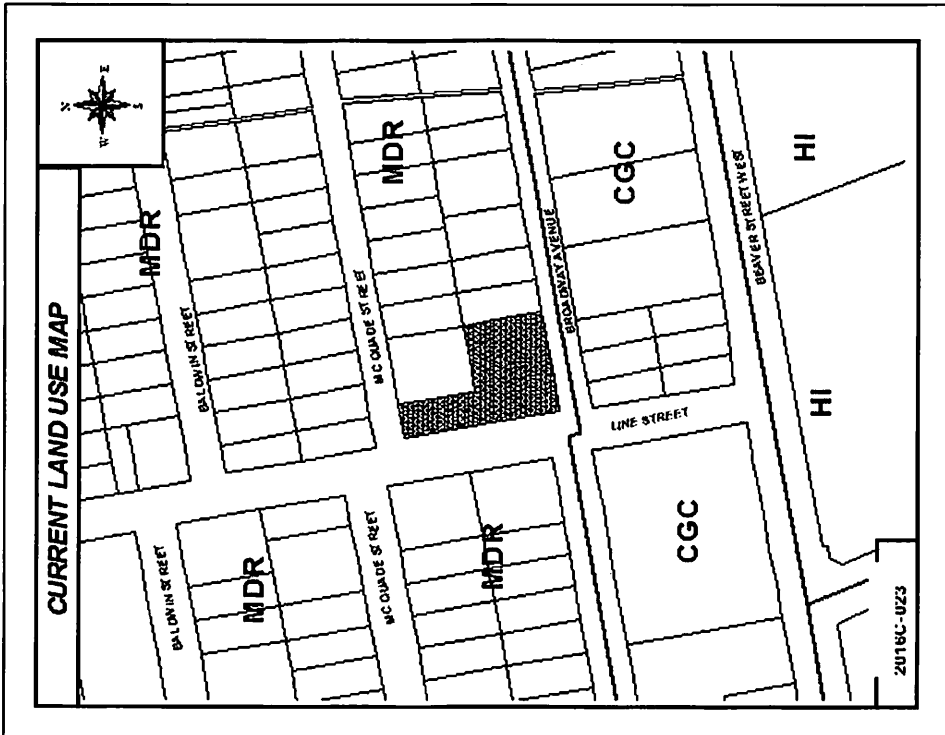
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**

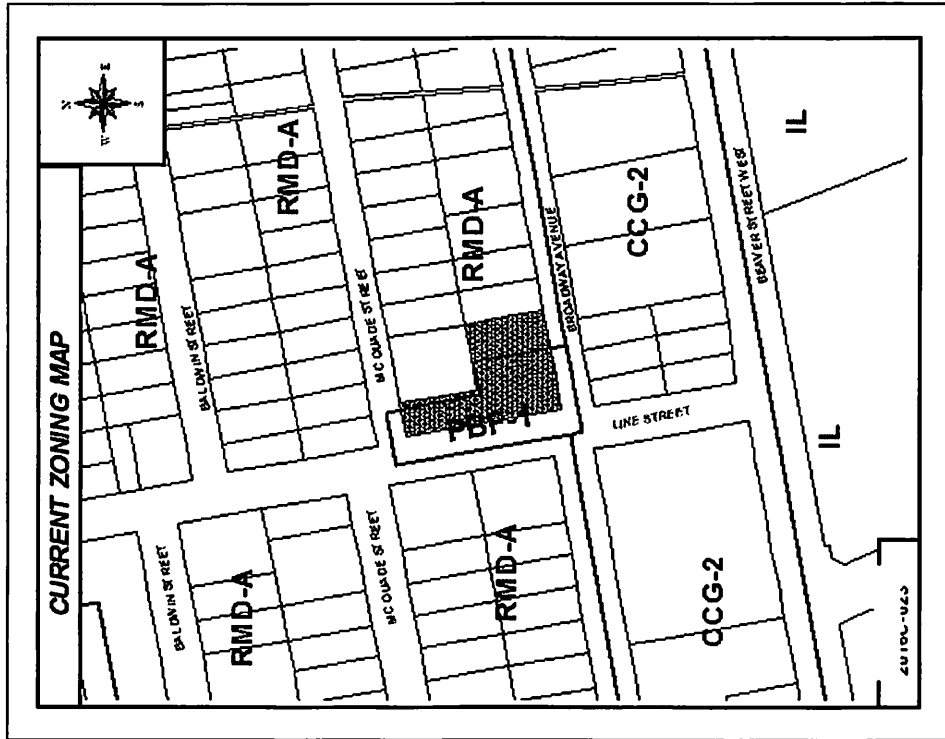


# DUAL MAP PAGE

## SMALL SCALE LAND USE APPLICATION 2016C-023



**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) and Residential Medium Density-A (RMD-A)  
**Requested Zoning District(s):** Community Office (CO)

# ANALYSIS

## Background:

The 0.35 acre amendment site is located on the north side of Broadway Avenue at the intersection of Line Street. The property is located just 1 block north of Beaver Street West. The property is located in Council District 9, Planning District 5 and within the North West Vision Plan. The subject property is developed with a non-residential building and is a former Duval County Health Clinic.

The applicant proposes a future land use amendment from Medium Density Residential (MDR) to Residential Professional Institutional (RPI) and a rezoning from Residential Medium Density-A (RMD-A) and Public Buildings and Facilities-1 (PBF-1) to Commercial Office (CO) to allow the City of Jacksonville to sell the property. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-694.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-A	Single family homes
South	CGC	CCG-2	Vacant dilapidated building
East	MDR	RMD-A	Single family home
West	MDR	RMD-A	Vacant lot

Broadway Avenue is a local street and there are sidewalks on the north side of the road. Line Street has sidewalks on both sides of the street. There is a single family neighborhood starting just north of Broadway Avenue. The property across the street to the south is a vacant commercial building. The entire strip of property north of Beaver Street has a Community/General Commercial (CGC) land use designation. The land use categories of the properties south of Beaver Street are Light Industrial (LI) and Heavy Industrial (HI) and are located in a large Industrial Situational Compatibility Area. The vacant lot located on the southwest corner of the intersection of Line Street and Broadway Avenue is identified as a Brownfield site. Attachment A – Land Utilization Map provides a detailed picture of the existing development pattern for the immediate area.

There is no Neighborhood Action Plan for the area. 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 B) and determined that the proposed amendment has the potential to result in an increase of 51 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 Line Street and McQuade 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.

Line Street and McQuade Street are local roadways which provide direct access to the project site, and West Beaver Street (SR 10) is the first functionally classified roadway to the project site. The traffic demand for West Beaver Street is expected to operate at an acceptable V/C ratio of 0.61 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 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

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Health Clinic	Office
Land Use Category	MDR	RPI
Development Standards For Impact Assessment	15 DU per acre	.5 FAR
Development Potential	5 DU	7,623 sq. ft.
Population Potential	11 people	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	500' Height Restriction	
Industrial Preservation Area		X
Cultural Resources	X Medium	
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
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	51 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 795.1 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 596.3 gallons per day	
Potential Solid Waste Impact	Decrease of .8 tons per year	
Drainage Basin / Sub-Basin	McCoys Creek	
Recreation and Parks	Westbrook Park	
Mass Transit	#13 on Beaver St.	
<b>NATURAL FEATURES</b>		
Elevations	20 ft.	
Soils	73- Urban Land – Mascott-Sapelo complex	
Land Cover	1410 Commercial Services	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	





## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on October 24, 2016, the required notices of public hearing signs were posted. Eighty-one (81) 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 31, 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 row houses should be the predominant development typologies in this category.

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 property is only one block off of Beaver Street and commercial uses are directly across Broadway Avenue. 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.

### **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.

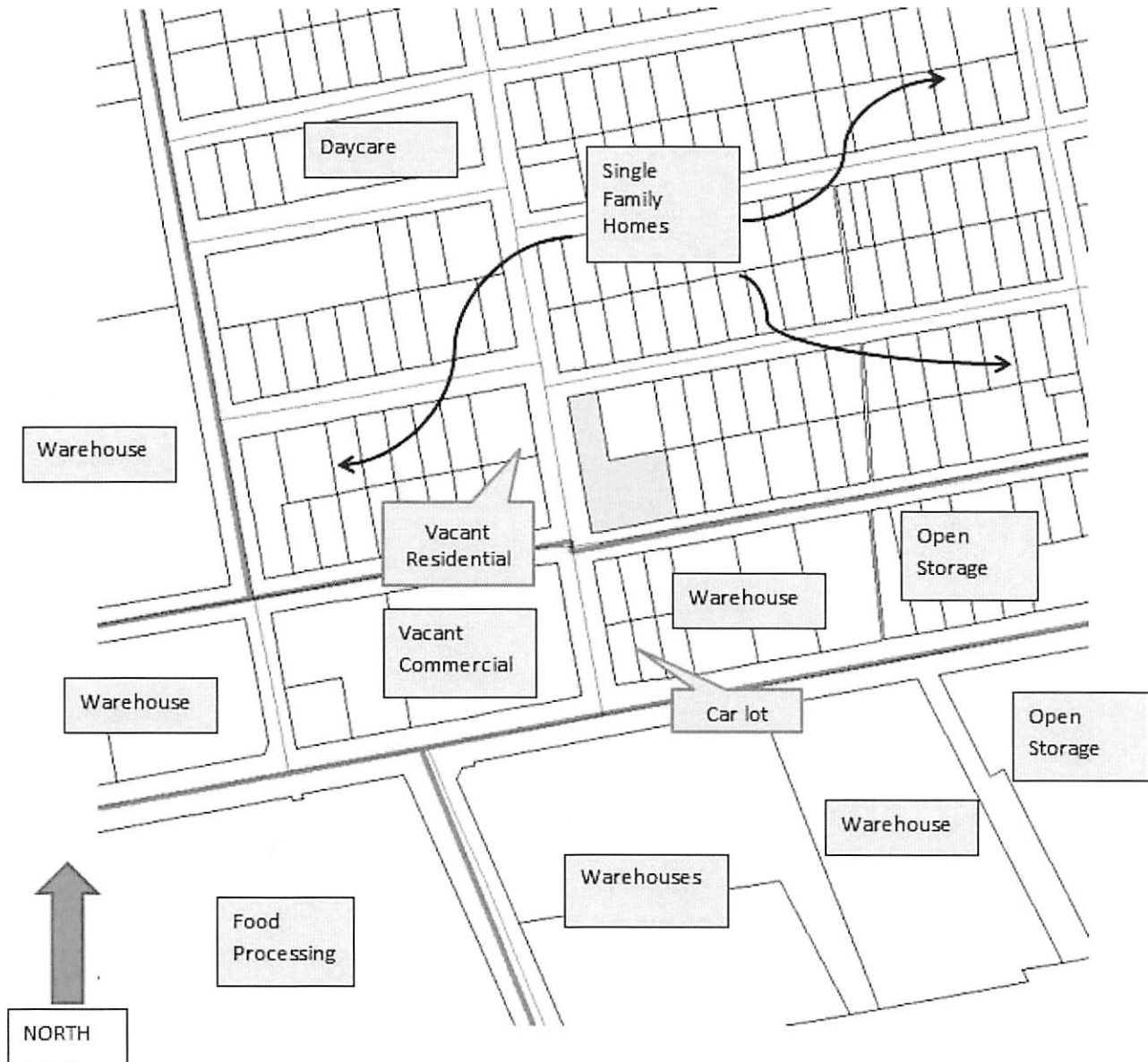
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

## **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-023, located at 2133 Broadway Avenue between Line Street and McQuade Street in the Urban Priority Development Area of Jacksonville, Florida. The subject site is currently developed with a single structure built in 1976 and has an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Residential-Professional-Institutional (RPI) on approximately 0.35 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> 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 MDR land use category allows for 15 dwelling units per acre resulting in a maximum development potential of 5 multi-family residential units (ITE Land Use Code 220), generating 33 daily vehicular trips. The proposed RPI land use category development impact assessment standards allows for 0.50 FAR per acre, resulting in a development potential of 7,623 SF of office space (ITE Land Use Code 710) which could generate 84 new daily trips. This will result in 51 net new daily vehicular 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	5 DU	T = 6.65 (X)	33	0.00%	33
<b>Total Section 1</b>						<b>33</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
RPI	710	7,623 SF	T = 11.03 (X) / 1000	84	0.00%	84
<b>Total Section 2</b>						<b>84</b>
<b>Net New Daily Trips</b>						<b>51</b>

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 Line Street and McQuade Street. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

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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:	11-10-2016
Land Use Adoption Ordinance #:	2016-693	Planning Commission's LPA Public Hearing:	11-17-2016
Rezoning Ordinance #:	2016-694	1st City Council Public Hearing:	11-22-2016
JPDD Application #:	2016C-023	LUZ Committee's Public Hearing:	12-06-2016
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	12-13-2016
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> CITY OF JACKSONVILLE 214 NORTH HOGAN STREET, SUITE 300 JACKSONVILLE, FL 32202 Ph: (904) 255-7800 Fax: (904) 255-7882 Email: COMMUNITYPLANNING@COJ.NET		<b>Owner Information:</b> JOE NAMEY CITY OF JACKSONVILLE 214 NORTH HOGAN ST. SUITE 900 JACKSONVILLE, FL 32202 Ph: (904) 255-8792	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
Acreage:	0.35	General Location:	NORTH OF BEAVER ST. BETWEEN BROADWAY AVE. AND MCQUADE ST.
Real Estate #(s):	077143 0000	Address:	2133 BROADWAY AVE
Planning District:	5		
Council District:	9		
Development Area:	URBAN PRIORITY AREA		
Between Streets/Major Features:	BROADWAY AVE. and MCQUADE ST		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
Current Utilization of Property:	FORMER HEALTH CLINIC		
Current Land Use Category/Categories and Acreage:	MDR 0.35		
Requested Land Use Category:	RPI	Surrounding Land Use Categories:	MDR
Justification for Land Use Amendment:	SURPLUS CITY PROPERTY		
<b><u>UTILITIES</u></b>			
Potable Water:	JEA	Sanitary Sewer	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
Current Zoning District(s) and Acreage:	PBF-1 0.25 RMD-A 0.10		
Requested Zoning District:	CO		
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

ATTACHMENT D

Aerial:

