



# PROPOSED SMALL-SCALE FUTURE LAND USE MAP (FLUM) AMENDMENT

## OVERVIEW

ORDINANCE: ORD # 2016-789

APPLICATION: 2016C-016-1-14

APPLICANT: WYMAN DUGGAN

PROPERTY LOCATION: 500 and 555 Bishop Gate Lane

Acreage: 1.66 Acres

Requested Action:

	Current	Proposed
LAND USE	RPI and HDR	HDR*
ZONING	CRO and PUD	PUD

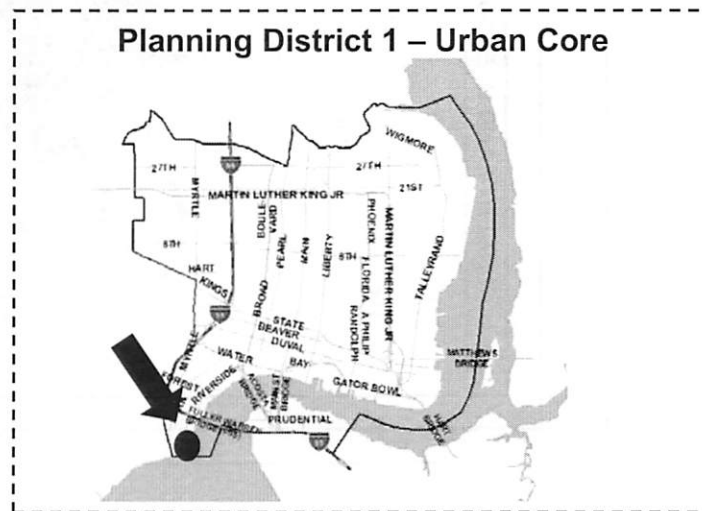
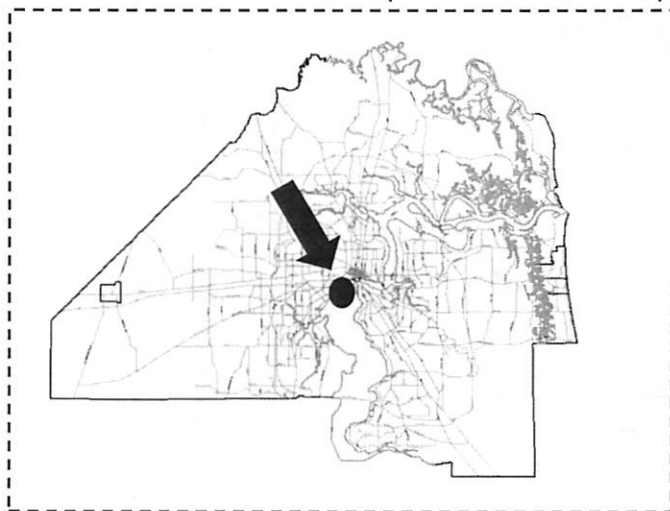
\* Subject to a Site specific policy

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
RPI / HDR	HDR	RPI: N/A HDR: (45 DU/Acre) 60 DUs	(45 DU/Acre) 74 DUs	RPI: (0.5 FAR) 6,970 sq.ft. of RPI uses HDR: N/A	N/A	14 DUs	Decrease of 6,970 Sq. Ft. of Non-Residential / RPI Uses

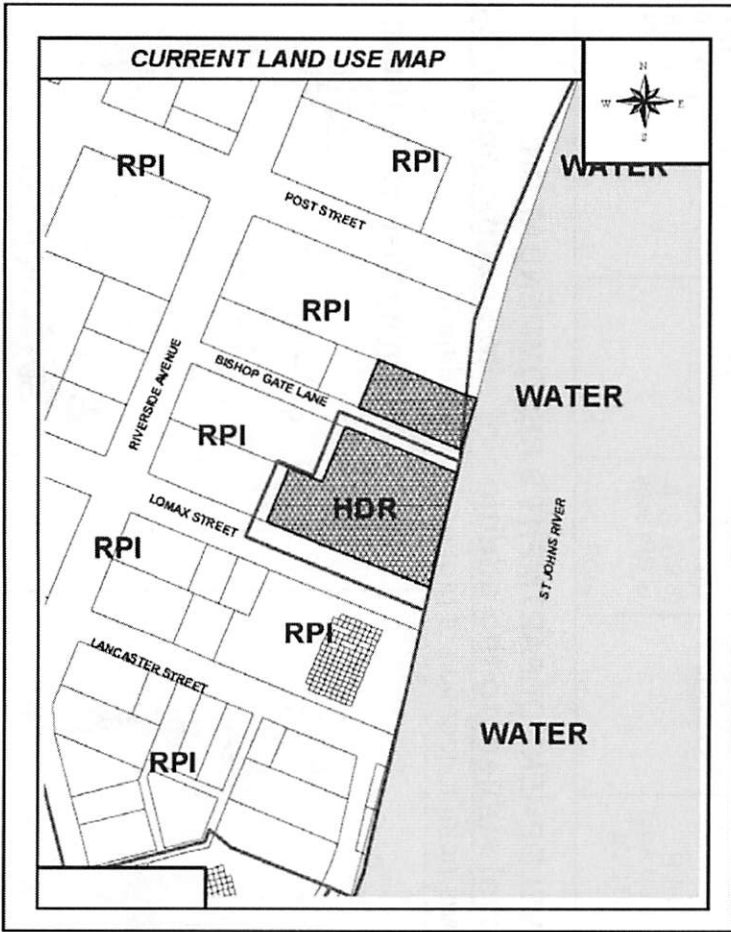
### PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION:

**Approval subject to the addition of site specific policy 4.4.5**

LOCATION MAPS: Arrows point to location of proposed amendment.

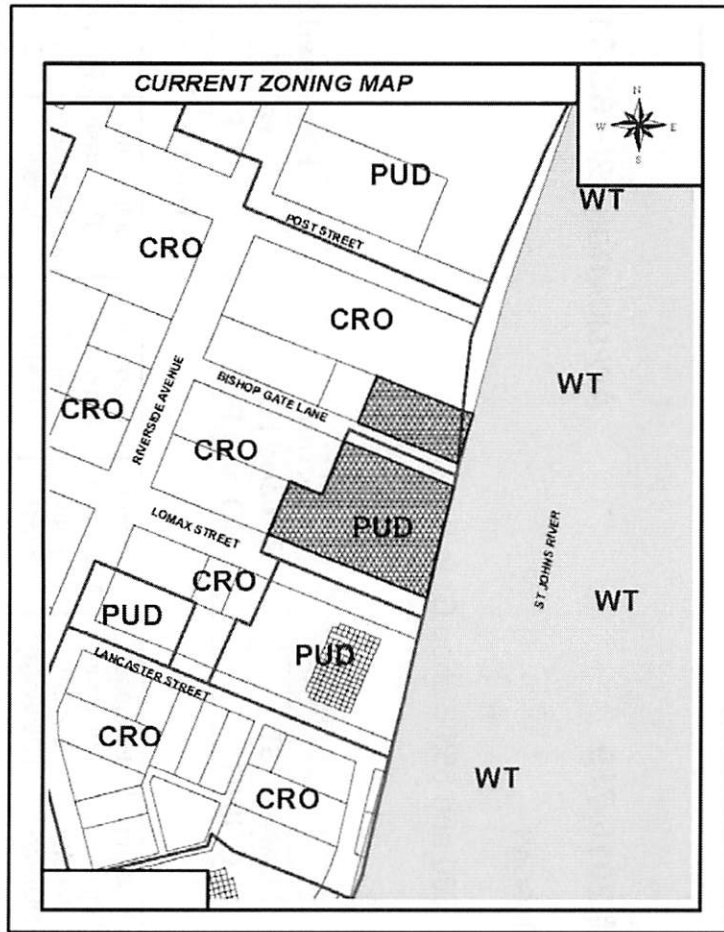


SMALL SCALE LAND USE APPLICATION 2016C-016



**Existing FLUM Land Use Categories:** High Density Residential (HDR) and Residential-Professional-Institutional (RPI)

**Requested FLUM Land Use Category:** High Density Residential (HDR)



**Current Zoning District(s):** Planned Unit Development (PUD) and Commercial, Residential and Office (CRO)

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

## **ANALYSIS**

### **Background:**

The 1.66 acre subject property is located at 500 and 555 Bishop Gate Lane between Post Street and Lomax Street at the St. Johns River. The property is adjacent to the Riverside/Avondale Historic District and within the Urban Core Planning District, the Urban Priority Development Area and the boundaries of the Urban Core Vision Plan.

The applicant is requesting a land use amendment from Residential-Professional-Institutional (RPI) and High Density Residential (HDR) to HDR and a companion rezoning from Commercial, Residential, Office (CRO) and Planned Unit Development (PUD) to PUD in order to use the property for a multi-family development. The PUD site plan identifies 140 multi-family units with approximately 2,500 square feet for a special event assembly space.

The southern piece of the land use amendment site that is currently in the HDR land use category was approved from RPI to HDR with Ordinance 2006-126-E. The previous land use amendment was sought in 2006 with companion PUD rezoning (Ordinance 2006-127-E) to accommodate a residential condominium tower on site. The property is also within the Riverside District Zoning Overlay Urban Transition Character Area. The overlay provides supplemental zoning regulations and development standards to recognize the unique character of the various neighborhoods and mixed use centers within this area. The Urban Transition Character Area provides standards for higher density office, commercial and residential in single and mixed use developments due to the area's location adjacent to downtown. The companion PUD rezoning bases its findings on consistency with this overlay.

The proposed amendment would extend the existing HDR land use along the river north across Bishop Gate Lane and furthering the existing land use pattern. The area surrounding the subject property is fully developed with properties in the RPI land use category. South of the site and across Lomax Street along the river is a residential condominium tower approved in 1995 with a PUD rezoning. Surrounding the site is mostly office uses with a mix of bed & breakfast and residential uses. The property just north of the site is owned by the Garden Club of Jacksonville with the Cummer Museum of Art and Gardens further north approaching the downtown boundaries. Bishop Gate Lane and Lomax Street are both designated local roads; one block west, Riverside Avenue, is designated a minor arterial roadway on the Highway Functional Classification System. Lomax Street includes sidewalks along both side of the right-of-way connecting the streets of the neighborhood in a historically traditional fashion. However, Bishop Gate Lane does not include sidewalks on either side of the street. See Dual Map, page 2 and Attachment A, Land Utilization Map). The generalized adjacent land use categories and zoning are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	RPI	CRO	Office, the Garden Club, The Cummer Museum
South	RPI	PUD & CRO	Residential condominium tower, office, residential
East	River	River	River
West	RPI	CRO	office

According to the Development Areas Map in the Future Land Use Element, the site is located in the Urban Priority Development Area. The property within the HDR future land use category boundary is approximately 1.34 acres; the property within the RPI land use category boundary is approximately 0.32 acres. The impact analyses will be based on the change in land use to HDR; therefore, the existing RPI, 0.32 acres, of the project site will be reviewed for transportation and school impacts. Additionally, the applicant intends to use central water and sewer for the project and has provided a JEA service availability letter for the subject site with the PUD rezoning.

**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 on the existing RPI portion of the project that is proposed for HDR, and therefore, may create impacts to the roadway. The transportation analysis (see Attachment B) determined that the proposed amendment would include a net increase of 16 net new daily vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

### Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

### Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

### Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The project site is located in Mobility Zone 7, along Riverside Avenue between Lomax and Post Streets. 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 7 is passing at **0.66**.

Bishop Gate Lane is a local roadway which provides direct access to the project site, and Riverside Avenue (SR 211) between King Street/St. Johns Avenue and Post Street 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 **0.84** 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 high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process will be required to perform a Professional Archaeological Reconnaissance Survey and possibly a Phase 1 archaeological survey if in an area of high sensitivity. 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.

### **Coastal High Hazard Area (CHHA)**

A small portion 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. The proposed development plan clusters development outside of the CHHA with the exception of a small 0.078 acre pocket located in the corner of the property at Lomax Street and the St. Johns River. The maximum gross density for sites within the CHHA and in the HDR, Urban Priority land use category is 60 units/acre. The proposed development meets this requirement. 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.

## Flood Zone

The subject site is within the 100 year flood zone. This area is associated with the St. Johns River. 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". The area along the river is part of a VE Flood Zone which is consistent with the CHHA boundaries and described as a high hazard area subject to high velocity wave action. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. See Attachment E for Floodplain Map.

## 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.

## **Hurricane Evacuation**

A review of the site was coordinated with the Emergency Preparedness Division of the Fire and Rescue Department for hurricane evacuation review. The review identifies the site's primary evacuation routes. See Attachment F for the Emergency Preparedness Division's review.

## **Conservation/Coastal Management Element**

**Policy 7.1.6** The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

## **School Capacity**

A school capacity analysis was completed on the existing RPI portion of the project that is proposed for HDR. Based on the Development Standards for Impact Assessment the 0.32 acre RPI portion of the 1.66 acre proposed land use map amendment has a development potential of 14 dwelling units (the total site which includes property already in the HDR land use category has a development potential of 74 dwelling units). The proposed development was analyzed 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-016**

**Development Potential:14 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%	2	76%	1,773
Middle	2	2,677	71%	1	82%	754
High	2	3,745	93%	1	88%	723
<b>Total New Students</b>				<b>5</b>		

*Total Student Generation Yield: 0.333*

*Elementary: 0.167*

*Middle: 0.073*

*High: 0.093*

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

**Public School Facilities Element**

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

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

**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 assigned neighborhood 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	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY	CURRENT ENROLLMENT 20 Day Count (2016/17)	% OCCUPIED	4 YEAR PROJECTION
West Riverside ES #12	2	2	420	305	73%	73%
Lake Shore MS #69	2	1	1328	1191	90%	95%
Robert E. Lee HS #33	2	1	1844	1917	104%	93%

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

**Airport Environment Zone**

The site is located within the 500-foot Height and Hazard Zone for the NAS Jacksonville. Zoning will limit development to a maximum height of less than 500 feet, 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

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	A higher density mixed use project
Land Use Category	RPI (0.32 acre) & HDR (1.34 acre)	HDR (1.66 acres) (PUD proposes 140 units)
Development Standards For Impact Assessment	0.5 FAR & 45 DU/acre	45 DU/Acre
Development Potential	6,970 sf of RPI uses / 60 DUs in HDR	74 DUs
Population Potential	141 people	173 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	Horizontal Surface Elevation 500-feet	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X-HIGH	
Historic District		X
Coastal High Hazard Area	X	
Ground Water Aquifer Recharge Area		X-Discharge
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impacts	16 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Increase of 5,094.9 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 3,821.2 gallons per day	
Potential Solid Waste Impact	Increase of 25.2 tons per year	
Drainage Basin / Sub-Basin	St. Johns River	
Recreation and Parks	Northbank Riverwalk Artists Square; Memorial Park; Riverside Park	
Mass Transit	JTA Bus Routes: on Riverside Avenue-Local Routes 32 and 16; Nearby-Frequent Route 5, Local Route 15, Trolley Service 71	
<b>NATURAL FEATURES</b>		
Elevations	0-5 feet	
Soils	69 – Urban Land	
Land Cover	1470 – Mixed Commercial and Services	
Flood Zone	AE- inundated by 100-year flood, base flood elevations determined. VE – V Zone is part of the Coastal High Hazard Area and is referred to as high hazard areas subject to high velocity wave action,	
Wet Lands	None	
Wild Life	None	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on January 3, 2017, the required notice of public hearing sign was posted. Ninety-one (91) notices were mailed out to property owners within 350-feet, the Urban Core CPAC and registered neighborhood associations informing them of the proposed land use change and pertinent public hearing and meeting dates.

At the Department sponsored Citizen Information Meeting held on January 3, 2017, the applicant was present to explain the application with over 30 members from the public in attendance. The majority of the people who attended the meeting were neighbors abutting the subject property. Seven members of the public spoke in opposition to the application on behalf of the entire group. Various concerns were raised including: total density of the site; increased traffic congestion; noise pollution due to the rooftop assembly area; building massing; building setbacks from Lomax Street; architectural blending with the character of the area; and the effect on property values.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

The proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- 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 proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.0            Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.12           Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

Policy 1.1.20

Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

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.

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.

Objective 3.1

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.3

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

Policy 3.1.19

The City shall adopt criteria and standards in order to limit the location of single-family attached and multi-family housing units to the periphery of established single-family detached neighborhoods and non-residential nodes, along collectors, arterials, and rail transit corridors, unless the higher density residential development is a component of a mixed or multi-use project.

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

**Urban Priority Area (UPA):** The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

The RPI future land use category primarily permits medium to high density residential, professional office and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the HDR future land use category is intended to provide compact high density residential development which includes limited commercial uses which serve the residential component of the HDR development as well as adjacent neighborhoods. HDR designations should be in locations that are supplied with full urban services and serve as a transition between commercial and medium density residential land uses. HDR uses are generally located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map. Locations which serve as a transition between commercial and medium density residential land uses are preferred.

Consistent with the HDR category characteristics, the project is located within walking distance of Riverside Avenue, a minor arterial roadway that provides quick access to multiple routes for bus transit. Additionally, the site is located between residential and institutional uses with commercial uses just west from the Riverside Avenue Corridor. The site also provides transition to the Downtown area which includes large employment centers and mixed use developments along Riverside Avenue headed into downtown.

Consistent with the standards provided in the Riverside/Avondale Zoning Overlay's Urban Transition Character Area, this project would continue and extend the existing HDR land use category to incorporate the subject site furthering the existing land use pattern and creating general transitions from nearby Downtown to the Riverside/Avondale Historic

District. The maximum gross density in the Urban Priority Area of the HDR land use category is 80 units/acre. For sites within the CHHA, the maximum gross density is 60 units/acres. The companion PUD clusters density outside of the CHHA boundaries with the exception of a small portion off of Lomax Street that is less than 0.07 of an acre. While this impact is negligible, it will be considered in the calculations for allowable overall density of the site.

Development characteristics for the HDR land use category require the provision of mixed uses in developments with a density greater than 25 units/acre. According to the companion PUD rezoning, the project will include a 2,500 square foot special event assembly space with 13 designated parking spaces. Additionally, according to the category description, non-residential uses in a mixed use development are limited to the ground floor. A site specific policy is recommended to relax this characteristic and allow the non-residential component on other areas of the structure as well as provide flexibility for the provision of a mix of uses. Proposed Future Land Use Element Policy 4.4.5 would be as follows:

#### Policy 4.4.5

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2016-789-E for a small scale amendment is approved subject to the following site specific condition: Development shall be exempt from the urban priority area development characteristics which restrict development of non-residential uses to the ground floor.

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."*

The proposed amendment is located in the Urban Core Planning District and the Urban Priority Development Area and has access to full urban services. The companion rezoning application is a Planned Unit Development allowing for site planning which includes an improved 15-foot wide public easement along the riverfront and recreational components on site. The site will be serviced by centralized wastewater and potable water distribution systems. Therefore, the amendment is consistent with Objective 1.1 and Policies 1.1.2 and 1.2.9 of the FLUE.

The proposed use for high density residential project with a non-residential component at an infill location in the Urban Priority Area would not negatively affect the character of the neighborhood and would enhance the viability of the nearby commercial corridors including Riverside Avenue and potentially, Downtown. Consistent with the Urban Priority Development Area description, the project location is highly supportive of transit with walkability to the Riverside Avenue minor arterial corridor and nearby transit options including local and frequent bus routes and a trolley service. While the project is proposed with a higher density than the other established residential areas of the neighborhood, the location of the site at the river and neighboring an existing 16-story residential condominium

tower would not disrupt the existing flow of densities and intensities in the neighborhood. Therefore, the amendment is consistent with Goal 3, Objective 3.1, Policy 1.1.10, 3.1.3, 3.1.19 and Objective 6.3 of the FLUE.

The PUD should ensure the neighborhood is protected from potential negative impacts with a scale transition of the proposed structures on site in order to be consistent with Policy 3.1.3 of the FLUE.

The proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Conservation Coastal Management Element:

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.

Policy 7.3.12                The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments

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 project site is located in the VE and AE floodplain zones. Development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. Compliance with the Floodplain Management Ordinance would ensure consistency with Policy 2.7.3 of the Conservation Coastal Management Element.



According to the PUD site plan, the development clusters uses away from the majority of the CHHA. Limited development that may occur within the CHHA off of Lomax Street is of an incalculable amount of acreage (less than 0.07 of an acre) and would result in minimal impact. Based on the size of the CHHA acreage at this location, it is unlikely that a full dwelling unit would be developed in this area. Additionally, the length of the waterfront which includes much of the CHHA boundaries will be granted as an improved 15-foot wide public easement meeting the intent of CCME Policies 7.3.12 and 7.4.8.

The proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Recreation and Open Space (ROS) Element:

**Goal 4** Capitalize on the scenic and recreational quality of the St. Johns River and its tributaries, the Atlantic Ocean, the Intracoastal Waterway and other significant bodies of water in Duval County.

**Objective 4.1** The City shall provide greater public accessibility to the St. Johns River and develop appropriate recreational uses of its shorelines.

The project site is located on the St. Johns River. The PUD rezoning requires an improved 15-foot public easement along the waterfront meeting the intent of ROS Element Goal 4 and Objective 4.1.

### **Vision Plan Consistency**

The subject property is located within the boundaries of the Urban Core Vision Plan. The Plan encourages the protection and revitalization of historic neighborhoods while preserving the neighborhood scale and character with new development. The vision plan also promotes infill cautioning that development should enhance the existing desirable characteristics of neighborhoods. A range of housing opportunities and choices would be promoted to support a range of household sizes and encourage diversity.

The proposed amendment provides residential infill development. The site area is close to Downtown, the Riverside Avenue commercial corridor and the Riverside/Avondale Historic District to support the added density. The proposed amendment is consistent with the Urban Core Vision Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policies 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.

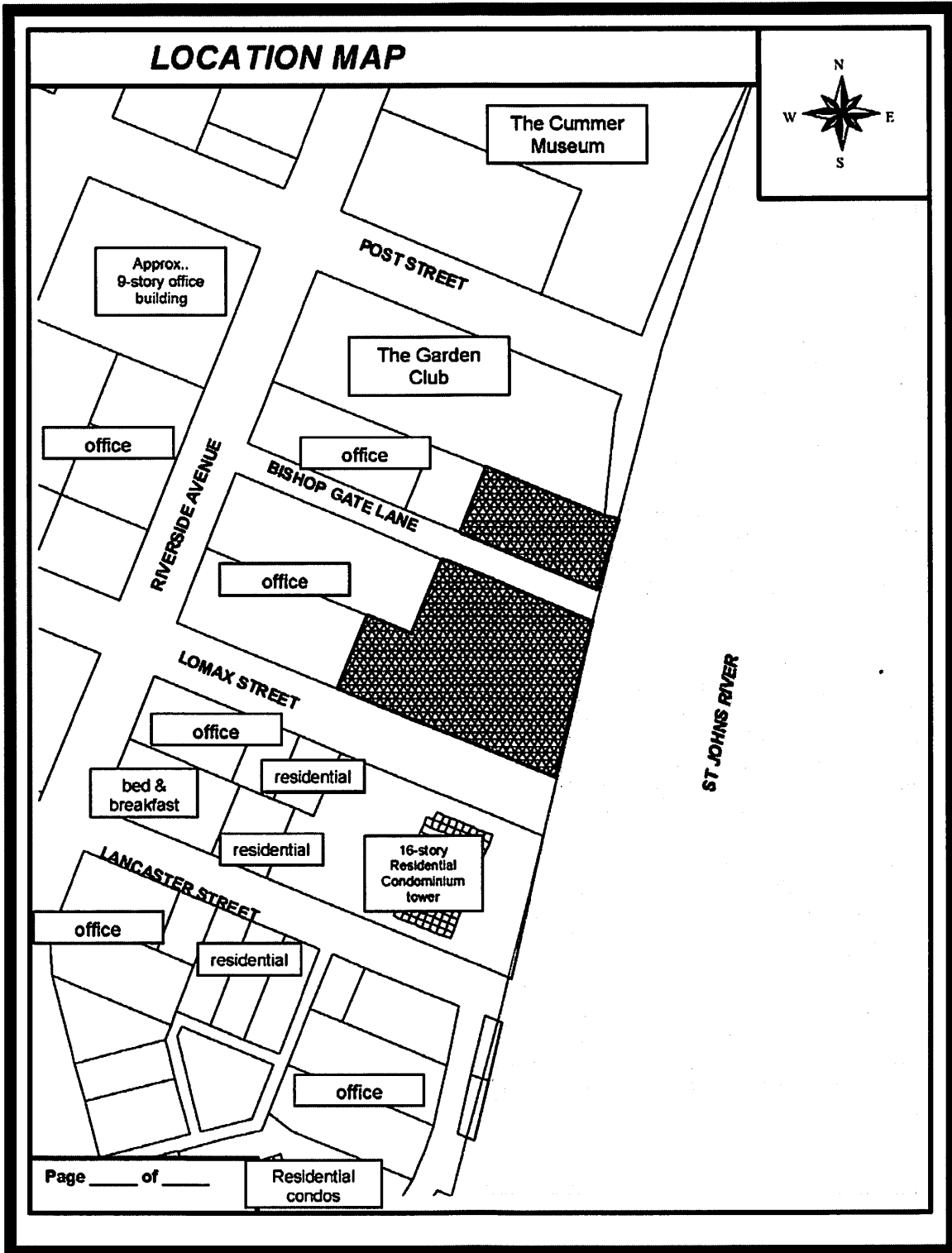
Policy 4B Downtowns are important parts of the Regional community. Downtown Jacksonville is the Regional downtown, and the Region as a whole has an interest in its success. The Region supports revitalizing downtowns as important element of communities. The Region supports local government efforts to revitalize them and keep them vibrant.

The subject property is located in the Urban Priority Development Area. The proposed amendment to HDR would increase opportunities for infill with a higher density residential development providing a wider range of housing needs to meet different income levels. Revitalizing communities close to downtown is important to a successful downtown. The Strategic Regional Plan supports local government's efforts to revitalize downtowns as important elements of communities. Therefore, the proposed amendment is consistent with the aforementioned Strategic Regional Policy Plan.

## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL subject to the addition of site specific policy 4.4.5** of this application based on its consistency with the overall intent of the 2030 Comprehensive Plan and the Strategic Regional Plan.

# ATTACHMENT A EXISTING LAND UTILIZATION



# **ATTACHMENT B** **TRAFFIC ANALYSIS**

PLANNING AND DEVELOPMENT DEPARTMENT



TRANSPORTATION PLANNING DIVISION

## **MEMORANDUM**

**DATE:** December 9, 2016

**TO:** Helena Parola, City Planner Supervisor  
Community Planning Division

**FROM:** Lurise Bannister, Planning Services Manager  
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment 2016C-016

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A trip generation analysis was conducted for Land Use Amendment 2016C-016, located at 500 and 555 Bishop Gate Lane between Lomax Street and Post Street in the Urban Priority Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Residential/Professional/Institutional (RPI) on 0.32 acres and High Density Residential (HDR) land use category on 1.34 acres. The proposed land use amendment is to change the portion of the site that is RPI to HDR. The 1.34 acres will remain in the HDR land use category and will not result in impact changes and therefore is not included in the transportation review.

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 RPI land use category allows for 0.5 FAR per acre resulting in a development potential of 6,970 SF of office/institutional space (ITE Land Use Code 710), generating 77 daily vehicular trips. The proposed HDR land use category development impact assessment standards allows for 45 multi-family dwelling units per acre, resulting in a development potential of 14 units (ITE Land Use Code 220) which could generate 93 new daily trips. This will result in 16 net new daily vehicular trips if the land use is amended from RPI to HDR, as shown in Table A.

214 North Hogan Street, Suite 300 | Jacksonville, Florida 32202 | Phone: 904.255.7800 | Fax: 904.255.7886 | [www.coj.net](http://www.coj.net)

## ATTACHMENT B (continued)

### TRAFFIC ANALYSIS

**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
RPI	710	6,970 SF	T = 11.03 (X)/1000	77	0.00%	77
<b>Total Section 1</b>						<b>77</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
HDR	220	14 DUs	T = 6.65 (X)	93	0.00%	93
<b>Total Section 2</b>						<b>93</b>
<b>Net New Daily Trips</b>						<b>16</b>

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

**Additional Information:**

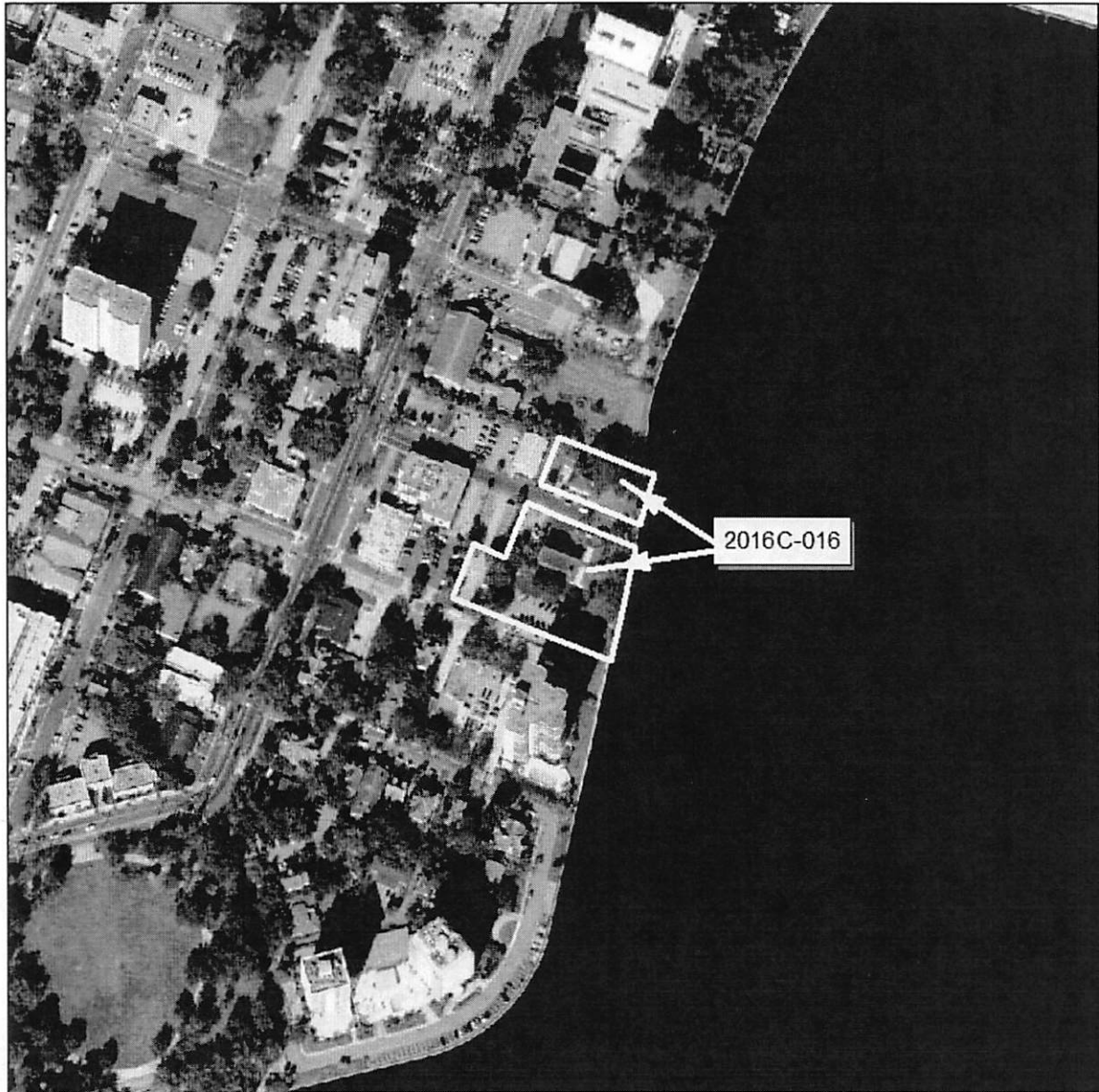
The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The project site is located in Mobility Zone 7, along Riverside Avenue between Lomax and Post Streets. 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 7 is passing at 0.66.

Bishop Gate Lane is a local roadway which provides direct access to the project site, and Riverside Avenue (SR 211) between King Street/St. Johns Avenue and Post Street 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 0.84 with the inclusion of the additional traffic from this land use amendment.

**ATTACHMENT C**  
**Aerial**



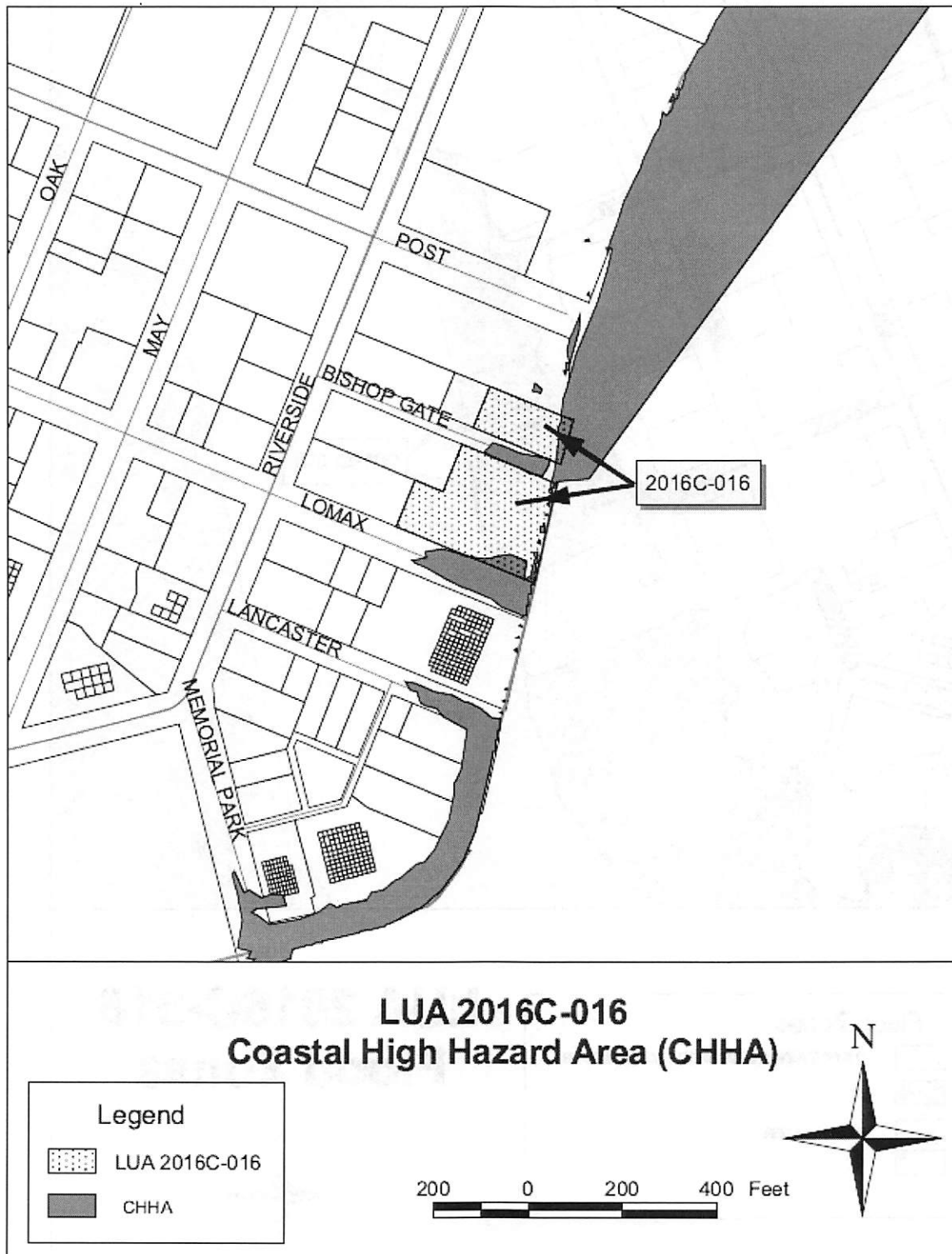
**LUA 2016C-016**  
**Aerial Map**



200 0 200 400 Feet



A scale bar with markings at 200, 0, 200, and 400 feet.

**ATTACHMENT D**  
**Coastal High Hazard Area (CHHA)**

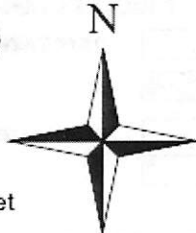


**LUA 2016C-016**  
**Coastal High Hazard Area (CHHA)**

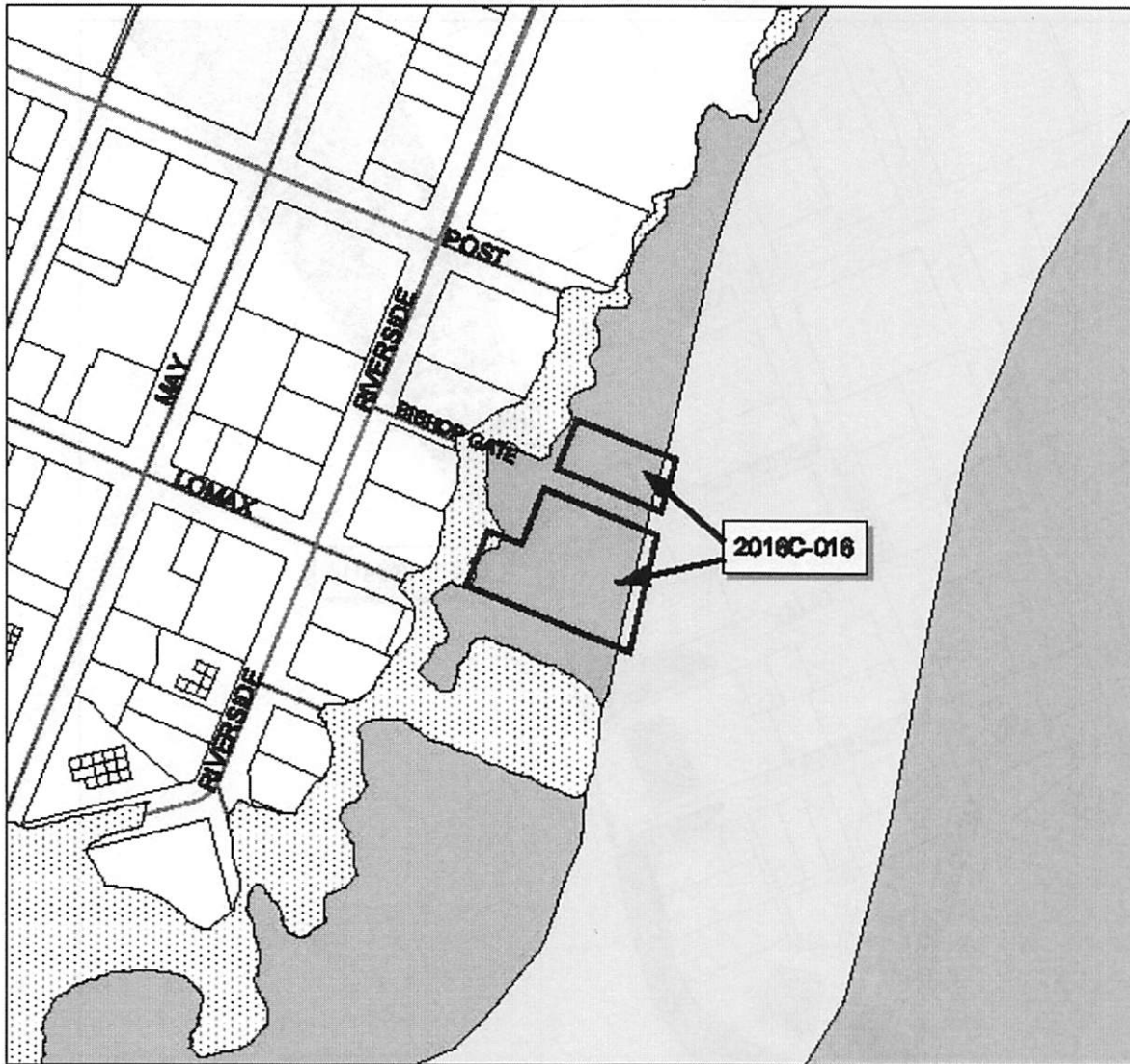
**Legend**

	LUA 2016C-016
	CHHA

200    0    200    400 Feet



**ATTACHMENT E**  
**Flood Zone Map**



Flood Zones	
	0.2 PCT ANNUAL CHANCE FLOOD HAZARD
	AE
	OPEN WATER
	VE

**LUA 2016C-016**  
**Flood Zones**





**ATTACHMENT F**  
**Emergency Preparedness Division Review**

**CITY OF  
JACKSONVILLE**

117 W. Duval St., Jacksonville, FL 32202  
(904) 630-CITY | [www.coj.net](http://www.coj.net)

**Date:** January 04, 2017

**To:** Helena Parola, City Planner III

**From:**

**RE:** Requested Review of Land Use Amendment, Application # 2016C-016, Ordinance #2016-790

Dear Ms. Parola:

The Emergency Preparedness Division has reviewed the proposed land use amendment for the 1.66 acres of property located at 500 & 555 North Bishop Gate Lane on behalf of the Division of Emergency Preparedness and the Jacksonville Fire and Rescue Department (JFRD). The Division has the following comments:

**Properties: 090143 0000 and 090148 0100**

**Flood Hazard Zones**

The two properties are located within Flood Zone AE, with their eastern borders residing inside in Zone VE. The portion of property within Zone AE has a base flood elevation of 5 feet as determined by the Flood Insurance Rate Map. FEMA's online publication "Managing Floodplain Development through the NFIP" notes that Zone VE within the FIRM designates high hazard areas (riverine or coastal) that are subject to high water levels and wave action from strong storms and hurricanes. The winds, waves and tidal surges associated with these storms cause water of high velocity to sweep over nearby land. Many V Zones are also subject to erosion and scour which can undercut building foundations. V Zones are subject to more stringent regulatory requirements and a different flood insurance rate structure because they are exposed to an increased degree of risk<sup>1</sup>.

Federal regulation for the NFIP and development within flood prone areas is contained within 44 CFR Parts 59, 60, 65 & 70. Particular notice to section 60.22- Planning Considerations for Flood-Prone Areas will be relevant for new development through this proposed land use agreement<sup>2</sup>. The impact of

<sup>1</sup> <https://www.fema.gov/media-library/assets/documents/6029>

<sup>2</sup> <http://www.ecfr.gov/>

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**ATTACHMENT F**  
**Emergency Preparedness Division Review**

**CITY OF  
JACKSONVILLE**

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development within this area should be mitigated through community design and considerations for structural integrity in the residential and multifamily construction. The impact of placing infrastructure within flood hazard and evacuation zones should be mitigated through appropriate design and construction techniques. All properties with structures located inside a flood hazard zone are required to maintain flood insurance coverage. Figure 1 illustrates the 100 and 500 year flood plains graphically represented at the property locations.

**Figure 1: Flood Hazard Layer**



Source: <http://fema.maps.arcgis.com/>; FEMA's National Flood Hazard Layer

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# ATTACHMENT F

## Emergency Preparedness Division Review

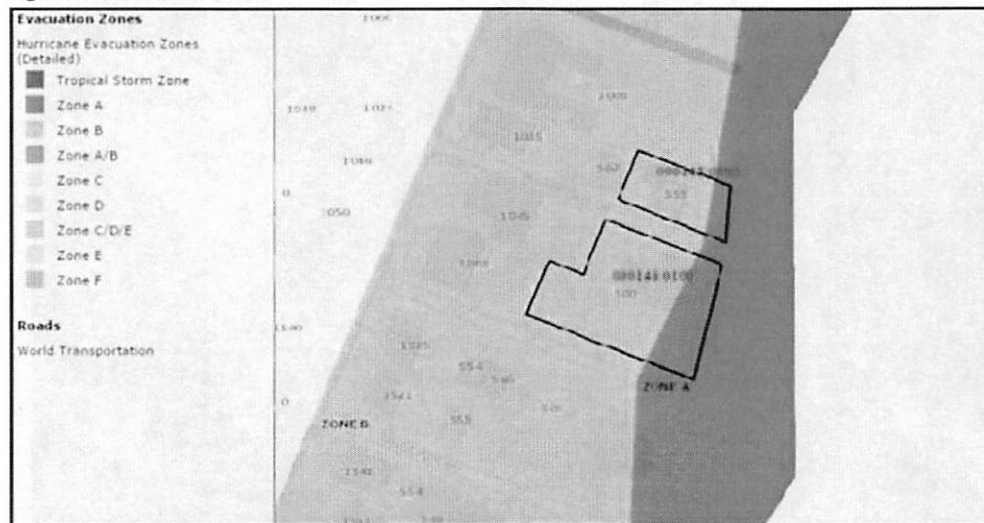
# CITY OF JACKSONVILLE

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### Evacuation Zones and Routes

The property implicated in the land use agreement falls within both Evacuation Zones A and B. The areas located in Zone A are the most vulnerable and will be the first to be evacuated. As storm effects intensify, the level of evacuation will be increased moving from level B to E. Figure 2 illustrates the sections of the two parcels of interest to this land use agreement<sup>3</sup>.

Figure 2: Evacuation Zones



Source: <http://maps.coj.net/DuvalProperty/#; JAXGIS Duval County - Evacuation Zone Layer>

The primary evacuation routes for areas west of the beaches are the major highways Interstate 95 and Interstate 10, which allow for evacuation to the North and West respectively. A secondary route exists via Normandy Boulevard (eastbound). Access to all three routes is found within two road miles from the properties under the land use agreement. Figure 3 illustrates the evacuation routes which are located nearest in proximity to the parcels in question.

<sup>3</sup> <http://www.coj.net/departments/fire-and-rescue/emergency-preparedness/get-prepared/evacuation-zones.aspx>

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**ATTACHMENT F**  
**Emergency Preparedness Division Review**

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Figure 3: Evacuation Routes



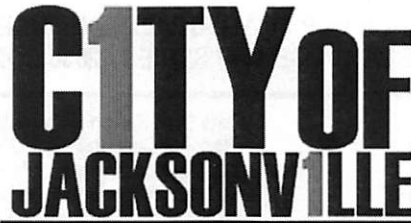
Source: <http://maps.coj.net/DuvalProperty/#>; JAXGIS Duval County – Evacuation Route Layer

In consideration of **Objective 7.1** of the 2030 Comprehensive Plan, all lanes of Interstate 10 may be designated to be routed westward during times of increased volume in order to reduce excessive evacuation times. Evacuees will utilize the predetermined evacuation routes until they have entered a public shelter, reached a safe area in the county, or departed the county.

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# ATTACHMENT F

## Emergency Preparedness Division Review









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### Evacuation Shelters

Duval County has 27 evacuation shelters. Most are located in schools. The 7 shelters most likely to open during a disaster are illustrated below in Table 1.

Table 1: Primary Shelters

Shelter			
The Legends Center	✓		
LaVilla School of the Arts	✓		
Landmark Middle School	✓	✓	
Oceanway Elementary School	✓		
Chaffee Trail Elementary School	✓		
Chimney Lakes Elementary School	✓	✓	
Atlantic Coast High School	✓		

NOTE:  — General Population Shelters  
 — Pet-Friendly Shelters  
 — Special Needs Shelters (TBA)

Duval County Health Department is responsible for operating Special Needs Shelters. Individuals going to special needs shelters must pre-register with the Duval County Emergency Management. If needed, transportation will be provided for those who pre-register. Information on special needs registration including transportation is found on the Duval County Emergency Management website<sup>4</sup>. Clients must register for access to the special needs shelters each year. Current information regarding shelter openings can be found at [www.jaxready.com](http://www.jaxready.com) or by calling 630-CITY (630-2489).

<sup>4</sup> <http://www.coj.net/departments/fire-and-rescue/emergency-preparedness/be-jaxready/special-needs-registration.aspx>

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