

PLANNING AND DEVELOPMENT DEPARTMENT



March 23, 2017

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. 2017-135**

**Application for Land Use Amendment 2016C-018**

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 2017-135 on March 23, 2017.

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

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Daniel Blanchard, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nicole Sanzosti Padgett, Secretary	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Joshua Garrison	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marshall Adkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Chris Hagan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" 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: ORD # 2017-135**

**APPLICATION: 2016C-018-3-5**

**APPLICANT: STEVE DIEBENOW**

**PROPERTY LOCATION: 1230 Hendricks Avenue**

**Acreage: 3.45**

**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>CGC</b>	<b>HDR*</b>
<b>ZONING</b>	<b>CCG-1</b>	<b>PUD</b>

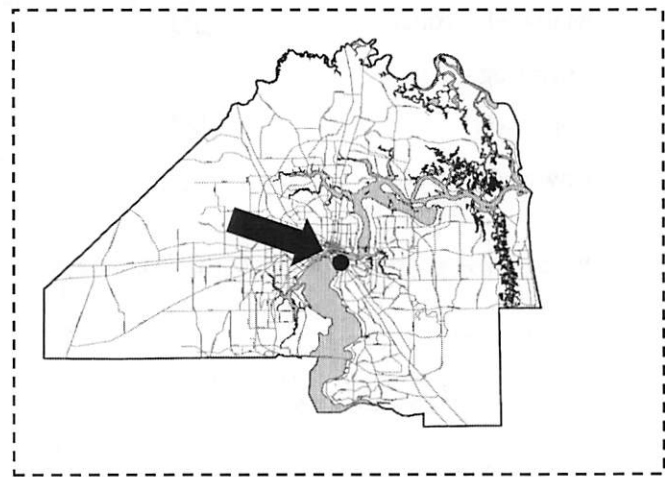
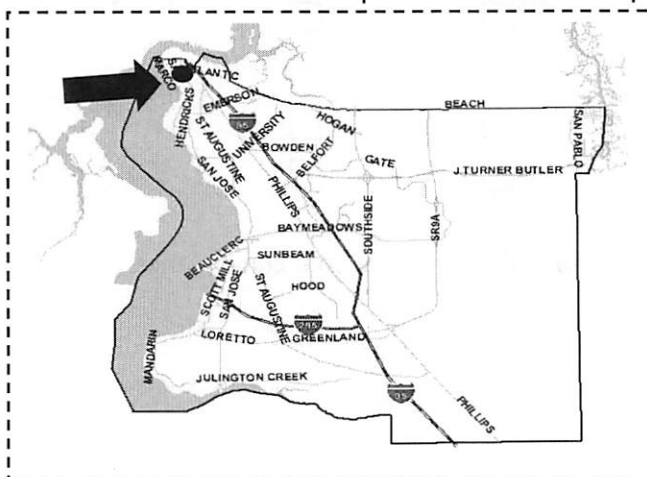
*\* Subject to a Site specific policy*

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
CGC	HDR	N/A	(45 DU/Acre) 155 DUs	52,599 Sq.Ft. (0.35 FAR)	N/A	Increase of 155 DUs	Decrease of 52,599 Sq. Ft.

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

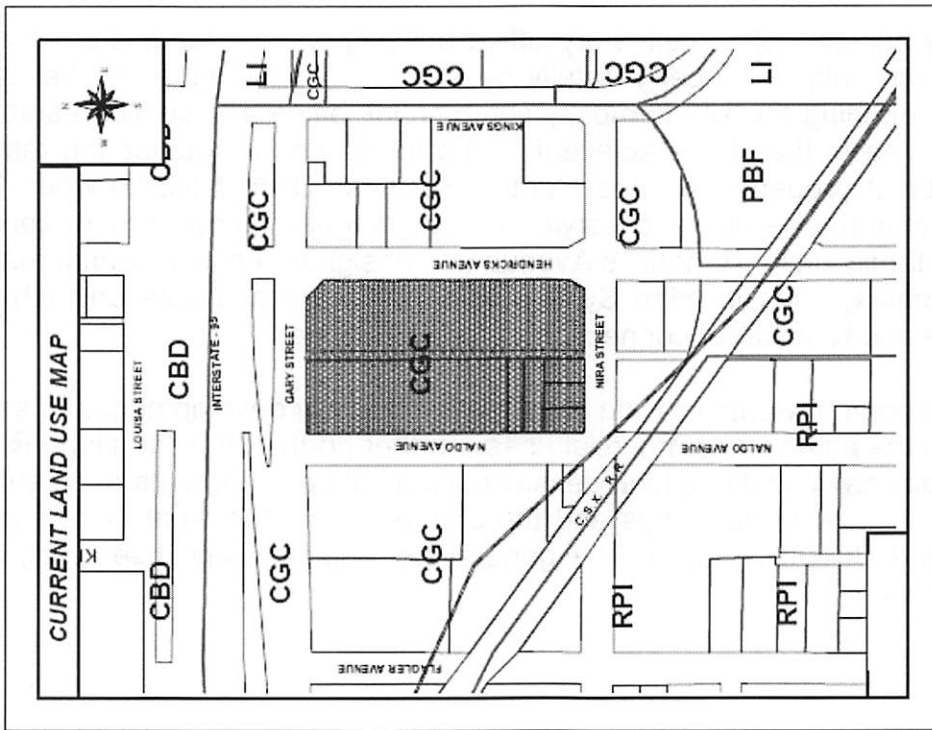
**Approval subject to the addition of site specific policy 4.4.6**

**LOCATION MAPS: Arrows point to location of proposed amendment.**

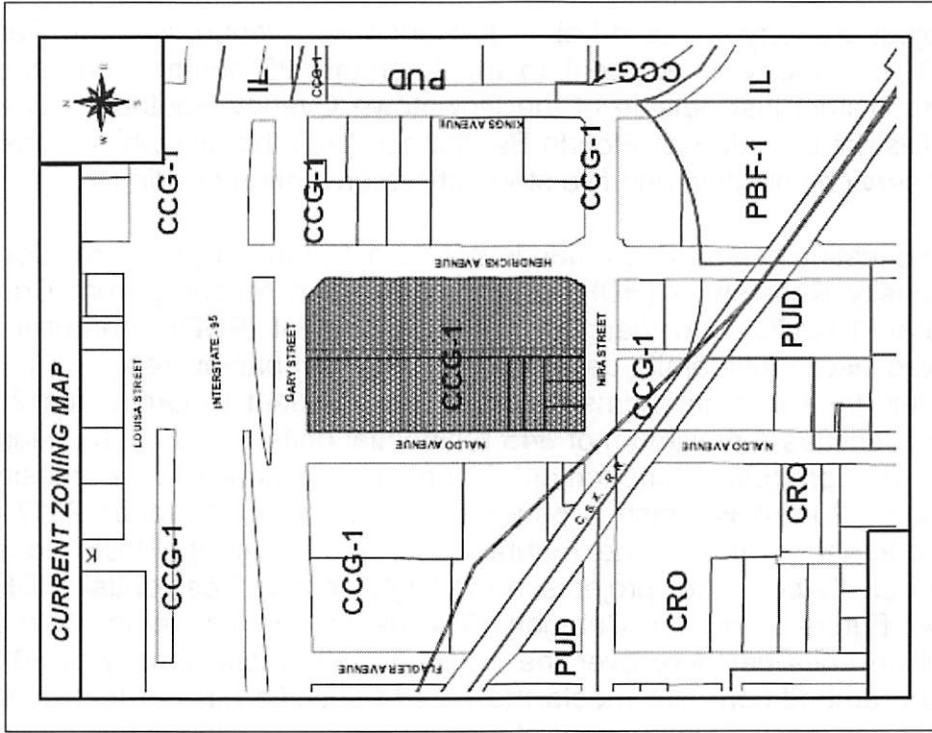


# DUAL MAP PAGE

## SMALL SCALE LAND USE APPLICATION 2016C-018



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



Current Zoning District(s): Commercial Community/ General-1 (CCG-1)  
Requested Zoning District(s): Planned Unit Development (PUD)

# ANALYSIS

## Background:

The 3.45 acre subject property is located at 1230 Hendricks Avenue between Gary Street and Nira Street. The property is adjacent to the Interstate-95 southbound ramp in the Southeast Planning District just outside of the Downtown Overlay Southbank District and Central Business District boundaries. Florida Baptist occupies the site which consists of a one story financial services building and five story office/convention building.

The applicant is requesting a land use amendment from Community/General Commercial (CGC) to High Density Residential (HDR) and a companion rezoning from Commercial Community/ General -1 (CCG-1) to Planned Unit Development (PUD) in order to use the property for a mixed use/ multi-family development. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-136. The PUD site plan identifies a maximum of 345 residential units and 30,000 square feet of commercial uses. The proposed amendment is being considered for a density bonus pursuant to Ordinance 2017-134 which is pending concurrently. Ordinance 2017-134 is a pending text amendment to amend the Future Land Use Element (FLUE) to allow for consideration of a density bonus for projects in the High Density Residential (HDR) Urban Priority Area (UPA) Future Land Use Category. The density bonus would allow up to an additional 20 dwelling units per acre over the maximum allowable density of 80 dwelling units per acre if the amendment site meets the criteria specified in the text amendment. Analysis of the criteria is included in the consistency evaluation section of this report.

This site currently consists of a multi-story office building, vacant land, and a bank. The area surrounding the subject property is fully developed with properties in the CGC land use category. Surrounding the site is mostly commercial, office and service establishment uses. The north area of the site is adjacent to the Interstate 95 southbound ramp which separates the subject property from the Central Business District (CBD) where there is additional commercial-retail sales and service establishments, empowerment centers and high density multi-family units. Hendricks Avenue is a designated minor arterial roadway on the Functional Highway Classification System. Sidewalks are available on both sides of Hendricks Avenue and Nira Street connecting to Naldo Avenue.

The proposed amendment would provide high rise multi-family development and serve as a transition between the adjacent commercial uses. Further north of the site along Riverplace Boulevard are additional mixed use high density residential developments. The subject site is within walking distance to bus stops and the JTA Skyway. 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	CGC	CCG-1	Highway and commercial/retail
South	CGC	CCG-1	Restaurants
East	CGC	CCG-1	Bank, office and funeral home
West	CGC	CCG-1	Church, vacant and retention pond

According to the Development Areas Map in the Future Land Use Element, the site is located in the Urban Priority Development Area. 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 (see Attachment B ) and determined that the proposed amendment would not result in an increase of 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 8. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2012) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 8 is 0.59.

Hendricks Avenue (SR 13) is a 2-lane divided minor-arterial facility and has a maximum daily capacity of 32,400 vehicular trips. This segment of Hendricks Avenue is expected to operate at an acceptable V/C ratio of 0.96 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.

**School Capacity**

Based on the Development Standards for impact assessment, the 3.45 acre proposed land use map amendment has a development potential of 155 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-018**

**Development Potential: 155 Multi-Family Units**

School Type	CSA	2015-16 Enrollment/CSA	Current Utilization (%)	New Student/Development	5-Year Utilization (%)	Available Seats
Elementary	4	6225	90%	26	76%	97
Middle	4	4,033	83%	11	94%	34
High	4	1,119	64%	14	80%	285
<b>Total New Students</b>				<b>52</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
Hendricks Ave ES #71	4	26	659	690	105%	104%
Dupont MS # 66	4	11	1071	747	70%	73%
Terry Parker HS #86	4	14	1866	1770	95%	71%

*\*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

### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

**Policy 1.2.8** Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

## **Wellhead Buffer Zone**

The land use amendment site is within the 750-foot buffer of a wellhead. The Environmental Quality Division reviewed the application for possible impacts. Compliance with the policies listed below will be reviewed during the permitting and site plan review process.

### **Infrastructure Element, Sanitary Sewer Sub-Element**

**Policy 1.2.3** The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Office and bank	Mixed Use (retail and MF)
Land Use Category	CGC	HDR
Development Standards For Impact Assessment	0.35 FAR	45 units/acre
Development Potential	52,599 sq. ft.	155
Population Potential	N/A	364 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	500 ft- NAS Jax HH	
Industrial Preservation Area		X
Cultural Resources	X	
Archaeological Sensitivity	High	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	0-4 inches discharge	
Well Head Protection Zone	750 ft Buffer	
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	No net increase	
Water Provider	JEA	
Potential Water Impact	Increase of 33,795 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 25,346 gallons per day	
Potential Solid Waste Impact	Increase of 318.84 tons per year	
Drainage Basin / Sub-Basin	St.Johns River stream	
Recreation and Parks	834 ft SW of Belmonte Park west and Southside Park is 689 ft. south	
Mass Transit	JTA Skyway and Frequent Flyer	
<b>NATURAL FEATURES</b>		
Elevations	10 ft.	
Soils	Urban land	
Land Cover	Retail sales and services	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on February 27, 2017, the required notice of public hearing sign was posted. Thirty-three (33) notices were mailed out to property owners within 350-feet, the Southeast CPAC and registered neighborhood associations informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Department sponsored a Citizen Information Meeting on March 6, 2017. There were no speakers present in opposition.

## **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 CGC Future Land Use Category is intended to provide for a wide variety of retail goods and services that serve large areas of the City and a diverse set of neighborhoods. Plan amendment requests for CGC are preferred in locations that are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Classification Map; and which are located in areas with an existing mix of non-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. Commercial retail sales and service establishments are permitted but limited to 25 percent of the building area. Locations which serve as a transition between commercial and medium density residential land uses are preferred.

The HDR Urban Priority Area (UPA) includes the following development characteristics applicable to all HDR sites within the Urban Priority Area:

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

According to the category development characteristics, residential uses are not permitted on the ground floor abutting arterial roadways. The category description also limits the percentage of building area for commercial retail sales and establishments to 25% of the area. The applicant has requested a site specific policy (see Attachment E) to eliminate these characteristics and allow residential uses on the ground floor as well as allowing an increase in the building area for commercial uses.

The maximum gross density in the Urban Priority Area of the HDR land use category is 80 units/acre. The proposed development of 345 units of the companion PUD exceeds the HDR density limit. However, Ordinance 2017-134 is a text amendment being proposed to amend the Future Land Use Element (FLUE) to allow for consideration of a density bonus in the High Density Residential (HDR) Urban Priority Area (UPA) Future Land Use Category. The density bonus allows up to an additional 20 dwelling units per acre over the maximum allowable density of 80 dwelling units per acre. Concurrent with the adoption of Ordinance 2017-134, the subject land use amendment is being considered for a density bonus up to 20 units/acre over the allowable density of 80 dwelling units per acre in order to achieve the proposed density. The proposed changes to the HDR UPA Density as shown in Exhibit 1 of Ordinance 2017-134 are listed below:

**HDR - URBAN PRIORITY AREA DENSITY**

The maximum gross density in the Urban Priority Area shall be 80 units/acre and the minimum gross density shall be 20 units/acre; except as provided herein.

- For sites abutting Low Density Residential (LDR), the maximum gross density shall be 60 units/acre.
- For sites within the Coastal High Hazard Area (CHHA), the maximum gross density shall be 60 units/acre unless appropriate mitigation is provided consistent with the City's CHHA policies.
- A density bonus of up to an additional 20 units/acre may be granted subject to consistency with all of the following criteria and a case-by-case determination of consistency with the goals, objectives and policies of the Comprehensive Plan:
  1. The site must be located along an arterial road;
  2. The site must be fully located within one half mile of a site where the developed density equals or exceeds the proposed density;
  3. The site must be fully located within one quarter of a mile (1,320 feet) of the CBD and with no more than one intersecting street between the site and the CBD;
  4. The abutting and adjacent land use categories must be CGC, HDR, RC or CBD; and
  5. The density bonus must be accompanied by a site specific policy adopted in the Future Land Use Element.

The subject land use amendment is consistent with all the criteria allowing an additional density bonus of 20 units/acre. The proposed amendment is located along Hendricks Avenue, a minor arterial roadway and within 2,000 feet from high density developments. The Strand apartments have a density of 295 dwelling units on 1.48 acres and is located 1,300 feet north of the site. The Peninsula, which is also located north of the site, has a density of 238 units (264 dwelling units/acre). Furthermore, the site abuts CGC land use on

all sides and is within a quarter of a mile from the CBD with only 1 intersecting street (Gary Street).

Pursuant to the adoption of Ordinance 2017-134 which allows for the consideration of a density bonus in the HDR Urban Priority Area Future Land Use Category the proposed Future Land Use Element Policy 4.4.6 states:

#### Policy 4.4.6

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2017-135 for a small scale amendment is approved subject to the following site specific conditions:

- (1) Development shall be limited to a maximum of 100 dwelling units per acre;
- (2) Development shall be exempt from the High Density Residential Urban Priority Area Principal Uses description which limit the percentage of building area for commercial retail sales and service establishments; and
- (3) development shall be exempt from the High Density Residential Urban Priority Area Development Characteristics which restrict development of ground floor residential uses abutting roads classified as arterial or higher, and require commercial uses to be massed along the highest abutting classified road.

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."

Consistent with the Urban Priority Development Area description, the project is located along Hendricks Avenue, a minor arterial roadway whose location is highly supportive of transit with walkability to the nearby Kings Avenue transit corridor which includes local and frequent bus routes and the JTA Skyway. The subject property has access to full urban services in an area with a mix of residential and non-residential uses such as restaurants and offices. Therefore, the proposed amendment is consistent with the intent of the HDR Future Land Use Category. Further, the proposed development would create a transition and gradation of densities moving towards the Central Business District. The site also provides transition to the Downtown area which includes large employment centers and mixed use developments along Riverplace Avenue headed into downtown.

The proposed amendment is located in the Southeast Planning District and the Urban Priority Development Area. The companion rezoning application is a Planned Unit Development allowing for innovative site planning and will be serviced by centralized wastewater and potable water distribution systems. Therefore, the amendment is consistent with Policies 1.1.20, 1.1.12 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 builds upon the character trend of the neighborhood and would enhance the viability of the nearby commercial corridors in San



Marco. While the project is proposed with a higher density, the location of the site 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.

### **Vision Plan Consistency**

The subject property is located within the boundaries of the Southeast Vision Plan. The overall purpose of the plan was to develop “smart growth” practices in the city’s fastest growing district. The vision plan encourages developments in neighborhoods like San Marco, to be compatible with the existing neighborhood design and promotes density increases along Hendricks Avenue. Therefore, the proposed site is consistent with the southeast 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 4.4.6** of this application based on its consistency with the overall intent of the 2030 Comprehensive Plan and the Strategic Regional Plan.

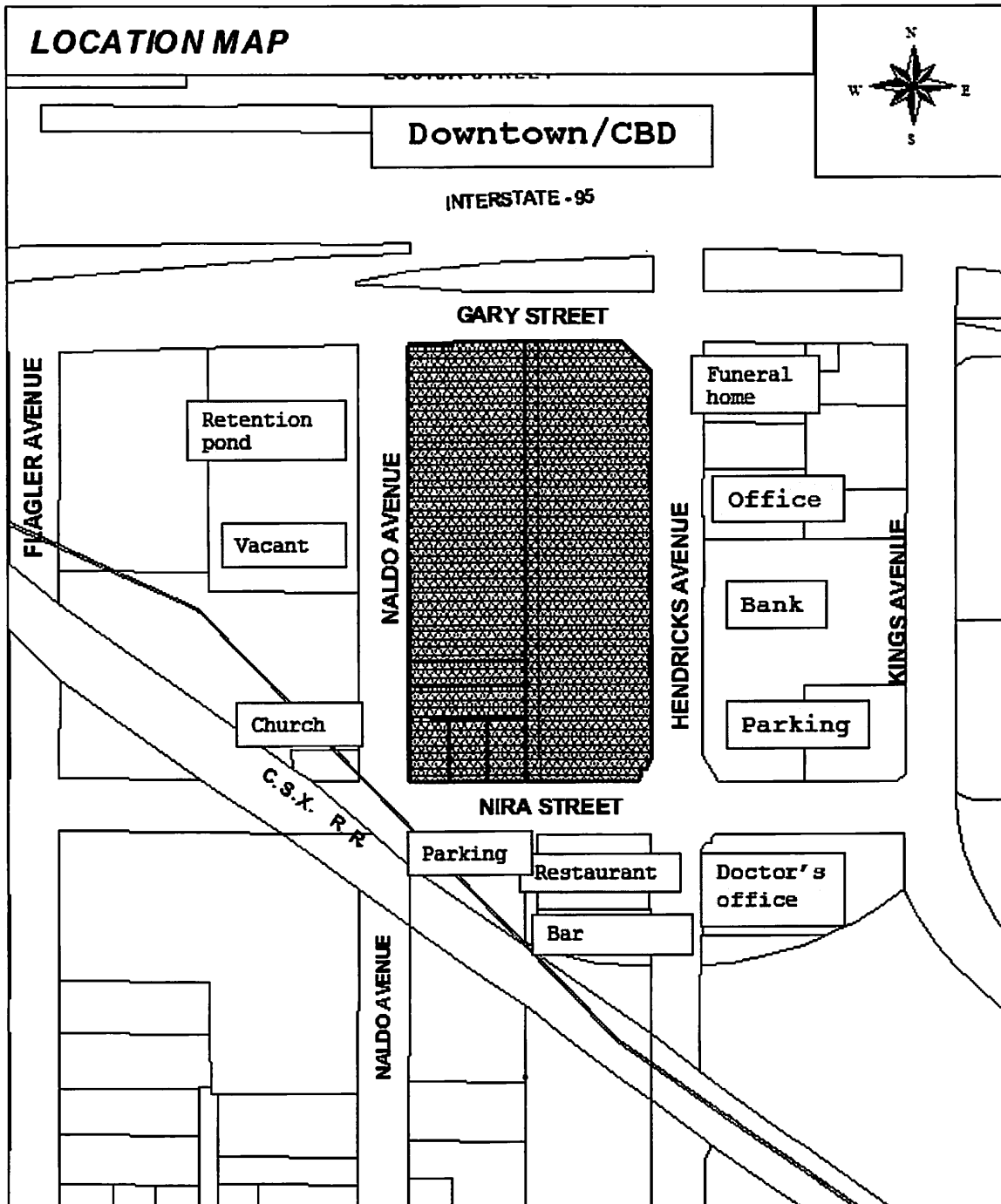
### **Future Land Use Element , Policy 4.4.6**

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2017-135 for a small scale amendment is approved subject to the following site specific conditions: (1) Development shall be limited to a maximum of 100 dwelling units per

acre; (2) Development shall be exempt from the High Density Residential Urban Priority Area Principal Uses description which limit the percentage of building area for commercial retail sales and service establishments; and (3) development shall be exempt from the High Density Residential Urban Priority Area Development Characteristics which restrict development of ground floor residential uses abutting roads classified as arterial or higher, and require commercial uses to be massed along the highest abutting classified road.

# ATTACHMENT A

## EXISTING LAND UTILIZATION



# ATTACHMENT B TRAFFIC ANALYSIS

## MEMORANDUM

**DATE:** February 6, 2017

**TO:** Rosario Lacayo  
Community Planning Division

**FROM:** Lurise Bannister  
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment 2016C-018

A trip generation analysis was conducted for Land Use Amendment 2016C-018, located north of the C.S.X. Rail Road and Nira Street, between Naldo Avenue and Hendricks Avenue in the Urban Priority Development Area of Jacksonville, FL. The subject site is currently developed with four structures with an existing land use of Community/General Commercial (CGC) on approximately 3.45 acres. The proposed land use amendment is to allow for High Density Residential (HDR) on the entire site.

Trip generation was calculated for the existing and proposed land uses based on *Trip Generation*, 9<sup>th</sup> Edition by the Institute of Transportation Engineers (ITE). Trip generation was conducted for maximum development potential based on the estimated average daily hour trips. In accordance with the development impact assessment standards established in the 2030 Comprehensive Plan, the CGC land use category allows for 0.35 FAR per acre resulting in a development potential of 52,599 SF of commercial space (ITE Land Use Code 826) generating 1,198 daily trips, which includes a 48.62% pass-by trip rate. 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 155 units for residential use (ITE Land Use Code 220), which could generate 1,031 daily trips. The difference in trips would result in no net new daily trips if the land use is amended from CGC to HDR, as shown in Table A.

**Table A**  
**Trip Generation Estimation**

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	826	52,599 SF	T = 44.32 (X)	2,331	48.62%	1,198
<b>Total Section 1</b>						<b>1,198</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PW/Daily	Less Pass-By Trips	Net New Daily Trip Ends
HDR	220	155 Dus	T = 6.65 (X)	1,031	0.00%	1,031
<b>Total Section 2</b>						<b>1,031</b>
<b>Net New Daily Trips</b>						<b>0</b>

## ATTACHMENT B (continued) TRAFFIC ANALYSIS

### **Additional Information:**

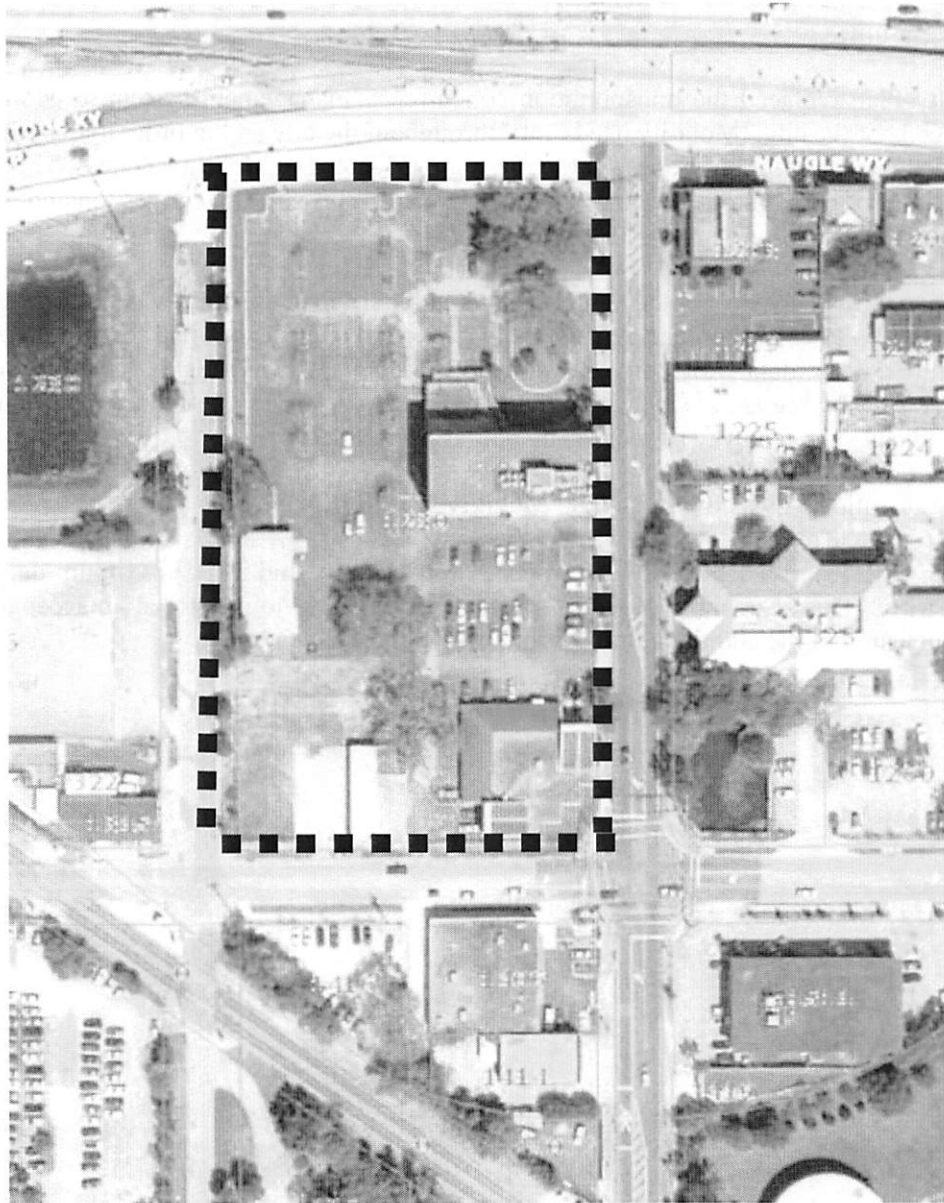
The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The project site is located in Mobility Zone 8. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 8 is **0.59**.

Hendricks Avenue (SR 13) is a 2-lane divided minor-arterial facility and has a maximum daily capacity of 32,400 vehicular trips. This segment of Hendricks Avenue is expected to operate at an acceptable V/C ratio of **0.96** with the inclusion of the additional traffic from this land use amendment.

**ATTACHMENT C**  
**Aerial**





## **ATTACHMENT E**

### **Site Specific Policy**

#### **Future Land Use Element, Policy 4.4.6**

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2017-135 for a small scale amendment is approved subject to the following site specific conditions: (1) Development shall be limited to a maximum of 100 dwelling units per acre; (2) Development shall be exempt from the High Density Residential Urban Priority Area Principal Uses description which limit the percentage of building area for commercial retail sales and service establishments; and (3) development shall be exempt from the High Density Residential Urban Priority Area Development Characteristics which restrict development of ground floor residential uses abutting roads classified as arterial or higher, and require commercial uses to be massed along the highest abutting classified road.