

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. 2017-137**

Application for Land Use Amendment 2017C-001

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 2017-137 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 # 2017-137

APPLICATION: 2017C-001-1-7

APPLICANT: PAUL HARDEN

PROPERTY LOCATION: 1643 8th Street East and 1836 Buckman Street

Acreage: 0.56

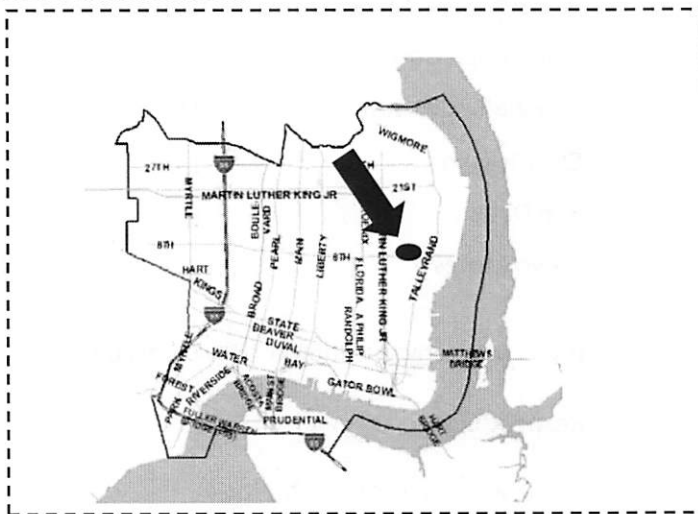
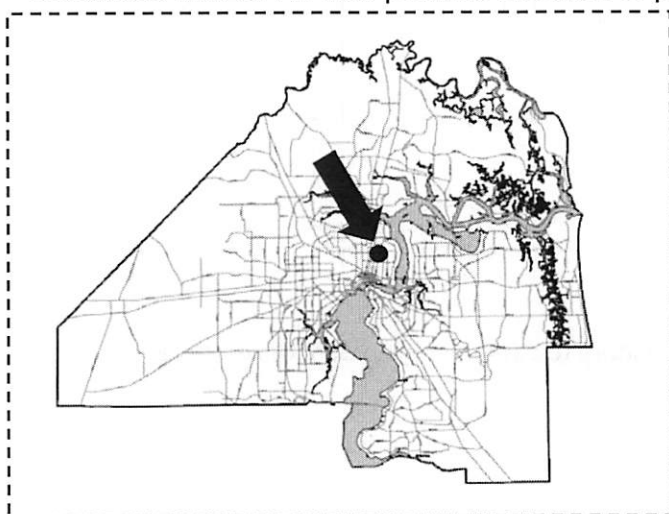
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	CCG-2

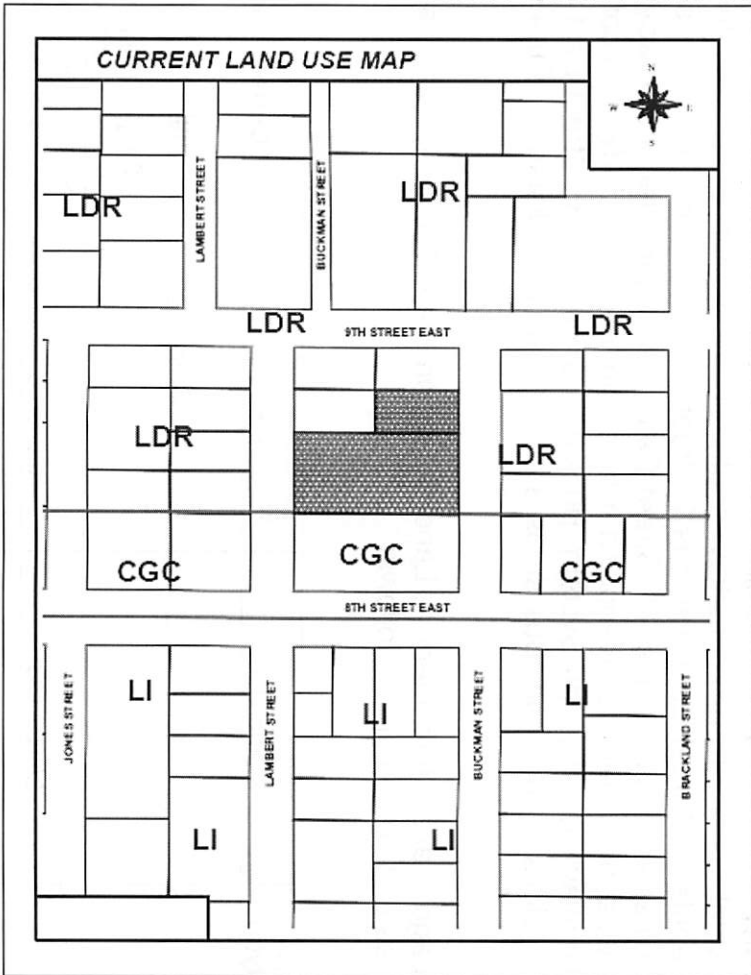
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	2 DUs (5DU/Acre)	N/A	N/A	8,538 sq. ft. (0.35 FAR)	Decrease of 2 DUs	Increase of 8,538 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS: Arrows point to location of proposed amendment.

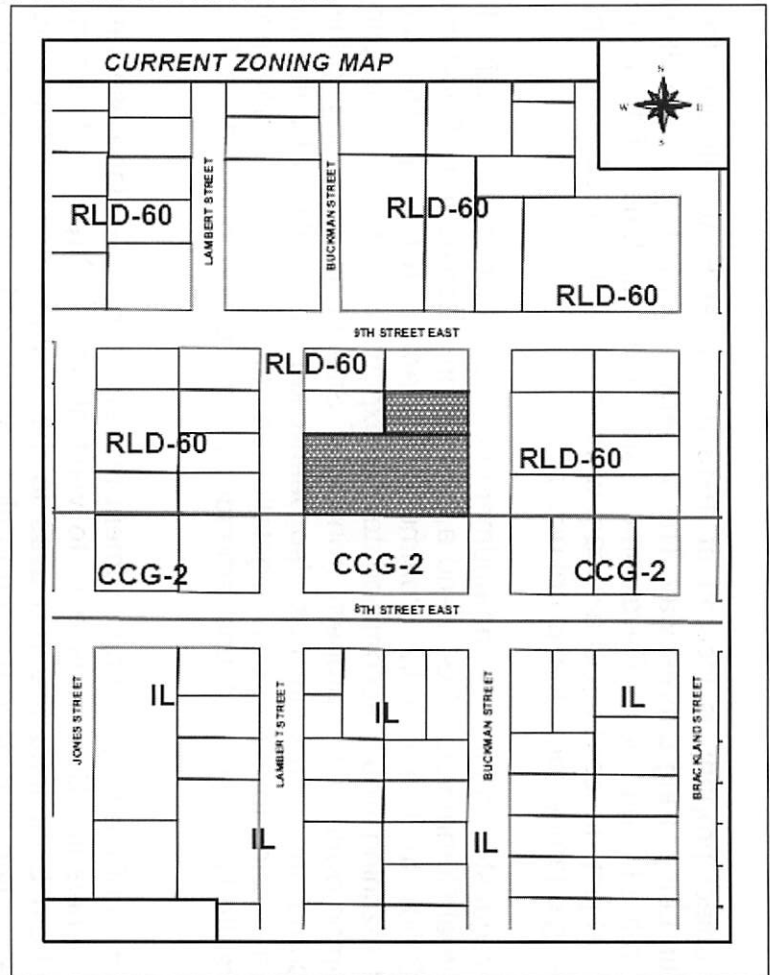


SMALL SCALE LAND USE APPLICATION 2017C-001



Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Community/General Commercial (CGC)



Current Zoning District(s): Residential Low Density - 60 (RLD-60)

Requested Zoning District(s): Commercial Community/ General - 2 (CCG-2)

ANALYSIS

Background:

The 0.56 acre subject property is located at 1643 8th Street East between Talleyrand Avenue and Martin Luther King Expressway. The property is located within the Urban Core Planning District in the Urban Priority Development Area and boundaries of the Urban Core Vision Plan. The subject site consists of a vacant warehouse built in 1962, vacant property, and a one story single-family home that is not occupied.

The applicant is requesting a land use amendment from Low Density Residential (LDR) to Community/ General Commercial (CGC) and a companion rezoning from Residential Low Density-60 (RLD-60) to Commercial Community/General-2 (CCG-2). The land use amendment and rezoning would accommodate the expansion of the legal existing uses found in the common owned CGC property fronting 8th Street East and bringing the rest of the parcel into compliance. This site has also been cited for violations by the Municipal Code Compliance Division for overgrown vegetation and trash. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-138.

The southern portion of the land use amendment that abuts the CGC land use category is under common ownership. CGC runs east to west along 8th Street and separates the residential area from Light Industrial (LI) uses to the south. The proposed amendment would extend the existing CGC land use found along 8th Street East. The area surrounding the subject property is a mix of commercial and residential uses in the LDR and CGC categories. Industrial uses are immediately south of 8th Street East. The Industrial Sanctuary Zone abuts 7th Street East which is 2 streets south of the site. The residential area consists of older site built homes. 8th Street East is a minor arterial roadway and is located 5 blocks west of Talleyrand Avenue, a 4 lane minor arterial roadway according to the Functional Highway Classification System. Buckman Street and 8th Street East include sidewalks on both sides of the road. Bus stops are within walking distance of the subject site.

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	LDR	RLD-60	Single-family homes
South	CGC	CCG-2	Single-family homes, offices
East	LDR & CGC	RLD-60 & CCG-2	Single-family homes and truck parking
West	LDR & CGC	RLD-60 & CCG-2	Office/warehouse

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.

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted.

Impact Assessment:

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

Utility Capacity

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

Infrastructure Element

Sanitary Sewer Sub-Element

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

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 175 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 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 Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9 along 8th Street between Talleyrand Avenue and MLK Expressway.

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 2 is 0.86.

8th Street is a functional classified facility that would be impacted by the proposed development. This segment of 8th Street between Talleyrand Avenue and MLK Expressway is a 4-lane undivided collector roadway and has a maximum daily capacity of 22,815 vpd. The proposed 8,538 SF of commercial space could generate approximately 175 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.30 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 mostly low with some 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.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant/Warehouse	Construction warehouse
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU /acre	0.35 FAR
Development Potential	2 DU	8,538 sq. ft.
Population Potential	5 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Low with some high sensitivity	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		Discharge
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	175 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 105.1 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 78.83 gallons per day	
Potential Solid Waste Impact	Increase of 8.4604 tons p/year	
Drainage Basin / Sub-Basin	Deer Creek Stream	
Recreation and Parks	1046 ft. south from Glen Myra Park	
Mass Transit	Route 31	
NATURAL FEATURES		
Elevations	15 ft.	
Soils	Urban land leon Boulogne complex (0 to 2 % slopes) and urban land Ortega Kershaw complex (0 to 8 % slopes)	
Land Cover	Residential high density, 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 March 1, 2017, the required notice of public hearing sign was posted. Sixty-five (65) 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 March 6, 2017. There were no speakers in opposition to the application.

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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into

adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

Policy 3.2.35 The City shall continue to implement, and amend as necessary, the land development regulations established to strengthen existing buffering standards and protect industrial lands from residential encroachment.

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.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the LDR land use category is intended to provide for low density residential development. LDR permits housing densities up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations.

The CGC Future Land Use Category is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods. Development that includes residential uses is preferred to provide support for commercial and other uses.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map. The subject site is located in the Urban Core Planning District, in an area with access to full urban services with bus stops and sidewalks within walking distance of the proposed amendment. 8th Street East is classified as an arterial road and therefore, the proposed amendment is consistent with the CGC Future Land Use Category preference for new designations.

The CGC land use designation is a logical extension of the existing CGC demarcation line achieving FLUE Policies 3.2.7, 3.2.1, and 3.2.4. The development of the subject site as CGC is compatible with the character of the adjacent uses and established pattern of CGC and LI found on south on 8th Street East fulfilling FLUE Objective 1.1 and Policy 3.2.1. As

previously noted, the area surrounding the subject site is in an established residential neighborhood. Due to the location of the amendment site, Buckman Street may be utilized to access the subject site which may introduce non-residential traffic into an established residential area.

Prior to the Comprehensive Plan, the area had been zoned for commercial/industrial and residential uses. Therefore there has been no transition of scale between the CGC land use and existing homes in the LDR category even prior to the Comprehensive Plan. Section 656.313 of the Zoning code includes buffering requirements for commercial properties adjacent to residential districts. These buffering requirements are in place to address protection and continued viability of existing commercial uses while providing for a compact and compatible mix of uses. Therefore, the proposed amendment does not conflict with the goals and intent of FLUE Policies 1.1.10, 3.1.21 and 3.2.35.

The proposed amendment continues to promote and sustain the viability of the existing commercial area surrounding the subject site and encourages use of an underutilized property achieving FLUE Objective 6.3.

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. The proposed amendment provides commercial infill development and 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:

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

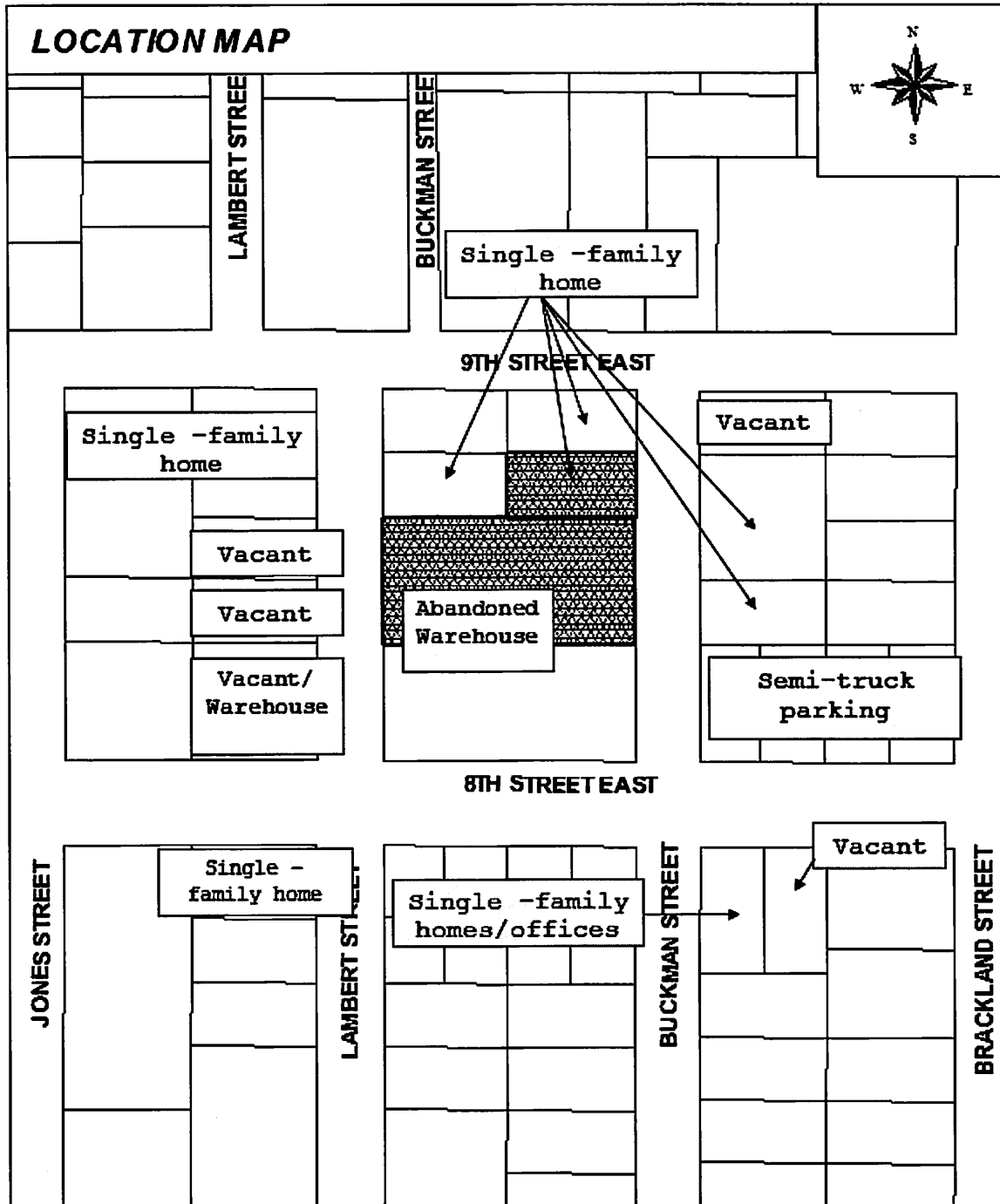
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** 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

A trip generation analysis was conducted for Land Use Amendment 2017C-001, located on the north side of 8th Street between Lambert Street and Buckman Street in the Urban Priority Development Area of Jacksonville, Florida. The subject site is currently occupied with multiple structures and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) uses on approximately 0.56 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, LDR land use category development impact assessment standards allows for 5 single family dwelling units per acre, resulting in a development potential of 2 homes (ITE Land Use Code 210) which could generate 19 daily trips. The proposed the CGC land use category allows for 0.35 FAR resulting in a development potential 8,538 SF of commercial use (ITE Land Use Code 826), generating 194 daily vehicular trips, which includes a 48.62 percent pass-by trip reduction. This will result in 175 net new daily vehicular trips if the land use is amended from LDR to CGC, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	2 Dus	T = 9.52 (X)	19	0.00%	19
Total Section 1						19
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
CGC	826	8,538	T = 44.32(X)	378	48.62%	194
Total Section 2						194
Net New Daily Trips						175

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

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 Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9 along 8th Street between Talleyrand Avenue and MLK Expressway.

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 2 is **0.86**.

8th Street is a functional classified facility that would be impacted by the proposed development. This segment of 8th Street between Talleyrand Avenue and MLK Expressway is a 4-lane undivided collector roadway and has a maximum daily capacity of 22,815 vpd. The proposed 8,538 SF of commercial space could generate approximately 175 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.30 with the inclusion of the additional traffic from this land use amendment.

ATTACHMENT C
Aerial



ATTACHMENT D

LAND USE AMENDMENT APPLICATION



APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

Date Submitted:	1/6/17	Date Staff Report is Available to Public:	03-17-2017
Land Use Adoption Ordinance #:	2017-137	Planning Commission's LPA Public Hearing:	03-23-2017
Rezoning Ordinance #:	2017-138	1st City Council Public Hearing:	03-28-2017
JPDD Application #:	2017C-001	LUZ Committee's Public Hearing:	04-04-2017
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	04-11-2017

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:
 PAUL HARDEN
 LAW OFFICE OF PAUL M. HARDEN
 501 RIVERSIDE AVENUE, SUITE 901
 JACKSONVILLE, FL 32202
 Ph: 9043965731
 Fax: 9043995461
 Email: PAUL_HARDEN@BELLSOUTH.NET

Owner Information:
 KELLY CRAWFORD
 NORTH FLORIDA ERECTION COMPANY, INC.
 1643 E. 8TH STREET
 JACKSONVILLE, FL 32206

DESCRIPTION OF PROPERTY

Acres: 0.56
Real Estate #(s): 115696 0000
 115697 0000, a portion of

General Location:
 ON THE NORTH SIDE OF 8TH ST. E., EAST OF MLK, JR. EXPY

Planning District: 1
Council District: 7
Development Area: URBAN PRIORITY AREA
Between Streets/Major Features:
 MLK, JR. EXPY and TALLEYRAND AVE.

Address:
 1643 8TH ST E
 1836 BUCKMAN ST.

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: COMMERCIAL WAREHOUSE
Current Land Use Category/Categories and Acreage:
 LDR 0.56

Requested Land Use Category: CGC
Surrounding Land Use Categories: CGC,LDR
Justification for Land Use Amendment:
 A PORTION OF THE SITE IS ZONED CGC AND THIS LAND USE AMENDMENT IS TO MAKE THE ENTIRE SITE UNIFORM IN THE COMMERCIAL CATEGORY.

UTILITIES

Potable Water: JEA
Sanitary Sewer: JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
 RLD-60 0.56

Requested Zoning District: CCG-2

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