



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

OVERVIEW

ORDINANCE: ORD # 2017-213

APPLICATION: 2017C-005-2-3

APPLICANT: L. CHARLES MANN / PAUL HARDEN

PROPERTY LOCATION: 0 Brougham Avenue and 0 Arpino Drive

Acreage: 1.07

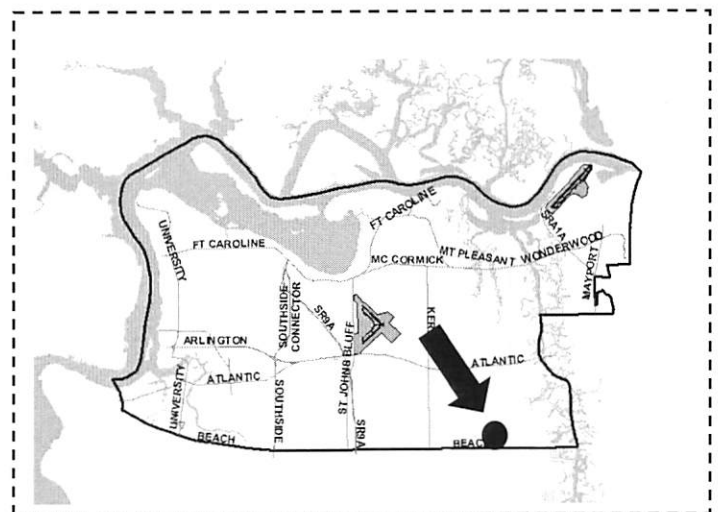
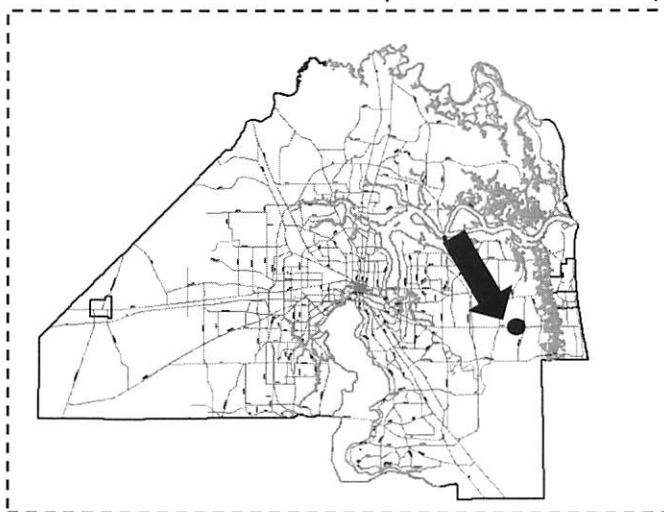
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60 and CCG-1	PUD

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	5 DUs (5DU/Acre)	N/A	N/A	16,313 sq. ft. (0.35 FAR)	Decrease of 5 DUs	Increase of 16,313 sq. ft.

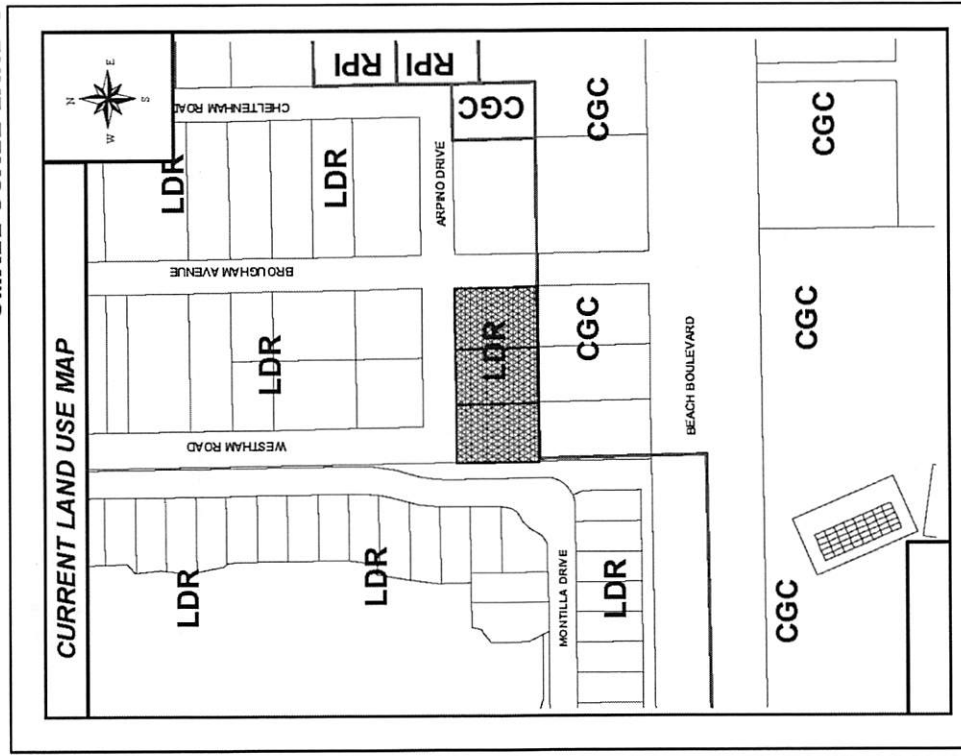
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS: Arrows point to location of proposed amendment.



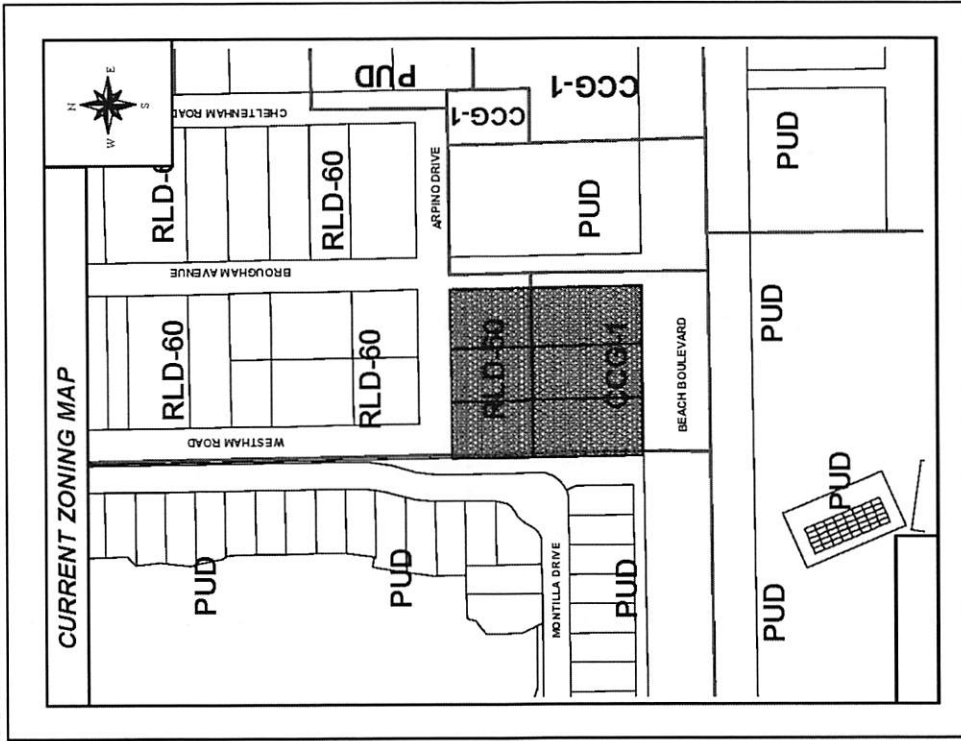
DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2017C-005



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) and Commercial Community/General-1 (CCG-1)

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

ANALYSIS

Background:

The 1.07 acre subject property is located at 0 Brougham Avenue and 0 Arpino Drive between Beach Boulevard and Arpino Drive, west of Hodges Boulevard. The property is located within the Greater Arlington/Beaches Planning District in the Suburban Development Area and the boundaries of the Greater Arlington/Beaches Vision Plan. The subject site consists of vacant land.

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) and Commercial Community/General-1 (CCG-1) to Planned Unit Development (PUD). The companion rezoning includes a larger area of 2.49 acres encompassing the abutting property to the south which is already within the CGC land use category and fronts Beach Boulevard. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-214.

The subject site is located one property north of Beach Boulevard and in the northeast quadrant of the signalized intersection of Brougham Avenue and Beach Boulevard. The area immediately to the north and west of the amendment property primarily consists of single family residential and vacant property with commercial uses to the south fronting Beach Boulevard. CGC land use runs east along the north side of Beach Boulevard and runs east and west along the south side of Beach Boulevard. A large residential gated community, Terra Costa, fronts Beach Boulevard and is located immediately west of the property. Arpino Drive along the north side of the property is an unopened right-of-way. Brougham Avenue along the east side of the property is a local road; the portion of Brougham Avenue from Beach Boulevard to Arpino Drive is paved and improved, however, as the road travels further north through the residential area, it becomes an unimproved dirt road. There are no sidewalks along Arpino Drive or Brougham Avenue. Abutting the companion PUD larger project site to the south is Beach Boulevard, a principal arterial roadway according to the Functional Highway Classification Map. Sidewalks are located on both sides of Beach Boulevard. According to the companion PUD application, access to the property will be provided through two access points, an access point off of Beach Boulevard and an access point off of Brougham Avenue. Bus stops are within walking distance of the subject site.

See Dual Map, page 2 and Attachment A, Land Utilization Map for a more detailed picture of existing development patterns for the immediate area. 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 and vacant property
South	CGC	CCG-1	Vacant and active commercial
East	LDR & CGC	RLD-60 & CCG-1	Single-family homes, vacant property and children's school
West	LDR	PUD	Residential community

According to the Development Areas Map in the Future Land Use Element, the site is located in the Suburban Development Area. However, the property abuts the Urban Development Boundary with the site to the south that is part of the companion PUD rezoning application. 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 323 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 2 along Beach Boulevard between Kernan Boulevard to Hodges Boulevard.

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 **0.78**.

Beach Boulevard (SR 212/US 90) is a functional classified facility that would be impacted by the proposed development. This segment of Beach Boulevard is a 6-lane divided arterial roadway and has a maximum daily capacity of 59,900 vpd. The proposed 16,313 SF of commercial space could generate approximately 323 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.78 with the inclusion of the additional traffic from this land use amendment.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. 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.

Airport Environment Zone

The site is located within the 300-foot Height and Hazard Zone for Craig Airfield. Zoning will limit development to a maximum height of less than 300', 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

DEVELOPMENT ANALYSIS

	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	commercial
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 dwelling units/acre	0.35 FAR
Development Potential	5 dwelling units	16,313.2 sq.ft.
Population Potential	13 people	N/A

SPECIAL DESIGNATIONS AREAS

	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	Horizontal Surface Elevation 300-feet	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X-Low Sensitivity
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X-Discharge
Well Head Protection Zone		X

PUBLIC FACILITIES

Potential Roadway Impacts	Increase of 323 net new daily trips
Water Provider	JEA
Potential Water Impact	Decrease of 514.34 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 385.76 gallons per day
Potential Solid Waste Impact	Increase of 13.1 tons per year
Drainage Basin / Sub-Basin	Open Creek Stream
Recreation and Parks	No
Mass Transit	JTA Bus Routes: on Beach Boulevard – Local Route 9, Express Route 205

NATURAL FEATURES

Elevations	0-5 feet
Soils	32 Leon Fine Sand, 0-2 percent slopes; 35 Lynn Haven fine sand, 0-2 percent slopes
Land Cover	4110, Pine Flatwoods; 1100, Residential Low Density
Flood Zone	A – (western portion of property) inundated by 100-year flood; no base flood elevations determined
Wet Lands	None
Wild Life	None

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 29, 2017, the required notice of public hearing signs were posted. Twenty-two (22) notices were mailed out to property owners within 350-feet, the Greater Artlington/Beaches 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 April 3, 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.
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- 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.

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 Suburban 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.

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 overall project will include the subject site with the abutting property to the north which is all part of the companion PUD Rezoning. Access to the site will be through Beach Boulevard, a principal arterial roadway and Brougham Avenue, a local roadway. The subject site is located in an area with access to full urban services with bus stops and sidewalks within walking distance of the proposed amendment. 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 3.2.1, 3.2.4, and 3.2.7. The development of the subject site as

CGC is compatible with the character of the adjacent uses and established pattern of CGC found on the north and south side of Beach Boulevard fulfilling FLUE Objective 1.1 and Policy 3.2.1. As previously noted, the area north the subject site is residential. While Beach Boulevard would be the main access to the property, Brougham Avenue may also be used to access the subject site which may introduce non-residential traffic into a residential area, causing potential conflict with Policy 3.2.4. However, Brougham Avenue is not a through street, and the street light at Brougham Avenue and Beach Boulevard should encourage non-residential traffic to use Beach Boulevard.

The project will use central water and sewer. With the PUD rezoning application, a JEA service availability letter was provided for the subject site regarding electric, potable water, sanitary sewer and reclaimed water services meeting the need of Policy 1.2.9.

The site would provide infill development along Beach Boulevard with an established pattern of commercial properties abutting both sides of the road. The amendment to CGC would result in compatible land use patterns for the area. Additionally, the PUD rezoning could regulate and buffer between the residential area to the north and the proposed commercial use to address protection and continued viability of the existing residential area while providing for a compact and compatible mix of uses. Therefore, the proposed amendment does not conflict with the goals and intent of FLUE Objective 3.2 and Policy 1.1.10.

The proposed amendment continues to promote and sustain the viability of Beach Boulevard as a commercial corridor 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 Greater Arlington/Beaches Vision Plan. The Plan encourages land use patterns consistent with the surrounding area while respecting the hierarchy of traffic patterns and roadways. The subject area is identified as a target for mixed-use redevelopment and infill. The vision plan also promotes economic growth which advances neighborhood character. The proposed amendment provides commercial infill development along a principal arterial roadway with site design regulated through a PUD rezoning to protect the surrounding neighborhood. The proposed amendment is consistent with the Greater Arlington/Beaches 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.

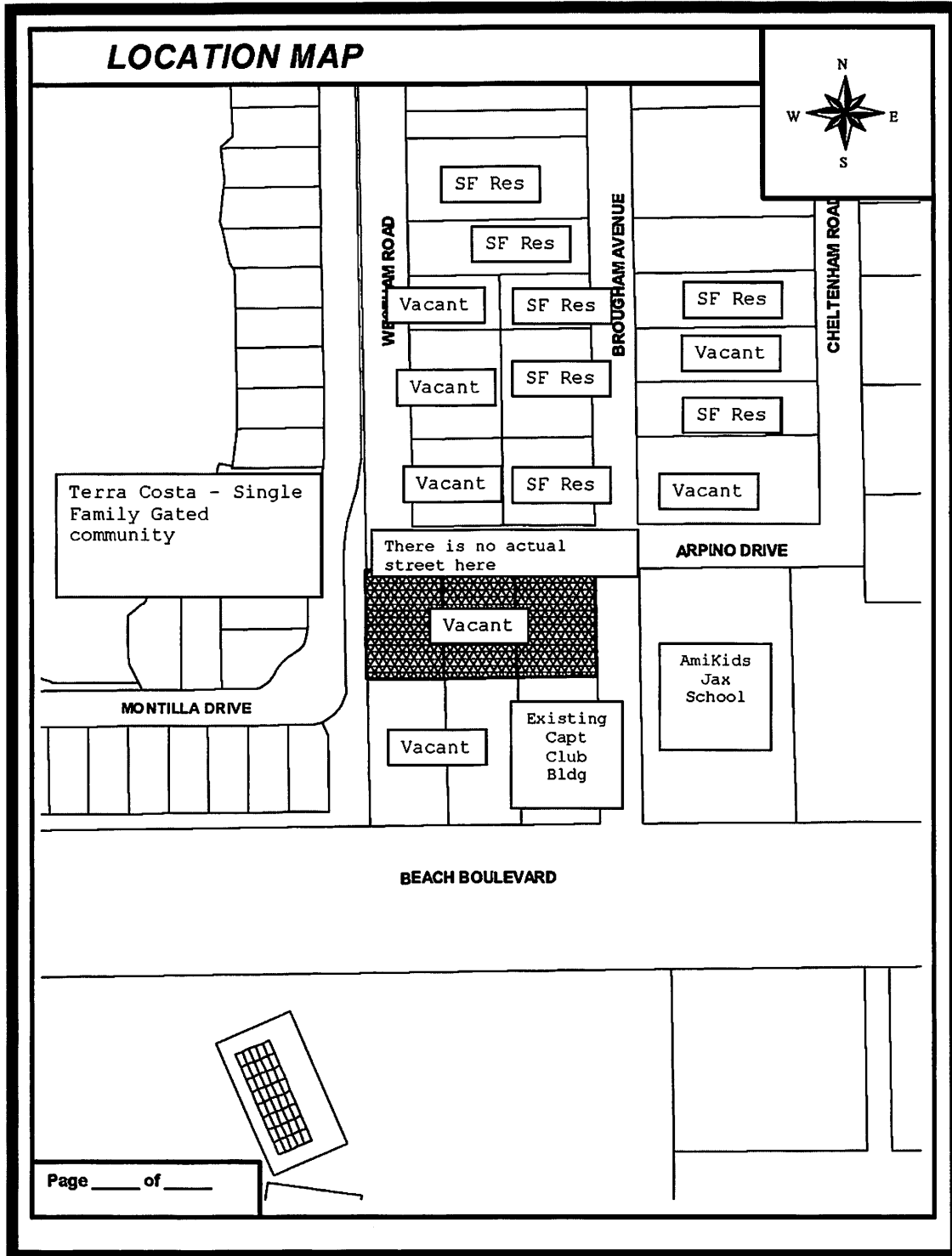
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

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



Page ____ of ____

ATTACHMENT B

TRAFFIC ANALYSIS

P L A N N I N G A N D D E V E L O P M E N T D E P A R T M E N T



MEMORANDUM

DATE: April 4, 2017

TO: Jody McDaniel
Community Planning Division

FROM: Lurise Barnister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2017C-005

A trip generation analysis was conducted for Land Use Amendment 2017C-005, located on the north side of Beach Boulevard between Westham Road and Brougham Avenue in Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped 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 1.07 +/- 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 5 homes (ITE Land Use Code 210) which could generate 48 daily trips. The proposed the CGC land use category allows for 0.35 FAR resulting in a development potential 16,313 SF of commercial use (ITE Land Use Code 826), generating 371 daily vehicular trips, which includes a 48.62% pass-by trip reduction. This will result in 323 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	5 Dws	T=9.52 (X)	48	0.00%	48
Total Section 1						48
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	16,313 SF	T = 44.32(X)/1000	723	48.62%	371
Total Section 2						371
Net New Daily Trips						323

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

ATTACHMENT B (continued)

TRAFFIC ANALYSIS

PLANNING AND DEVELOPMENT DEPARTMENT



Additional Information:

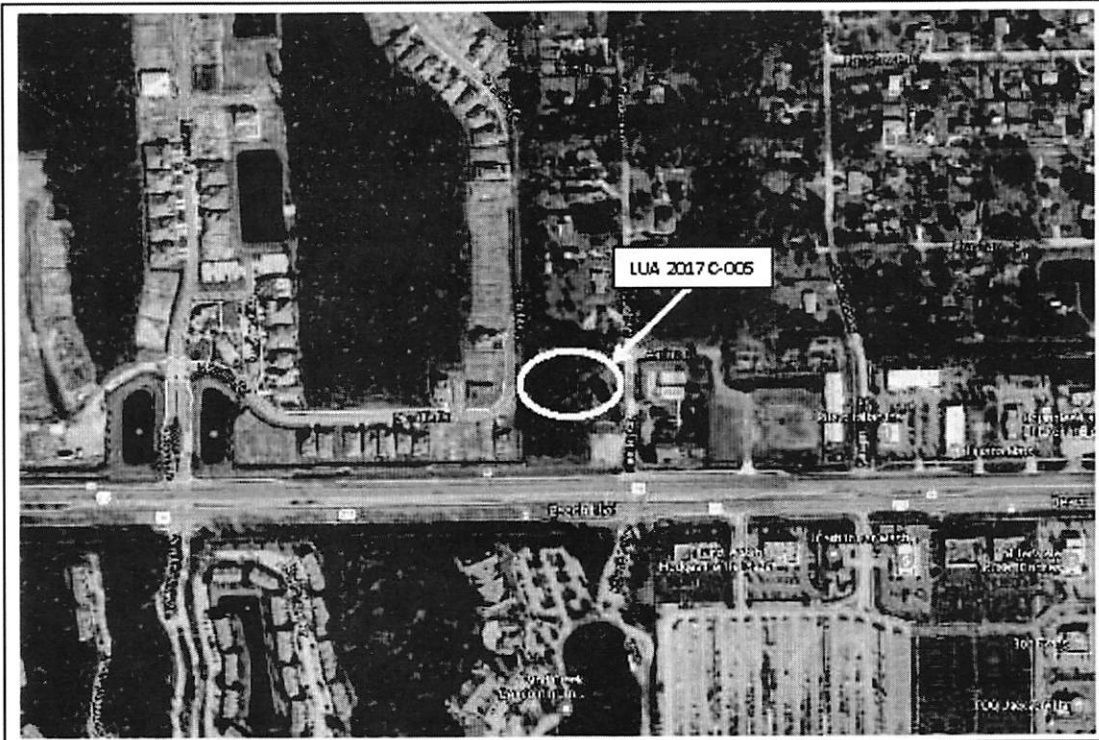
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ATTACHMENT C
Aerial



LUA 2017C-005
Aerial Map

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: 1/17/17	Date Staff Report is Available to Public: 4/14/2017	
Land Use Adoption Ordinance #: 2017-213	Planning Commission's LPA Public Hearing: 4/20/2017	
Rezoning Ordinance #: 2017-214	1st City Council Public Hearing: 4/25/2017	
JPDD Application #: 2017C-005	LUZ Committee's Public Hearing: 5/2/2017	
Assigned Planner: Helena Parola	2nd City Council Public Hearing: 5/9/2017	

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: L MANN MANN-PELLICER 165 ARLINGTON ROAD JACKSONVILLE, FL 32211 Ph: 9047211546 Fax: 9047211582 Email: CHARLIEMANN1@COMCAST.NET	Owner Information: CAPTAINS CLUB, INC. 13363 BEACH BOULEVARD JACKSONVILLE, FL 32246 Ph: 9047211546 Fax: 9047211547	B&S FAMILY, LLC. ETAL 1246 ESTORIL DRIVE JACKSONVILLE, FL 32216 Ph: 9047211546 Fax: 9047211547
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DESCRIPTION OF PROPERTY

Acreage: 1.07	General Location:
Real Estate #(s): 166898 0000 166900 0000 166899 0000	NORTHWEST CORNER OF BEACH BOULEVARD AND BROUGHAM AVENUE
Planning District: 2	Address:
Council District: 3	0 BROUGHAM AVE
Development Area: SUBURBAN AREA	0 ARPINO DRIVE
Between Streets/Major Features: BEACH BOULEVARD and ARPINO DRIVE	

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: CAPTAINS CLUB HEADQUARTERS
Current Land Use Category/Categories and Acreage:
 LDR 1.07

Requested Land Use Category: CGC **Surrounding Land Use Categories:** CGC
Justification for Land Use Amendment:
 TO PERMIT LOGICAL EXTENSION OF COMMERCIAL LAND USE TO PERMIT NEW INFILL DEVELOPMENT

UTILITIES

Potable Water: JEA **Sanitary Sewer:** JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
 RLD-60 1.07
 CCG-1 1.42

Requested Zoning District: PUD

Additional information is available at 904-265-7888 or on the web at <http://maps.coj.net/luzap/>