

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net



ONE CITY. ONE JACKSONVILLE.

July 3, 2017

The Honorable Anna Lopez Brosche, President
The Honorable Matt Schellenberg, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
Ordinance No. 2017-380**

Application for Land Use Amendment 2017C-009

Dear Honorable Council President Brosche, Honorable Council Member and LUZ Chairman Schellenberg 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 2017-380 on June 22, 2017.

- P&DD Recommendation
- PC Issues:
- **PC Vote:**

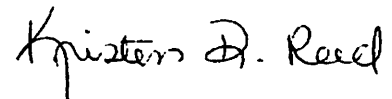
APPROVE
None
7-0 APPROVE

	<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"/>

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July 3, 2017

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in cursive script that reads "Kristen D. Reed".

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net



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

OVERVIEW

ORDINANCE: 2017-380

APPLICATION: 2017C-009-2-5

APPLICANT: PAUL HARDEN

PROPERTY LOCATION: 3901 Carmichael Avenue

Acreeage: 1.3

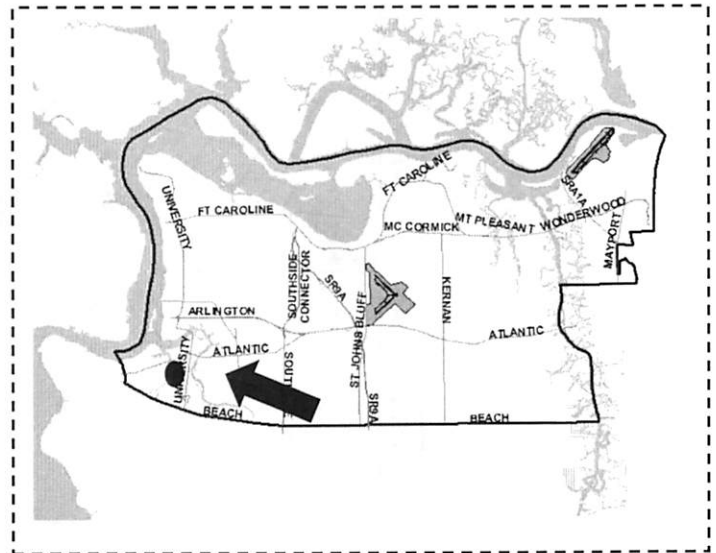
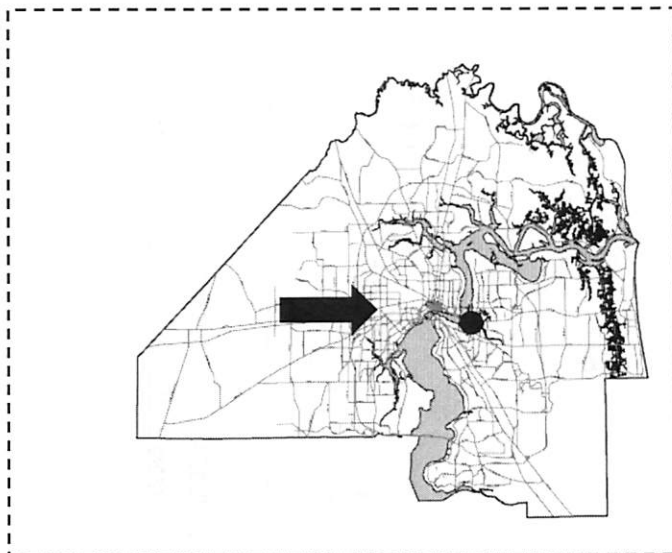
Requested Action:

	Current	Proposed
LAND USE	MDR	RPI
ZONING	RMD-D	CRO

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
MDR	RPI	20 DU (15 DU Acre)	N/A	N/A	28,314 sq. ft. (0.5 FAR)	Decrease 20 DU	Increase 28,314 sq. ft.

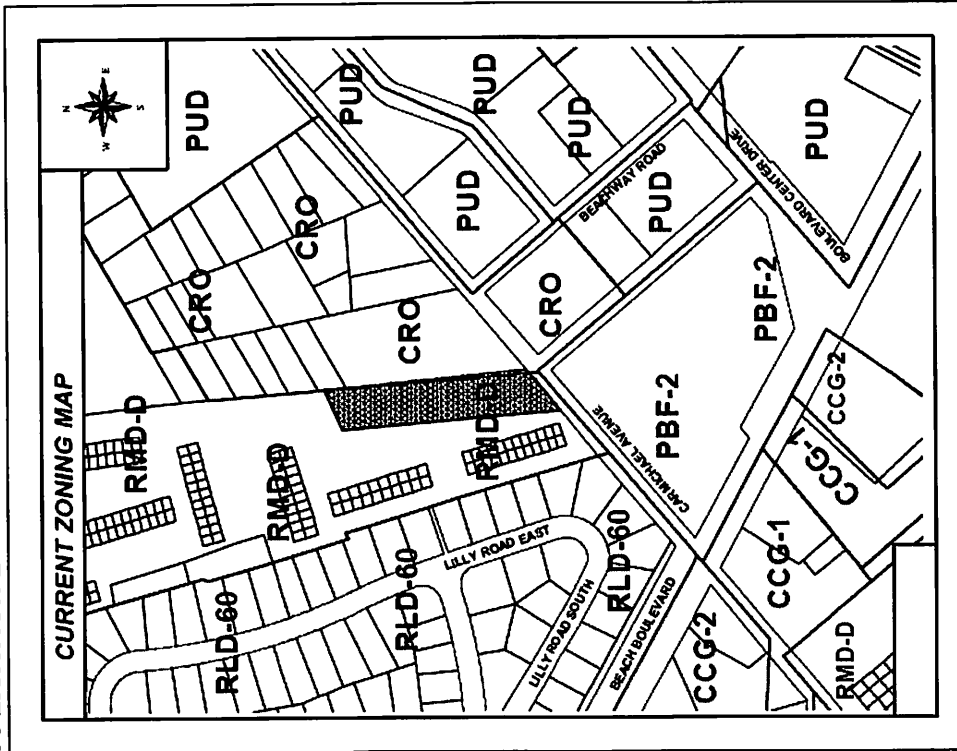
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

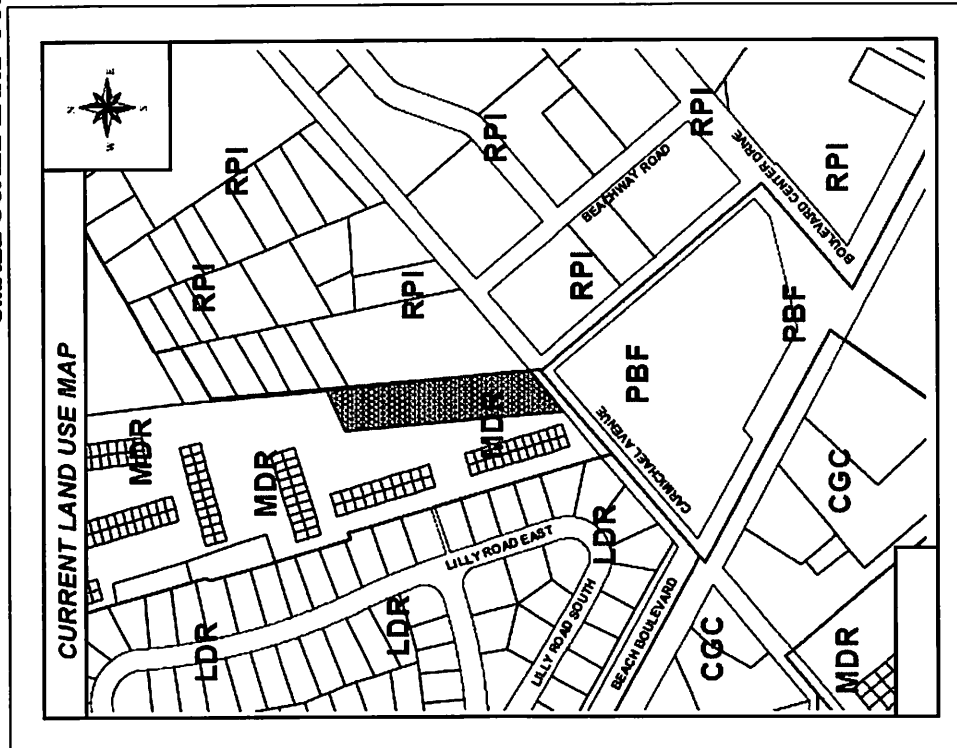


DUAL MAPS

SMALL SCALE LAND USE APPLICATION 2017C-009



Current Zoning District(s): Residential Medium Density -D (RMD-D)
Requested Zoning District(s): Commercial-Residential and Office (CRO)



Existing FLUM Land Use Categories: Medium Density Residential (MDR)
Requested FLUM Land Use Category: Residential-Professional-Institutional (RPI)

ANALYSIS

Background:

The 1.3 acre amendment site is located on the north side of Carmichael Avenue between Beach Boulevard and Art Museum Drive. The property is located in Council District 5, Planning District 2 and within the Greater Arlington/Beaches Vision Plan. The 1.3 acre amendment site is part of a 2.94 acre parcel that has a split land use of 1.64 acres Residential-Professional-Institutional (RPI) on the east half and 1.3 acres of Medium Density Residential (MDR) on the west half of the parcel. The site is developed with an office building that was constructed in 1964.

The applicant proposes a future land use amendment from Medium Density Residential (MDR) to Residential-Professional-Institutional (RPI) and a rezoning from Residential Medium Density-D (RMD-D) to Commercial Residential Office (CRO) to allow the property to be marketed and sold. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-381.

Carmichael Avenue is approximately 0.4 miles long from Beach Boulevard to Art Museum Drive. The Midtown Centre Office Park is the primary use along Carmichael Avenue and Art Museum Drive on both the north and south side of the road. Carmichael Avenue is a local road and there is a sidewalk on the north side of the road.

There is a cemetery on the corner of Beach Boulevard and Carmichael Avenue just south of the subject property. There is a small residential area to the east and condos to the west. The subject property is separated from the condos to the west by a privacy fence and a vegetative buffer. The Dual Map on page 2 and Attachment A – Land Utilization Map on page 11 provide a detailed picture of the existing development pattern for the immediate area.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-D	Residential Condos
South	PBF	PBF-2	Cemetery
East	RPI	CRO	Offices
West	MDR	RMD-D	Residential Condos

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Development Area.

Impact Assessment:

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

Development Standards for Impact Assessment. These standards produce development potentials as shown in this Section.

Utility Capacity

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

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 179 new net 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. Trips generated by the new development will be processed 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 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 8 on the north side of Carmichael Avenue between Beach Boulevard and Art Museum Drive.

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 0.55.

Beach Boulevard (SR 212/US 90) between Atlantic Boulevard and Emerson Highway is a functional classified facility that would be impacted by the proposed development. This segment of Beach Boulevard is a 4-lane divided arterial roadway and has a maximum daily capacity of 39,800 vdp. The potential development of 28,314 square feet of office space could generate approximately 312 daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.59 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 One (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.

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', 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	Office	Office
Land Use Category	MDR	RPI
Development Standards For Impact Assessment	15 DU per acre	.5 FAR
Development Potential	20 DU	28,314 sq. ft
Population Potential	47 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	500' Height Restriction	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	X High	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X- Discharge Area
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	179 new net daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 3,067 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 2,300 gallons per day	
Potential Solid Waste Impact	Decrease of 4.09 tons per year	
Drainage Basin/ Sub-Basin	Arlington River Basin and Miller Creek Sub-Basin	
Recreation and Parks	Huguenot Park	
Mass Transit	# 33 on Carmichael Ave.	
NATURAL FEATURES		
Elevations	10 ft.	
Soils	69- Urban Land and 75- Urban Land Hurricane Albany complex	
Land Cover	1410 Commercial Services	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 31, 2017, the required notice of public hearing sign was posted. Sixty-Four (64) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Workshop was held on May 30, 2017 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan:

- Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination
- Policy 1.1.10 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- Policy 3.2.1 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, and does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

According to the category description for the Urban Development Area of the Future Land Use Element (FLUE), Medium Density Residential (MDR) is intended to provide compact low to medium density mixed use development. The maximum gross density in the Urban Area shall be 20 units/acre.

According to the category descriptions for the Urban Development Area of the FLUE, the RPI future land use category is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of vehicles miles traveled. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

The subject property has access to full urban services and is located in a developed area of the City. The parcel has a split land use and in order to sell the property the owners are amending the land use to RPI since there is an existing office building on site. The proposed land use amendment aids in maintaining a compact and compatible land use pattern and is consistent with FLUE Objective 1.1. RPI is a transitional land use category which provides a gradual transition of densities and intensities between land uses and is consistent with Policy 1.1.10.

The amendment site is an existing office building and the expansion of the RPI does not impact the existing residential character of the neighborhood to the north and does not encourage through traffic into the adjacent residential neighborhood. Therefore, the proposed amendment is consistent with FLUE Policy 3.1.3 and 3.2.4.

Policy 3.2.1 states the City shall promote commercial uses in the form of corridor development. The existing office building does not change the land use pattern and would continue the compact and compatible land use pattern, utilize an infill location and promote and sustain the viability of an existing commercial area thereby being consistent with Objective 1.1 and Policy 1.1.22 and Policy 3.2.1

Vision Plan

The subject property is located within the boundaries of the Greater Arlington/Beaches Vision Plan in the area the plan designates as the St. Nicholas neighborhood. This area is targeted as a mixed-use area. The plan states that part of preserving neighborhoods and their assets is ensuring that redevelopment is complementary and advances or elevates the quality of its immediate and adjacent surroundings. Objective 1.1.2 of the plan states building use, scale and character should be compatible with neighborhoods. Complementary renewal is also described as redevelopment that is compatible with the existing built environment in terms of building use, scale, and character. The proposed land use amendment is consistent with Vision Plan Objective 1.1.2 as it would provide redevelopment with appropriate uses, scale and character which is compatible with the surrounding neighborhood.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

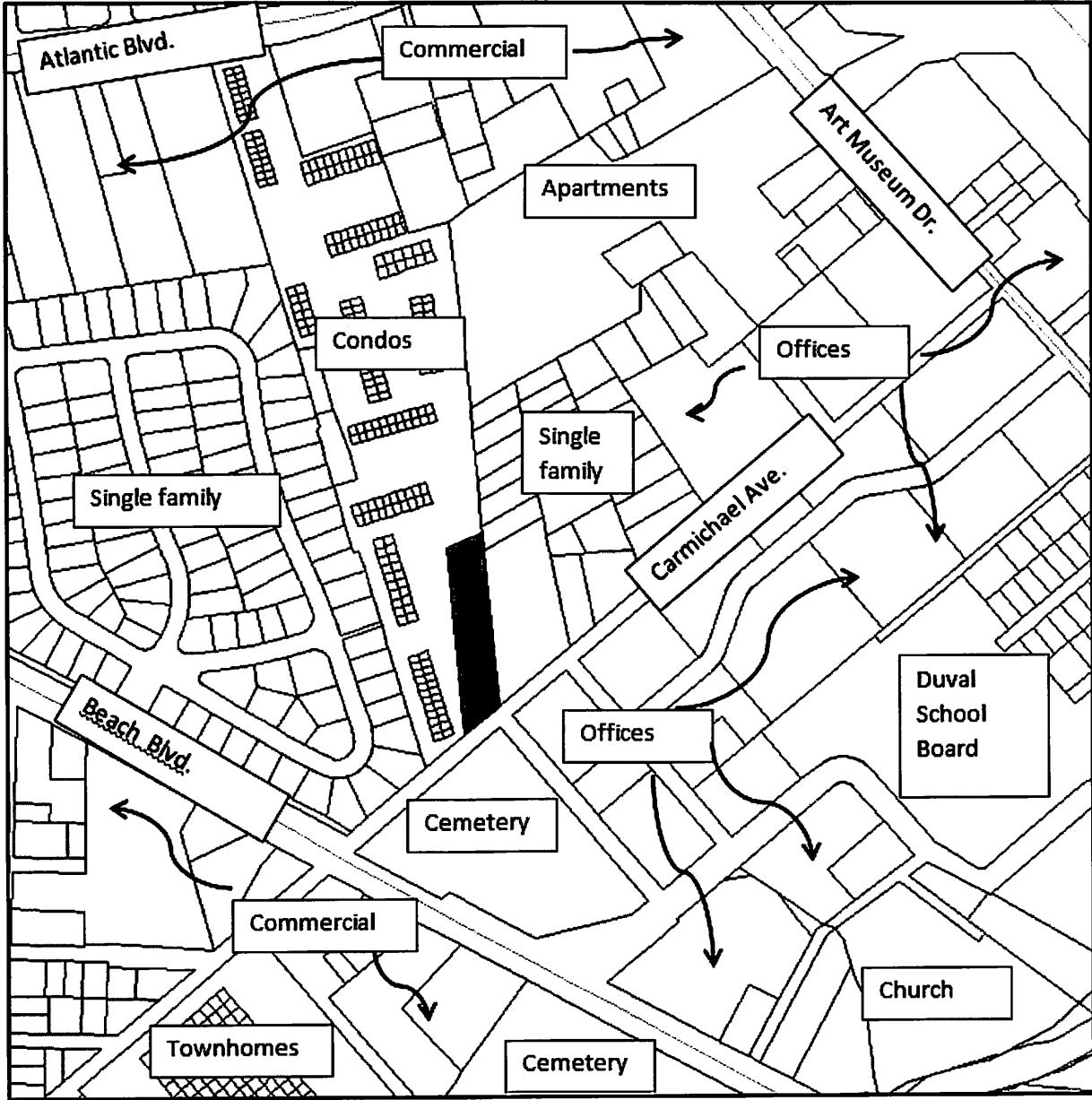
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its **consistency** with the 2030 Comprehensive Plan and the Strategic Regional Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2017C-009, located at 3901 Carmichael Avenue between Beach Boulevard and Art Museum Drive in the Urban Development Area of Jacksonville, Florida. The subject site is currently developed and has an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Residential/Professional/Institutional (RPI) non-residential uses on approximately 1.3 +/- 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 15 multi-family dwelling units per acre, resulting in a development potential of 20 units (ITE Land Use Code 220) which could generate 133 daily trips. The proposed the RPI non-residential land use category allows for 0.5 FAR resulting in a development potential 28,314 SF of office use (ITE Land Use Code 710), generating 312 daily vehicular trips. This will result in 179 net new daily vehicular trips if the land use is amended from MDR to RPI, as shown in Table A.

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
MDR	220	20 Dus	T = 6.65 (X)	133	0.00%	133
Total Section 1						133
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
RPI	710	28,314 SF	T = 11.03 (X)/1000	312	0.00%	312
Total Section 2						312
Net New Daily Trips						179

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

ATTACHMENT B (cont)

Traffic Analysis:

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The 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 8 on the north side of Carmichael Avenue between Beach Boulevard and Art Museum Drive.


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ATTACHMENT C

Land Use Amendment Application:

		APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	4/21/17	Date Staff Report is Available to Public:	2017-06-16
Land Use Adoption Ordinance #:	2017-380	Planning Commission's LPA Public Hearing:	2017-06-22
Rezoning Ordinance #:	2017-381	1st City Council Public Hearing:	2017-06-27
JPDD Application #:	2017C-009	LUZ Committee's Public Hearing:	2017-07-18
Assigned Planner:	Jody McDaniel	2nd City Council Public Hearing:	2017-07-25
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: PAUL HARDEN LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 Ph: (904) 396-5731 Fax: (904) 399-5461 Email: PAUL_HARDEN@BELLSOUTH.NET		Owner Information: MICK VORBECK ELLENTON INVESTMENT, INC. 4470 NORTHGATE CT. SARASOTA, FL 34234	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	1.30	General Location:	ON THE NORTH SIDE OF CARMICHAEL AVE., EAST OF BEACH BLVD.
Real Estate #(s):	A portion of 129555-0100	Address:	3901 CARMICHAEL AVE
Planning District:	2		
Council District:	5		
Development Area:	URBAN AREA		
Between Streets/Major Features:	BEACH BLVD. and ART MUSEUM DR.		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	OFFICE		
Current Land Use Category/Categories and Acreage:	MDR 1.30		
Requested Land Use Category:	RPI	Surrounding Land Use Categories:	MDR, RPI
Justification for Land Use Amendment:	TO DEVELOP CONSISTENT WITH THE EXISTING RPI DESIGNATION ON THE SITE AND ADJOINING PARCELS.		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer:	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:	RMD-D 1.30		
Requested Zoning District:	CRO		
Additional information is available at 904-255-7888 or on the web at http://maps.coi.net/luzap/			

ATTACHMENT D

Aerial:

