



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

OVERVIEW

ORDINANCE: ORD # 2017-479

APPLICATION: APP # 2017C-007-5-9

APPLICANT: PAUL HARDEN

PROPERTY LOCATION: 0 AND 985 MIKAEL AVENUE

Acreage: 0.51

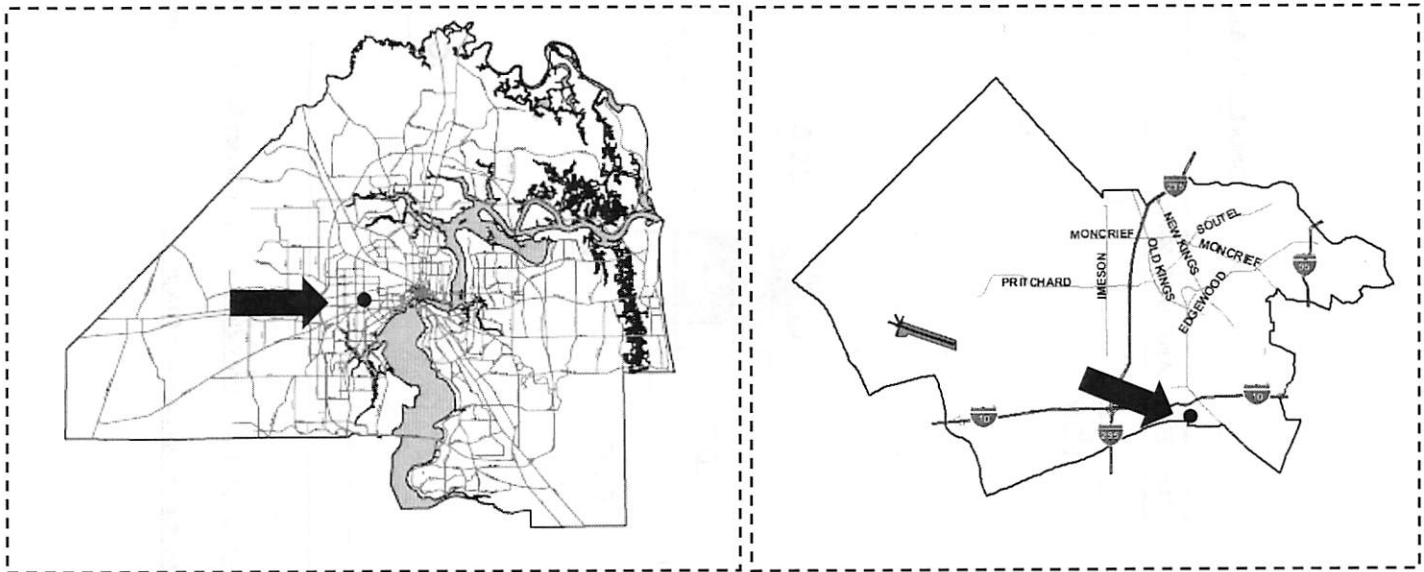
Requested Action:

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

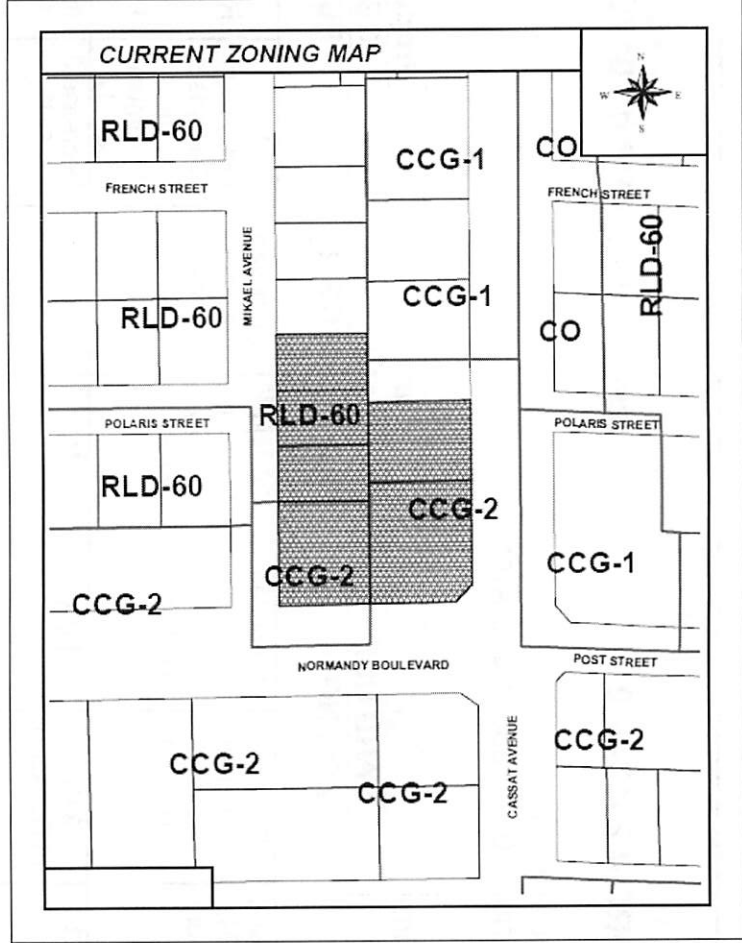
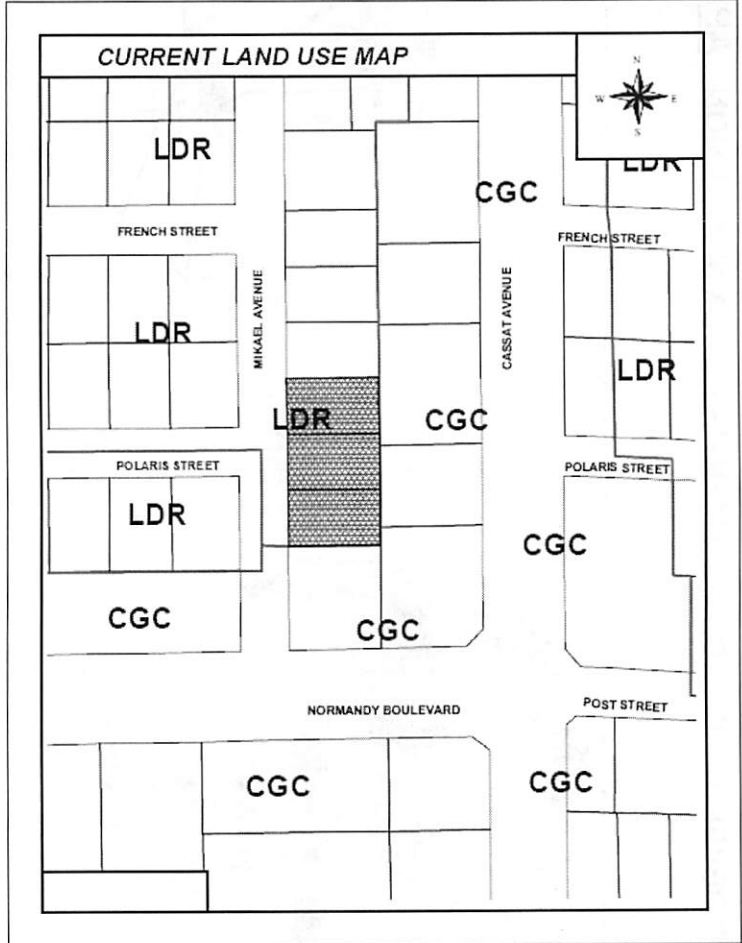
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	3 DU (5 DU/Acre)	N/A	N/A	7,775 sq. ft. (0.35 FAR)	Decrease 3 DU	Increase 7,775 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



SMALL SCALE LAND USE APPLICATION 2017C-007



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) & Commercial Community/General-2 (CCG-2)
Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The 0.51 acre subject property, which consists of three parcels, is located along the eastern side of Mikael Avenue, a two lane local road. The subject site is located approximately 190 feet to the north of Normandy Boulevard, and 0.5 miles south of Interstate 10. Two of the three parcels that make up the application site are vacant. The other parcel contains a single family home.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a rezoning from Commercial Community/General-2 (CCG-2) and Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD). The rezoning contains an additional three parcels, all of which abut the southernmost parcel of the proposed land use amendment site. The total acreage for the rezoning amendment site is 1.5 acres. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-480.

To the north and west of the subject site is a neighborhood of single family homes. This residential neighborhood is surrounded by various commercial uses. To the south of the subject property, is the commercial corridor of Normandy Boulevard, which stretches from Cassat Avenue west. East of the subject property is another commercial corridor on Cassat Avenue. The companion rezoning consists of parcels with road frontage on both Normandy Boulevard and Cassat Avenue, making the PUD site part of both of those commercial corridors.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RLD-60	Single family home
South	CGC	CCG-2	Vacant
East	CGC	CCG-2	Commercial
West	LDR	RLD-60	Single family home

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

According to the availability letter provided by JEA the subject site has existing access to both potable water and sewer. The site, however, does not have access to reclaimed water, and JEA has no plans of making reclaimed water available in the area in the foreseeable future.

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 148 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as defined 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 Management 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 7 north of Normandy Boulevard and west of Cassat Avenue.

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 7 is **0.66**.

Normandy Boulevard (SR 228) from Lane Avenue to Cassat Avenue is a functional classified facility that would be impacted by the proposed development. This segment of SR 228 is a 4-lane divided arterial roadway and has a maximum daily capacity of 39,800 VPD. The proposed 7,775 SF of commercial space could generate approximately 177 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.51 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. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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 both the Jacksonville Naval Air Station and the Herlong Recreational Airport. 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		
	CURRENT	PROPOSED
Site Utilization	LDR	CGC
Land Use/Zoning	RLD-60	PUD
Development Standards For Impact Assessment	5 units/ acre	0.35 FAR
Development Potential	3 units	7775 sq. feet
Population Potential	7 people	n/a
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	500' Height zone for Herlong and NAS	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	148 net new daily trips	
Water Provider	JEA	
Potential Water Impact	-143.3 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	-107.4 gallons per day	
Potential Solid Waste Impact	7.24 tons per year	
Drainage Basin / Sub-Basin	Big Fishweir Creek	
Recreation and Parks	Murray Hill four corners	
Mass Transit	Routes 14 & 15 Stop at Normandy Blvd. & Mikael Ave.	
NATURAL FEATURES		
Elevations	25'	
Soils	69- Urban Land	
Land Cover	1410- Retail Sales and Services 1200- Residential Medium Density	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 31, 2017, the required notices of public hearing signs were posted. Forty (40) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Preview Workshop was held on July 31, 2017 and no speakers were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

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

Future Land Use Element

- 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 1.1.22 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 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 1.3.6 Access to new and redeveloped non-residential parcels with frontage along two or more roadways shall be limited to one access point per roadway. Access from the higher functional class roadway, or roadway with the higher average daily traffic inclusive of development traffic for roadways of the same functional class, shall be limited to right-turn-in/right-turn-out only, unless 1) it can be demonstrated in a traffic study submitted to the JPDD, that such access restrictions would present a safety hazard, would cause undue congestion or delay on adjacent road

facilities, would cause environmental degradation, or would hinder adequate traffic circulation, or 2) there already exists more than one full access point on the roadway, and at least one full access points is eliminated

- Policy 2.2.4 Maintain existing stable neighborhoods through coordinated rehabilitation and conservation action by the Building Inspection Division and Planning and Development Department. Protect residential areas from encroachment by incompatible land uses through proper zoning, and from through or heavy traffic by use of buffers and other mitigating measures.
- 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.
- 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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- 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 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

Transportation Element

Policy 2.3.6 The City shall require access to new and redeveloped non-residential parcels with frontage along two or more roadways be limited to one access point per roadway. Access from the higher functional class roadway, or roadway with the higher average daily traffic inclusive of development traffic for roadways of the same functional class, shall be limited to right turn-in/right turn-out only, unless 1) it can be demonstrated in a traffic study, submitted for review and approval to the JPDD, that such access restrictions would present a safety hazard, would cause undue congestion or delay on adjacent road facilities, would cause environmental degradation, or would hinder adequate traffic circulation, or 2) there already exists more than one full access point on the roadway, and at least one of the full access points is eliminated.

Policy 2.3.8 The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas, and encouraging planned unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

Currently, the site has a Low Density Residential (LDR) land use designation. According to the Future Land Use Element (FLUE), LDR in the urban area is intended to provide for low density residential development. The proposed amendment would change the site from LDR to Community/General Commercial (CGC). According to the FLUE, CGC in the urban area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Plan amendment requests are preferred in locations which are supplied with full urban services and which abut a road classified as arterial or higher. Commercial retail sales, restaurants, and filling stations are all primary uses in the CGC land use category.

The proposed land use amendment would allow for the redevelopment of three lots, one which currently contains a single family home and two that are currently vacant, expanding the existing commercial corridors that exist on Normandy Boulevard and Cassat Avenue. This site has access to existing central water and sewer utilities. Therefore, the proposed development is consistent with FLUE Objective 3.2 and Policies 1.1.12, 1.1.22, 1.2.9, 3.2.1, 3.2.2 and 3.2.7.

While the proposed development would strengthen the existing commercial corridor, it also abuts a residential neighborhood. The proposed development differs from those lining Cassat Avenue, because it has the Mikael Avenue right-of-way as a buffer from neighboring residential uses. However, it is important that the site plan be designed in such a way that will not encourage traffic to enter the adjacent neighborhood in order to achieve consistency with FLUE Policies 1.3.6, 2.2.4, 3.1.3, 3.2.4, and Transportation Element Policies 2.3.6 and 2.3.8. The PUD rezoning should regulate the location of the access driveways to the

property in order to decrease the potential for non-residential traffic on local streets.

This proposed amendment has been reviewed for consistency with the Northwest Vision Plan, in accordance with FLUE Policy 4.1.8B.

Vision Plan

The subject property is located within the boundaries of the 2003 Northwest Vision Plan within the Normandy neighborhood. A concern identified in the vision plan, includes the lack of local economic revitalization in the area. The vision plan recommends the addition of commercial services that meet the daily household and entertainment needs of those in the area. The proposed amendment can provide both revitalization to the commercial corridor and services for neighborhood residents. Therefore, the proposed amendment is consistent with the Northwest Vision Plan.

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.

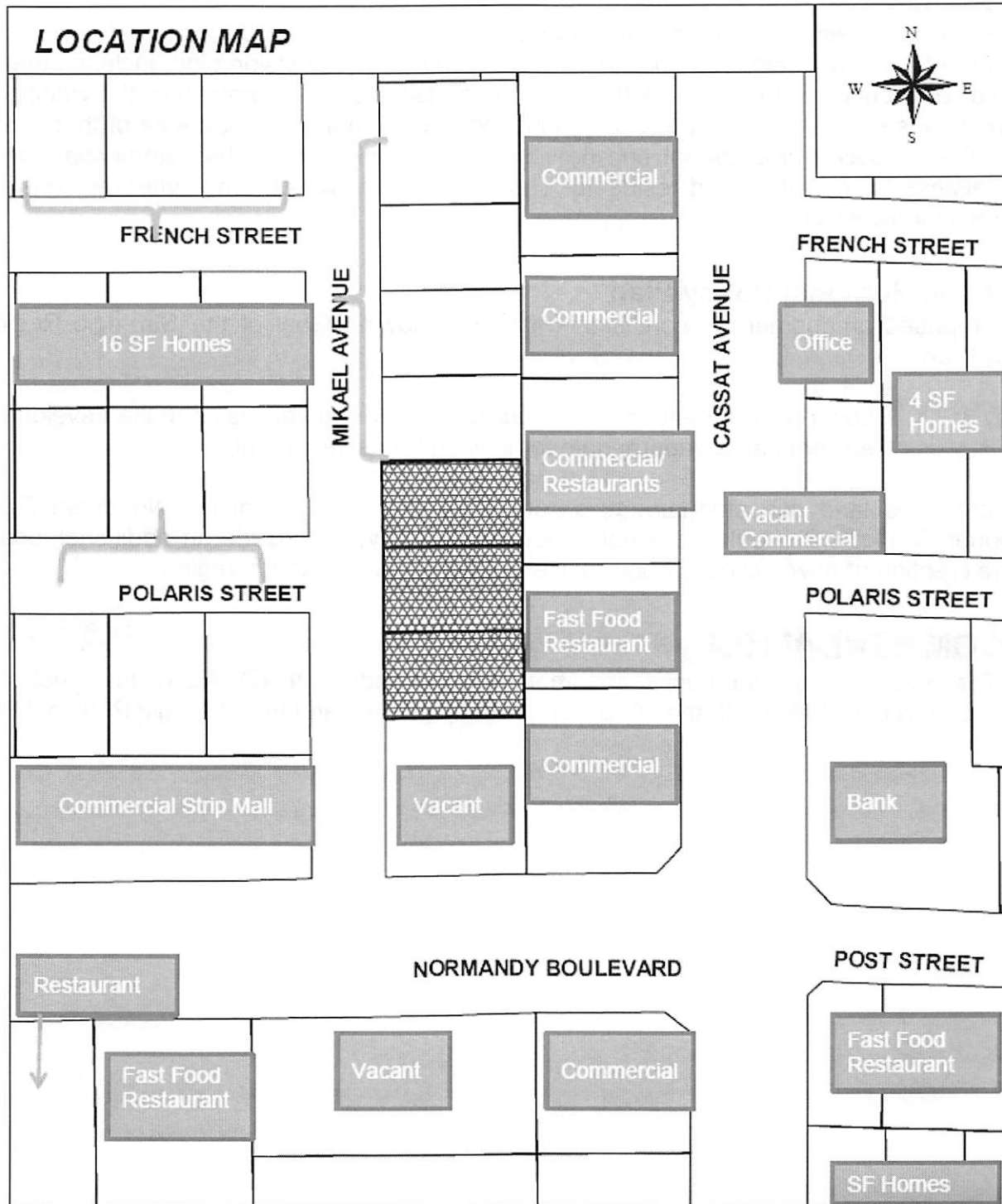
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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-007, located along the east side of Mikael Avenue and north of Normandy Boulevard in Urban Development Area of Jacksonville, Florida. The subject site is comprised of three parcels currently occupied with a single family home and a parking lot and has a Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) uses on approximately 0.51 +/- 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 3 homes (ITE Land Use Code 210) which could generate 29 daily trips. The proposed the CGC land use category allows for 0.35 FAR resulting in a development potential 7,775 SF of commercial use (ITE Land Use Code 826), generating 177 daily vehicular trips, which includes a 48.62% pass-by trip reduction. This will result in 148 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	3 Dus	T = 9.52 (X)	29	0.00%	29
Total Section 1						29
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	7,775 SF	T = 44.32(X)/1000	345	48.62%	177
Total Section 2						177
Net New Daily Trips						148

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

ATTACHMENT B (cont)

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 7 at the north of Normandy Boulevard and west of Cassat Avenue.


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.

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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:	3/9/17	Date Staff Report is Available to Public:	8/11/17
Land Use Adoption Ordinance #:	2017-479	Planning Commission's LPA Public Hearing:	8/17/17
Rezoning Ordinance #:	2017-480	1st City Council Public Hearing:	8/22/17
JPOD Application #:	2017C-007	LUZ Committee's Public Hearing:	9/6/17
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	9/12/17
<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: 9043965731 Fax : 9043995461 Email: PAUL_HARDEN@BELLSOUTH.NET		Owner Information: CAMELIA FOURAKER P.O. BOX 43177 JACKSONVILLE, FL 32203 Ph: TERESA FISCHER 7203 BALBOA RD. JACKSONVILLE, FL 32217 Ph:	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	0.51	General Location:	ON THE WEST SIDE OF CASSAT AVE., NORTH OF NORMANDY BLVD.
Real Estate #(s):	059874 0000 059875 0000 059876 0000	Address:	985 MIKAEL AVE , 0 MIKAEL AVE.
Planning District:	5		
Council District:	9		
Development Area:	URBAN AREA		
Between Streets/Major Features:	NORMANDY BLVD. and LENOX AVE.		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: SINGLE FAMILY / PARKING LOT			
Current Land Use Category/Categories and Acreage: LDR 0.51			
Requested Land Use Category: CGC		Surrounding Land Use Categories: CGC,LDR	
Justification for Land Use Amendment: INFILL DEVELOPMENT CONSISTENT WITH SURROUNDING COMMERCIAL USES.			
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: RLD-60 0.51 CCG-2 0.99			
Requested Zoning District: PUD			
Additional information is available at 904-255-7888 or on the web at http://maps.coi.net/fuzap/			

ATTACHMENT D

Aerial:

