

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



OVERVIEW

ORDINANCE: 2017-494

APPLICATION: 2016C-032-2-3

APPLICANT: MICHAEL HERZBERG

PROPERTY LOCATION: 0 Atlantic Boulevard, at the southwest quadrant of the intersection of Atlantic Boulevard and Kernan Boulevard

Acreage: 2.34 Acres

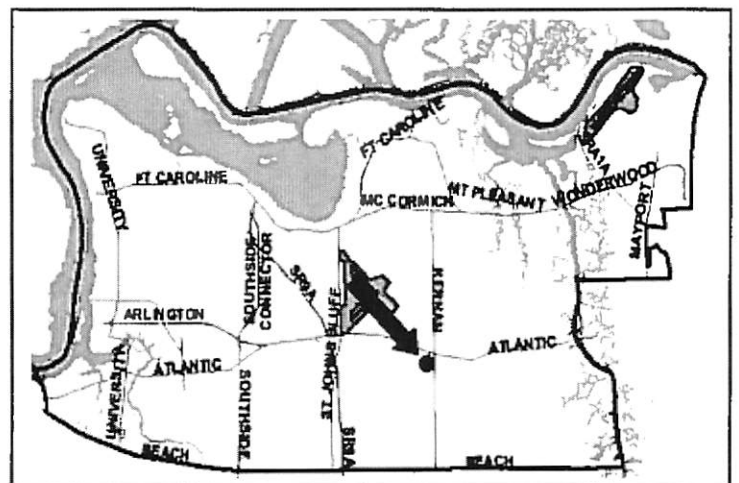
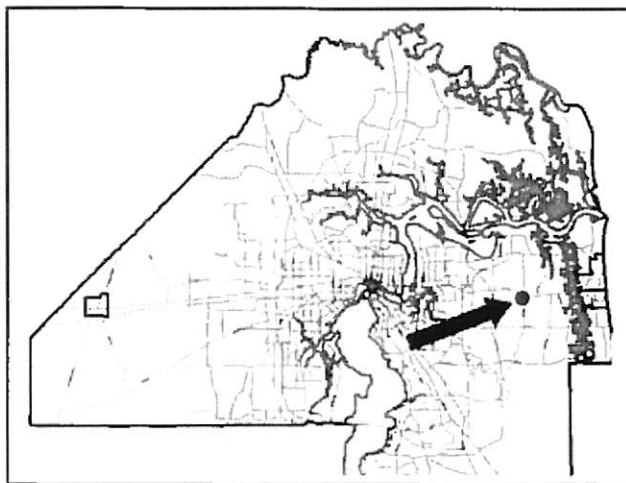
Requested Action:

	Current	Proposed
LAND USE	RPI	BP
ZONING	PUD	PUD

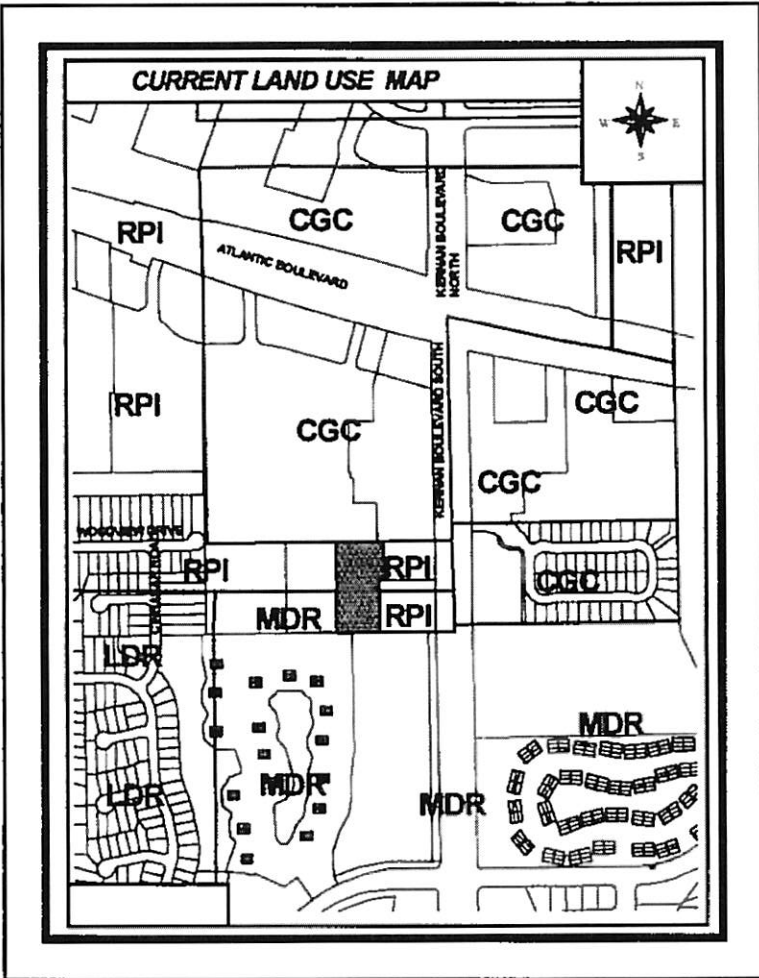
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Increase) in Potential Floor Area
RPI	BP	N/A	N/A	(0.50 FAR) 48,351 SF Building	(0.35 FAR) 33,846 SF Building	N/A	decrease of 14,505 SF Building

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

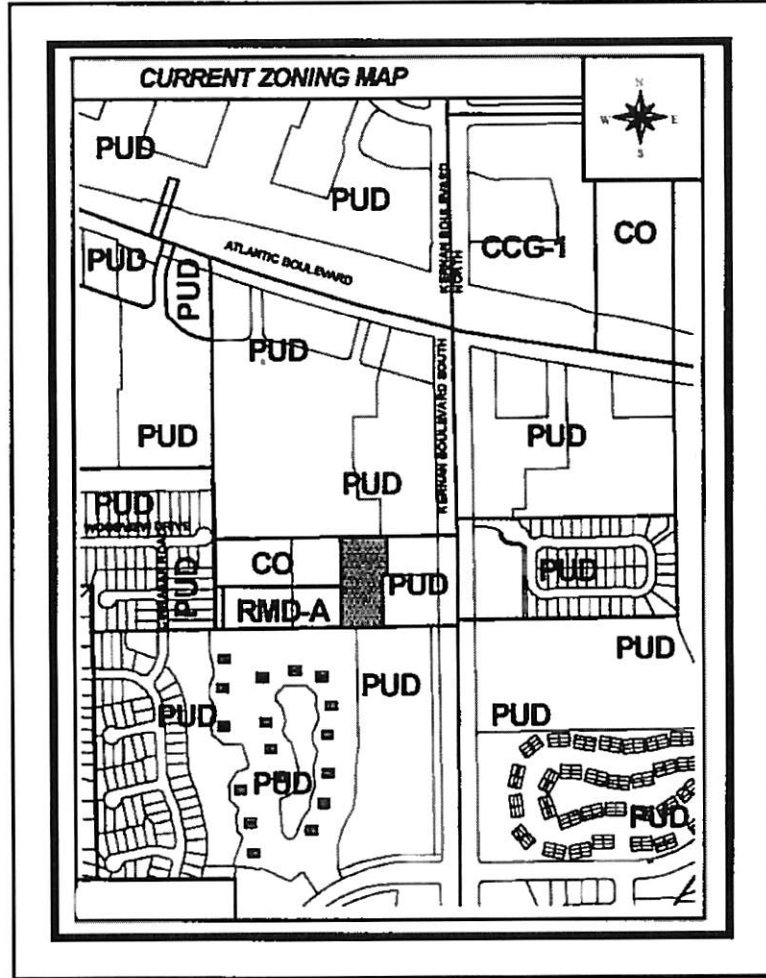
LOCATION MAPS:



SMALL SCALE LAND USE APPLICATION 2016C-032



Existing FLUM Land Use Categories: Residential-Professional-Institutional (RPI)
Requested FLUM Land Use Category: Business Park (BP)



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

ANALYSIS

Background:

The subject property consisting of 2.34 acres is located on the west side of Kernan Boulevard and in the southwest quadrant of the intersection of Atlantic Boulevard and Kernan Boulevard. The applicant proposes a future land use amendment (Ordinance 2017-494) from Residential-Professional-Institutional (RPI) to Business Park (BP) and a rezoning (Ordinance 2017-495) from Planned Unit Development (PUD) to Planned Unit Development (PUD). Currently, the site is vacant; BP will allow for the construction of a self-storage facility on the property. Access to the land use amendment site will be from Kernan Boulevard by way of an access between two existing banks. Kernan Boulevard is classified as a "Minor Arterial" roadway and Atlantic Boulevard is classified as a "Principal Arterial" roadway.

The predominant land use pattern surrounding the site is a mix of commercial and residential uses. See "Attachment A" for the specific uses surrounding the site. The generalized adjacent land use categories and zoning are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	CGC	PUD	Shopping Centers
South	MDR	RLD-60 & CCG-1	Multi-family Residential (Condominiums and Apartments)
East	CGC & MDR	PUD	Shopping Center, Warehouse, Multi-family, and Vacant Land
West	RPI, MDR & LDR	CO, RMD-A, PUD & RR-Acre	Stormwater Retention Lake, Multi-Family, & Single-Family

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City. The proposed land use will not have a residential component in its request. Therefore there is no school capacity issues related to the proposed land use amendment.

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 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b. The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd)
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - c. Each lot is a minimum of 1 acre unsubmerged property.
 - d. Alternative (mounded) systems are not required.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low probability 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. See Policy 1.2.6 of the Historic Preservation Element below:

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 50-foot Airport Height and Hazard Restriction Zones for Craig Airfield. Zoning will limit development to a maximum height of less than 50', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.10051(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by

requiring that all adjacent development be compatible with aviation-related activities.

Aquifer Recharge

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

Infrastructure Element Natural Groundwater Aquifer Recharge Sub-Element

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

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 a 570 increase of new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The 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 1 along San Jose 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 0.69. The proposed 35,676 SF of commercial space could generate approximately 570 net new daily trips unto the network.

Atlantic Boulevard (SR 10) and Kernan Boulevard are functional classified facilities that would be impacted by the proposed development. The segment of Atlantic Boulevard between St. Johns Bluff Road and Girvin Road is a 6-lane divided arterial roadway and has a maximum daily capacity of 59,900 vpd. This segment is expected to operate at a V/C ratio of 1.09 with the inclusion of the additional traffic from this land use amendment. The segment of Kernan Boulevard between Atlantic Boulevard and Beach Boulevard is a 6-lane divided arterial roadway and has a maximum daily capacity of 55,300 vpd. This segment is expected to operate at a V/C ratio of 1.22 with the inclusion of the additional traffic from this land use amendment.

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Business Park Uses
Land Use /Zoning	RPI/PUD	BP/IBP
Development Standards For Impact Assessment	0.50 FAR	0.35 FAR
Development Potential	48,351 Sq. Ft. Building	33,846 Sq. Ft. Business Park
Population Potential	0 People	0 People
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	50' Height Restriction zone for Craig Airfield and Civilian School Restriction Zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X-Low Probability
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	0 to 4" Recharge Area	
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 570 new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 2,168 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 1,626 gallons/day	
Potential Solid Waste Impact	Increase of 27.56 tons/year	
Drainage Basin / Sub-Basin	Intracoastal Waterway Basin and Hogpen Creek Sub-basin	
Recreation and Parks	Leonard Abess Park	
Mass Transit	Area served by bus line 10 on Arlington Boulevard	
NATURAL FEATURES		
Elevations	40 Feet above mean sea level	
Soils	55% -32 - Leon fine sand / 45% - 22- Evergreen-Wesconnett complex	
Land Cover	60% - 6430 - Wet Prairies / 40% - 4430 - Forest Regeneration	
Flood Zone	N/A	
Wet Lands	N/A	

PROCEDURAL COMPLIANCE

Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on July 28, 2017, the required notices of public hearing signs were posted. Thirteen (13) notices were mailed out to property owners within 350 feet of the application site informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on July 31, 2017. There was one speaker in support and no speakers against the application.

CONSISTENCY EVALUATION

2010 Comprehensive Plan Consistency

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- 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.
- 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. Plan and have an adverse impact on adjoining or nearby uses. Consider office and high density residential development as a viable alternative in land use reviews.

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 of the Future Land Use Element (FLUE), the Residential-Professional Institutional (RPI) future land use category primarily permits medium to high density residential, professional office and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed use developments. 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 Business Park (BP) future land use category is primarily intended to accommodate commercial office and light industrial uses. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Although some industries produce adverse impacts, and should therefore be isolated away from residential and other low intensity use areas, many industrial uses can exist in harmony with non-industrial neighbors through proper site design, arrangement of uses and the incorporation of effective buffers. Business parks for example, may include such light industrial uses as research and product development, communications facilities, light assembly and manufacturing, and even some types of warehousing.

The proposed amendment is consistent with Policy 1.1.22 because it allows for a transitional industrial development to be located between commercial development (CGC) to the north and residential (MDR) development to the south. In addition the subject property is vacant land located within the Suburban Development Area with access to full urban services with sidewalks and bus stops nearby. The proposed land use amendment aids in maintaining a compact and compatible land use pattern, consistent with FLUE Objective 1.1. The BP land use category allowing the development of self-storage units is a commercial entity providing services to nearby residential areas. Therefore, the proposed land use amendment protects the neighborhood from potential negative impacts by providing a gradation of use and therefore maintains the existing neighborhood character consistent with Policies 1.1.0 and 3.1.3.

The proposed amendment continues to promote, increase and sustain the viability of commercial areas along a major corridor that supports nearby residential areas and encourages use of an underutilized property achieving FLUE Objectives 3.2 and 6.3 as well as Policy 3.2.7.

Vision Plan

The subject site is within the boundaries of the Greater Arlington/Beaches Vision Plan (October, 2010). According to the plan the proposed land use amendment is consistent with the following objectives of the plan:

- Objective 1.1.2 Building use and character should be compatible with neighborhoods redevelopment while safeguarding and advancing neighborhood character. Ensure that non-residential uses are compatible with and do not degrade the neighborhood environment.
- Objective 2.1.3 Cultivate neighborhood stability by protecting residential areas from incompatible uses. The paramount goal is the enhancement of neighborhoods.

The proposed use of self-storage warehousing is a transitional industrial use that can be used to serve both nearby commercial and residential areas. The amendment to BP meets the vision plan's objectives stated above.

In addition the proposed application is consistent with the 2030 Comprehensive Plan FLUE policy below.

- 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.

Strategic Regional Policy Plan Consistency

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.

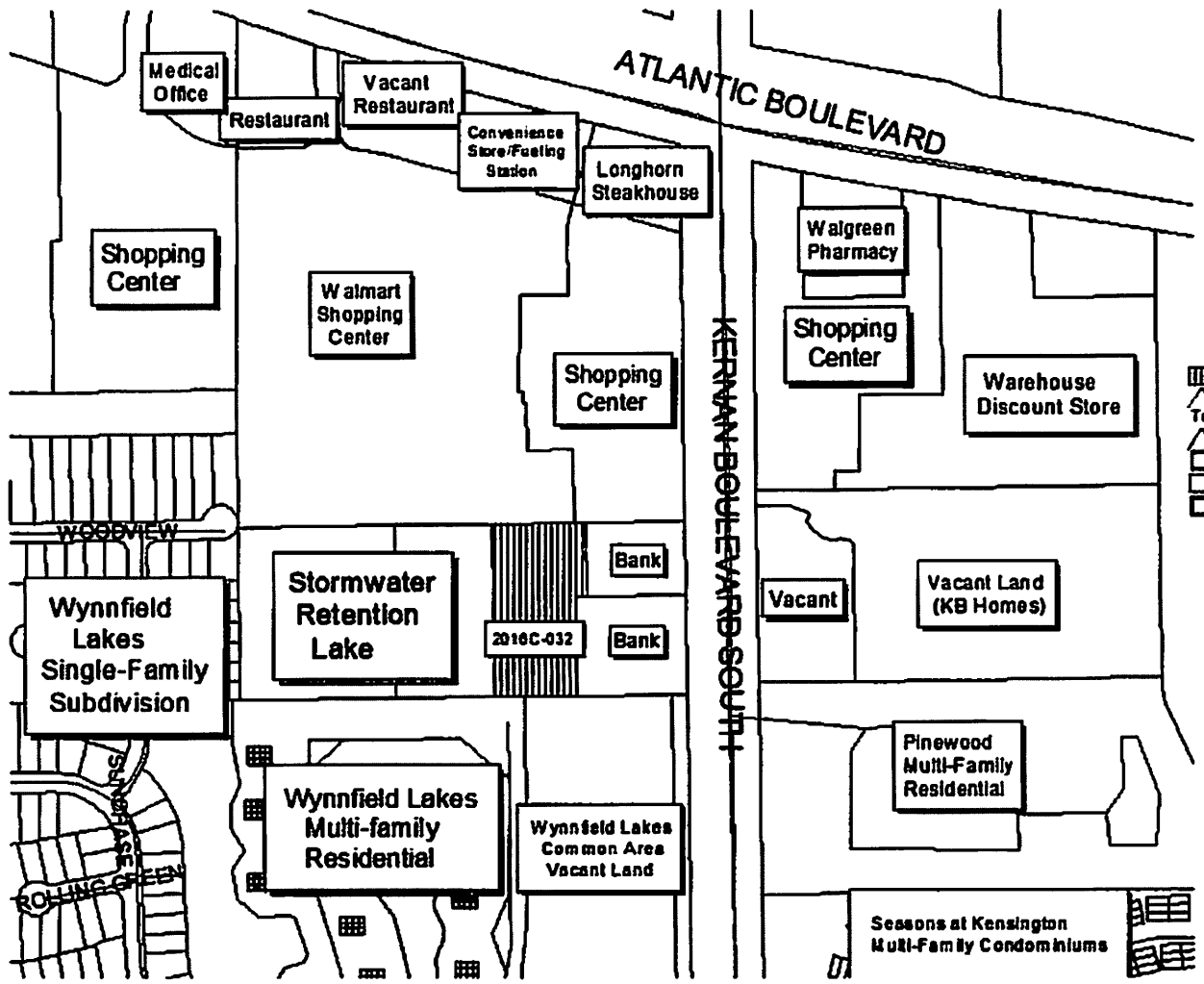
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

RECOMMENDATION

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

2016C-032 Field Sheet

ATTACHMENT A



- 2016c-032.shp
- Major Highways (with Functional Class)
- Text Highway Text
- Streets
- River
- Parcels - August 28, 2016
- Municipal Boundaries 20150428



ATTACHMENT B

Aerial Photo



ATTACHMENT C

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: August 7, 2017

TO: Edward D. Lukacovic
Community Planning Division

FROM: Soliman P. Salem
Transportation Division

SUBJECT: Transportation Review Land Use Amendment 2016C-032

A trip generation analysis was conducted for Land Use Amendment 2016C-032, located on the southwest quadrant of Atlantic Boulevard and Kernan Boulevard in Urban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Residential Professional Institutional (RPI) non-residential land use category. The proposed land use amendment is to allow Community General Commercial (BP) use on approximately 2 +/- 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, RPI land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 32,452 SF (ITE Land Use Code 710) which could generate 358 daily trips. The proposed the BP land use category allows for 0.35 FAR resulting in a development potential 35,676 SF of use (ITE Land Use Code 770), generating 1,132 daily vehicular trips. This will result 570 net new daily vehicular trips if the land use is amended from RPI to BP, 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
RPI	710	50,965 SF	$T = 11.03(X) / 1000$	562	0.00%	562
Total Section 1						562
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
BP	770	35,676 SF	$T = X * 10.75 + 747.41$	1,132	0.00%	1,132
Total Section 2						1,132
Net New Daily Trips						570

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



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 1 along San Jose Boulevard.

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ATTACHMENT D

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

Date Submitted:	12/14/2016	Date Staff Report is Available to Public:	08-11-2017
Land Use Adoption Ordinance #:	2017-494	Planning Commission's LPA Public Hearing:	08-17-2017
Rezoning Ordinance #:	2017-495	1st City Council Public Hearing:	08-22-2017
JPDD Application #:	2016C-032	LUZ Committee's Public Hearing:	09-06-2017
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	09-12-2017

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

MICHAEL HERZBERG
 4071 COVE ST JOHNS ROAD
 JACKSONVILLE, FL 32277
 Ph: (904) 731-8806
 Fax (904) 731-1109
 Email MHERZBERG@SLEIMAN.COM

Owner Information:

PROPERTY SUPPORT, INC
 PROPERTY MANAGEMENT SUPPORT, INC
 1 SLEIMAN PARKWAY
 JACKSONVILLE, FL 32216
 Ph. (904) 731-8806
 Fax (904) 731-1109

DESCRIPTION OF PROPERTY

Acreage: 2.34
 Real Estate #(s): 165264 0050

General Location:

SOUTWEST QUADRANT OF INTERSECTION OF ATLANTIC AND KERNAN

Planning District: 2
 Council District: 3
 Development Area: SUBURBAN AREA
 Between Streets/Major Features:
 ATLANTIC BLVD and WYNNFIELD LAKES DR

Address:

0 ATLANTIC BLVD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT
 Current Land Use Category/Categories and Acreage:
 RPI 2.34

Requested Land Use Category: BP

Surrounding Land Use Categories: CGC

Justification for Land Use Amendment:

TO PERMIT ALTERNATIVE DEVELOPMENT SCENARIOS, CONSISTENT WITH THE ESTABLISHED NATURE OF THE ADJACENT CORRIDORS

UTILITIES

Potable Water: JEA

Sanitary Sewer JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
 PUD 2.34

Requested Zoning District: PUD

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