



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

## OVERVIEW

ORDINANCE: ORD # 2017-703

APPLICATION: APP # 2017C-023-1-8

APPLICANT: STEVE DIEBENOW

PROPERTY LOCATION: 2514 MYRTLE AVENUE N

Acreeage: 0.30

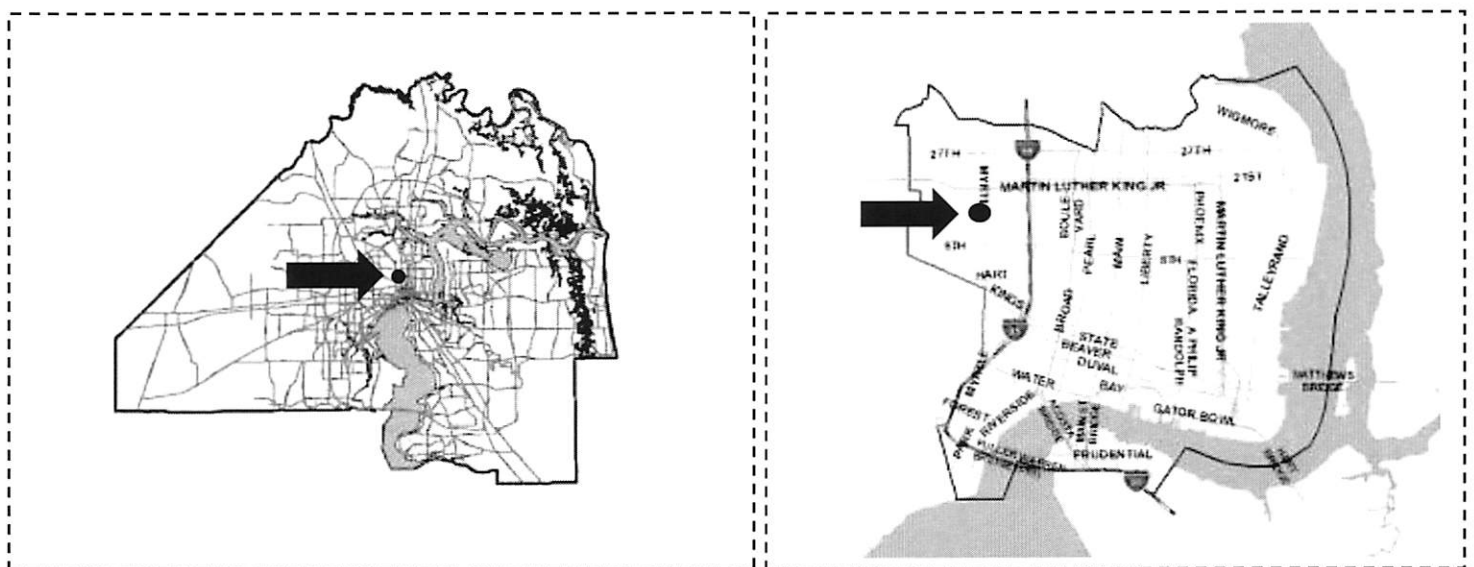
Requested Action:

	Current	Proposed
LAND USE	RPI	CGC
ZONING	CRO	CCG-1

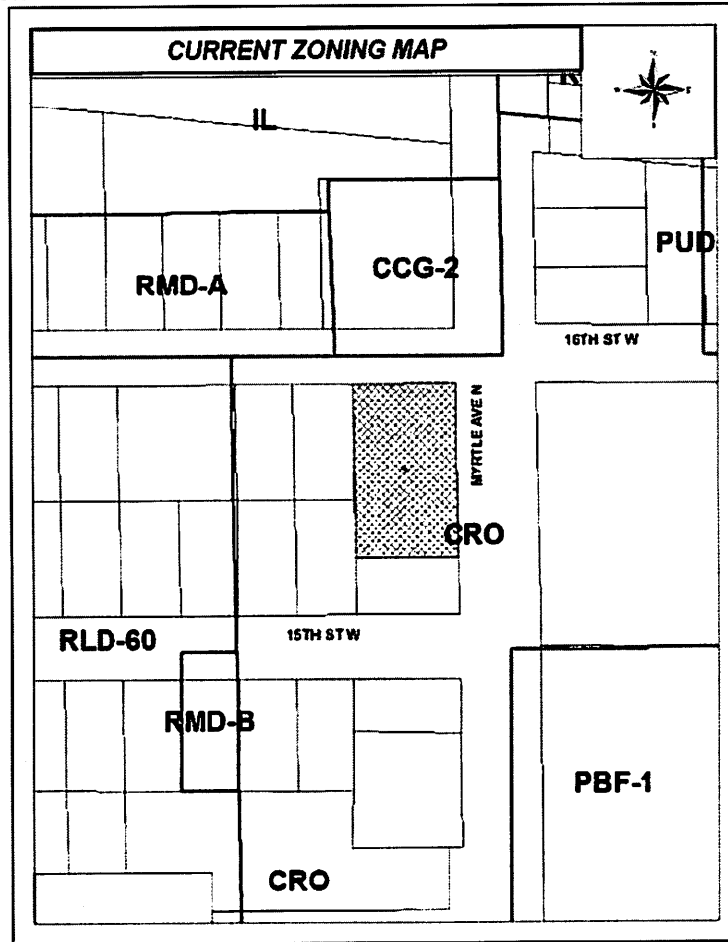
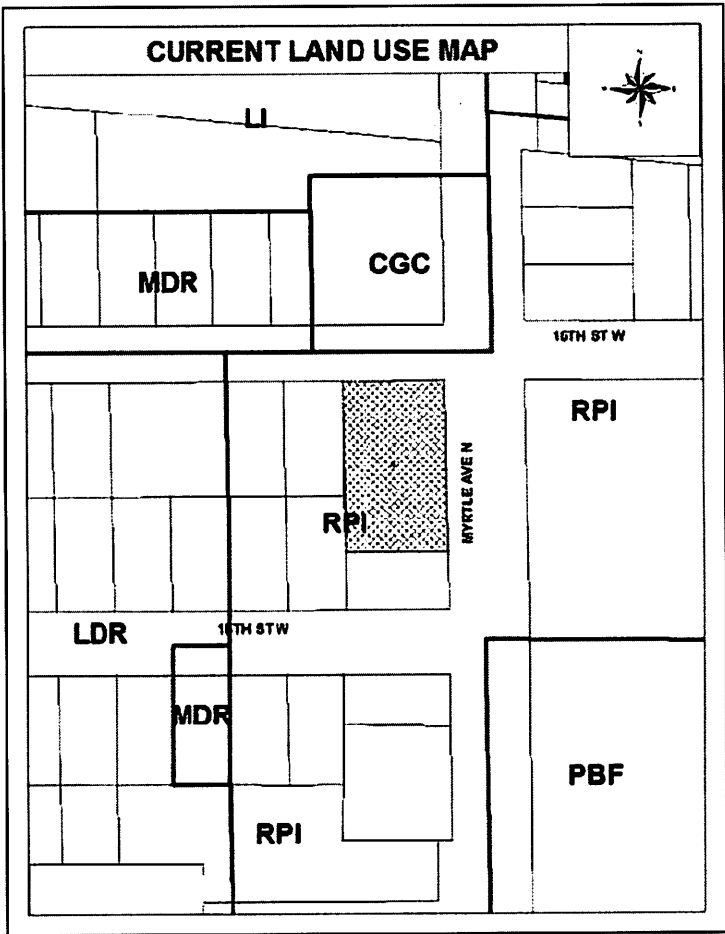
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
RPI	CGC	N/A	N/A	6,534 Sq.Ft.	4,574 Sq. Ft.	N/A	Decrease 1,962 Sq. Ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: **APPROVAL**

LOCATION MAPS:



SMALL SCALE LAND USE APPLICATION 2017C-023



Existing FLUM Land Use Categories: Residential-Professional-Institutional (RPI)

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

Current Zoning District(s): Commercial, Residential, and Office (CRO)

Requested Zoning District(s): Commercial Community/General-1 (CCG-1)

# ANALYSIS

## Background:

The 0.3 acre subject property is located at the southwest corner of the intersection of Myrtle Avenue, a collector road, and 16<sup>th</sup> Street West, a local road. The site is within the Urban Priority Area. The site contains a vacant structure that was once a restaurant.

The surrounding area has not seen much development in recent years, and many of the surrounding lots are considered to be legal non-conforming uses. In 2003, one parcel located to the southwest of the subject site had a land use change from Low Density Residential (LDR) to Medium Density Residential (MDR) to bring the existing multi-family home, into compliance with the land use and zoning categories.

The applicant proposes a future land use amendment from Residential-Professional-Institutional (RPI) to Community/General Commercial (CGC) and a rezoning from Commercial, Residential and Office (CRO) to Commercial Community/General-1 (CCG-1). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2017-704.

Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 10, Attachment A – Existing Land Utilization Map.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC,LI, RMD	CCG-2,IL, RMD-A	Gas station, Railway, Single Family
South	RPI	CRO	Single Family, Multi-Family, Commercial
East	RPI, PBF	CRO, PBF-1	Single Family, Multi-Family, Church, School
West	LDR,MDR RPI	RLD-60, RMD-B, CRO	Single Family, Multi-Family

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).

### **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 45 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. 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 9 on Myrtle Avenue between Kings Road (US 1) and Golfair 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 9 is **0.85**.

Myrtle Avenue between Kings Road (US 1) and Golfair Boulevard is a collector roadway that would be impacted by the proposed development. This segment of Myrtle Avenue is a 2-lane divided facility and has a maximum daily capacity of 14,040 vpd. The proposed 4,574 SF commercial development could generate approximately 45 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.40 with the inclusion of the additional traffic from this land use amendment.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, 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 500 foot Height and Hazard Zone for 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 656.1005.1(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

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Convenience Store
Land Use/Zoning	RPI/CRO	CGC/CCG-1
Development Standards For Impact Assessment	0.5 FAR	0.35 FAR
Development Potential	6,534 sq. ft.	4,574 sq. ft.
Population Potential	0	0
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	500'- Herlong	
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
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	Increase of 45 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease 229.9 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 172.4 gallons per day	
Potential Solid Waste Impact	Decrease 3.138 tons per year	
Drainage Basin / Sub-Basin	Upper St. Johns River Basin/ Hogan Creek Sub-Basin	
Recreation and Parks	S-Line Rail Trail	
Mass Transit	Rt. 12	
<b>NATURAL FEATURES</b>		
Elevations	25 ft.	
Soils	74- Pelham-Urban land complex 0 to 2 percent slopes	
Land Cover	1410- Retail Sales and Services	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on September 26, 2017, the required notices of public hearing signs were posted. Fifty-two (52) 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's Information Meeting was held on October 16, 2017. No members of the public 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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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 1.2.9 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 may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 2.2.8 Encourage the redevelopment and revitalization of run-down and/or under-utilized commercial areas through a combination of regulatory techniques, incentives and land use planning. Adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric

and character of the City's neighborhoods and enhancing the viability of non-residential areas.

- 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 3.2.2 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 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.

Currently the site has a Residential-Professional-Institutional (RPI) land use designation. According to the Future Land Use Element (FLUE), RPI in the Urban Priority Area (UPA) is intended to provide compact medium to high density development. Development which includes medium to high 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 Vehicle Miles Traveled. RPI is generally intended to provide transitional uses between commercial and residential uses.

The site is proposed to change from RPI to Community/General Commercial (CGC). According to the FLUE, CGC in the UPA 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.

The site is currently served by centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA Availability letter provided by the applicant, the nearest water and sewer connection points are located along 16<sup>th</sup> Street. There are also alternative connection points available on Myrtle Avenue.

The amendment site currently contains a vacant structure that was once a restaurant and the amendment is intended to promote viable re-use of the property. The site is located across the street from a gas station and is adjacent to another commercial retail site. The proposed use would provide more commercial services for nearby residents. Therefore the proposed



development is consistent with Goal 3, Objective 3.2, and Policies 1.1.11, 2.2.8, and 3.2.2 of the FLUE.

The RPI to the west of the amendment site will remain as an appropriate transition between densities, separating the commercial and residential uses, pursuant to the general intent of the RPI land use category. This will maintain a compact, compatible land use pattern consistent with FLUE Policies 1.1.10 and 3.1.3.

The proposed amendment has been evaluated for consistency with the Urban Core Vision Plan, consistent with FLUE Policy 4.1.8B.

### **Neighborhood Action Plan**

This site is located within the boundaries of the Kings Road/Beaver Street Neighborhood Action Plan. One recommendation of this plan is to develop new commercial areas to support the local residents. The area has an unmet demand for commercial developments that meet the daily needs of residents, such as grocery stores and pharmacies. This application would allow for these types of developments, therefore the proposed use is

consistent with the Neighborhood Action Plan.

### **Vision Plan**

The subject property is located within the boundaries of the Urban Core Vision Plan. The vision plan discusses the need to bring retail and services into neighborhoods that lack access to such resources. The proposed development would provide the surrounding neighborhood access to additional commercial retail uses. Therefore, this policy is consistent with Guiding Principle 2.3 of the Urban Core 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.

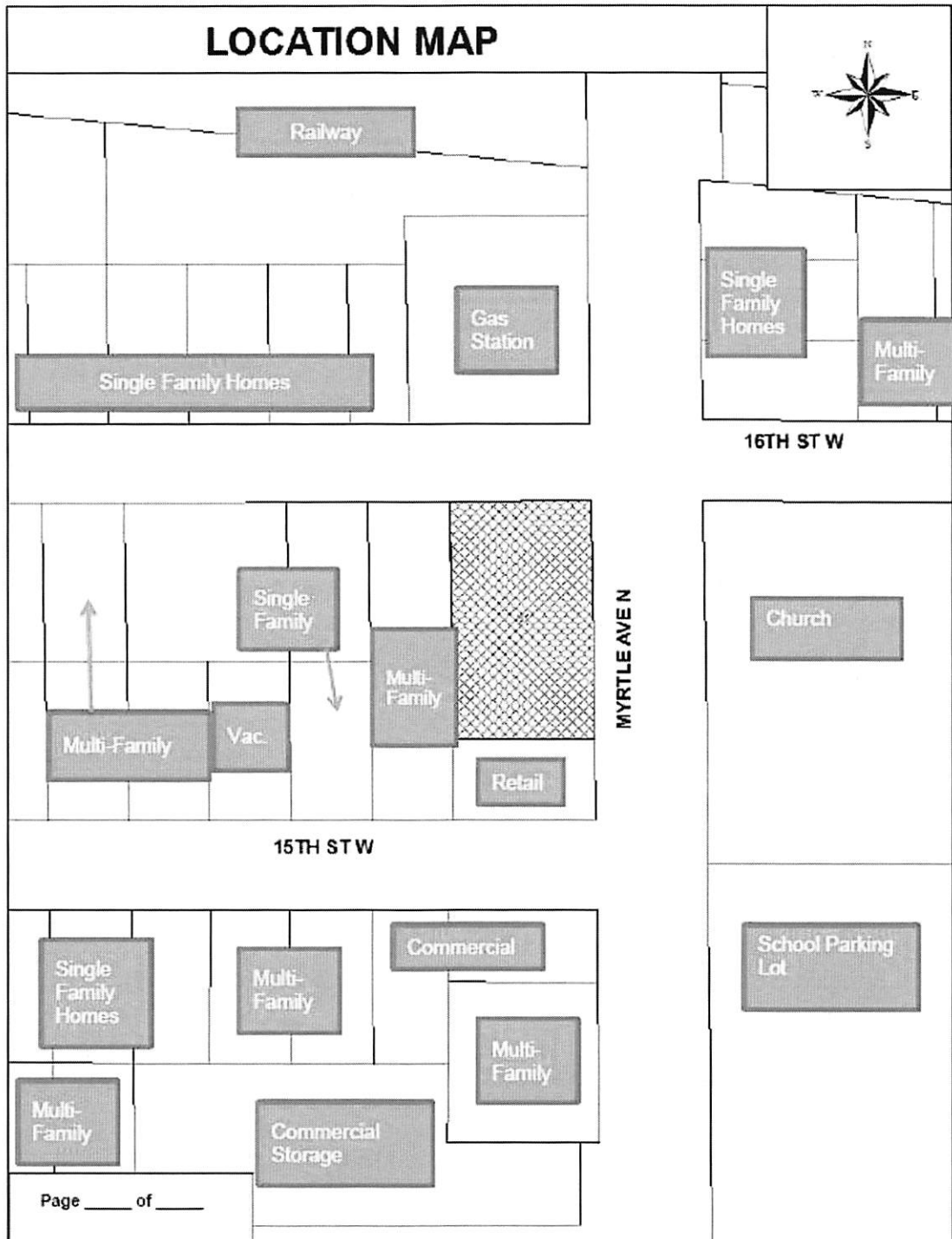
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would allow for infill development to occur on the proposed site.

## **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.

# ATTACHMENT A

## Existing Land Utilization:



# ATTACHMENT B

## Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment 2017C-023, located at 2514 Myrtle Avenue at the southwest corner of 16<sup>th</sup> Street and Myrtle Avenue in the Urban Priority Development Area of Jacksonville, Florida. The subject site is currently occupied with a 1,512 SF restaurant building and has an existing Residential/Professional/Institutional (RPI) nonresidential land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) land use on approximately 0.30 +/- acre.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> 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 nonresidential land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 6,534 SF of office/institutional space (ITE Land Use Code 710) which could generate 64 net daily trips. The proposed the CGC land use category allows for 0.35 FAR per acre resulting in a development potential 4,574 SF commercial space (ITE Land Use Code 820), generating 109 new daily vehicular trips. This will result in 45 net new daily vehicular trips if the land use is amended from RPI 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
RPI	710	6,534 SF	T =9.74 (X)	64	0.00%	64
<b>Total Section 1</b>						<b>64</b>
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	851	4,574 SF	T =37.75 (X)	173	36.75%	109
<b>Total Section 2</b>						<b>109</b>
<b>Net New Daily Trips</b>						<b>45</b>

Source: Trip Generation Manual, 10th 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 9 on Myrtle Avenue between Kings Road (US 1) and Golfair 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 9 is **0.85**.

Myrtle Avenue between Kings Road (US 1) and Golfair Boulevard is a collector roadway that would be impacted by the proposed development. This segment of Myrtle Avenue is a 2-lane divided facility and has a maximum daily capacity of 14,040 vpd. The proposed 4,574 SF commercial development could generate approximately 45 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.40 with the inclusion of the additional traffic from this land use amendment.

# ATTACHMENT C

## Land Use Amendment Application:

	<b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>		
<b>Date Submitted:</b>	8/25/17	<b>Date Staff Report is Available to Public:</b>	11-3-17
<b>Land Use Adoption Ordinance #:</b>	2017-703	<b>Planning Commission's LPA Public Hearing:</b>	11-9-17
<b>Rezoning Ordinance #:</b>	2017-704	<b>1st City Council Public Hearing:</b>	11-14-17
<b>JPDD Application #:</b>	2017C-023	<b>LUZ Committee's Public Hearing:</b>	11-21-17
<b>Assigned Planner:</b>	Krista Fogarty	<b>2nd City Council Public Hearing:</b>	11-28-17
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> STEVE DIEBENOW  ONE INDEPENDENT DRIVE, STE. 1200 JACKSONVILLE, FL 32202 Ph: 9043011269 Fax: 9043011279 Email: SDIEBENOW@DMPHLAW.COM		<b>Owner Information:</b> GEORGE SAFAR  6270 POWERS AVENUE JACKSONVILLE, FL 32217 Ph: 9046138796	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	0.30	<b>General Location:</b>	SOUTHWEST CORNER OF 16TH STREET AND MYRTLE AVENUE
<b>Real Estate #(s):</b>	046383 0000	<b>Address:</b>	2514 MYRTLE AVE N
<b>Planning District:</b>	1		
<b>Council District:</b>	8		
<b>Development Area:</b>	URBAN PRIORITY AREA		
<b>Between Streets/Major Features:</b>	WEST 15TH STREET and WEST 16TH STREET		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT - FORMER RESTAURANT			
<b>Current Land Use Category/Categories and Acreage:</b> RPI 0.30			
<b>Requested Land Use Category:</b> CGC		<b>Surrounding Land Use Categories:</b> CGC,RPI	
<b>Justification for Land Use Amendment:</b> TO PERMIT REDEVELOPMENT OF THE PROPERTY AS A MUCH NEEDED FAMILY CONVENIENCE STORE.			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> JEA		<b>Sanitary Sewer:</b> JEA	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> CRO 0.30			
<b>Requested Zoning District:</b> CCG-1			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

# ATTACHMENT D

Aerial:

