



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

OVERVIEW

ORDINANCE: ORD # 2017-833

APPLICATION: APP # L-5266-17C-3-6

APPLICANT: LOUIS SLEIMAN, OLDE MANDARIN, LLC

PROPERTY LOCATION: NEAR THE INTERSECTION OF SAN JOSE BLVD. (SR 13) AND RICKY DRIVE

Acreeage: 0.06

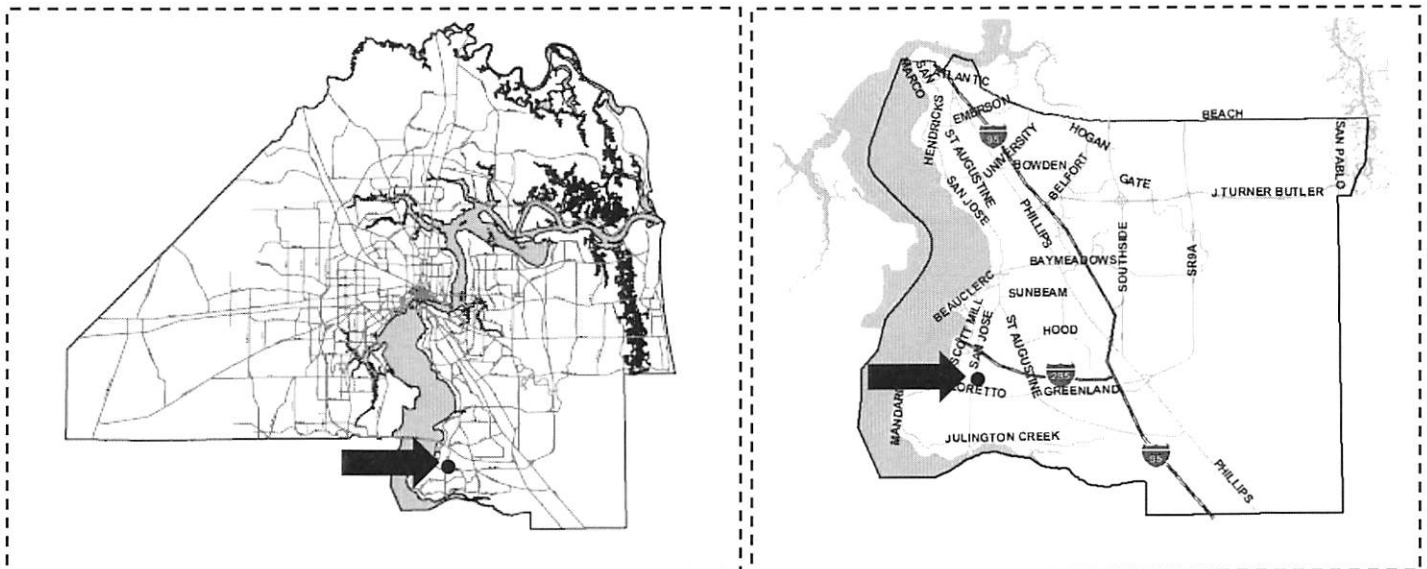
Requested Action:

	Current	Proposed
LAND USE	LDR	CGC
ZONING	RLD-60	PUD

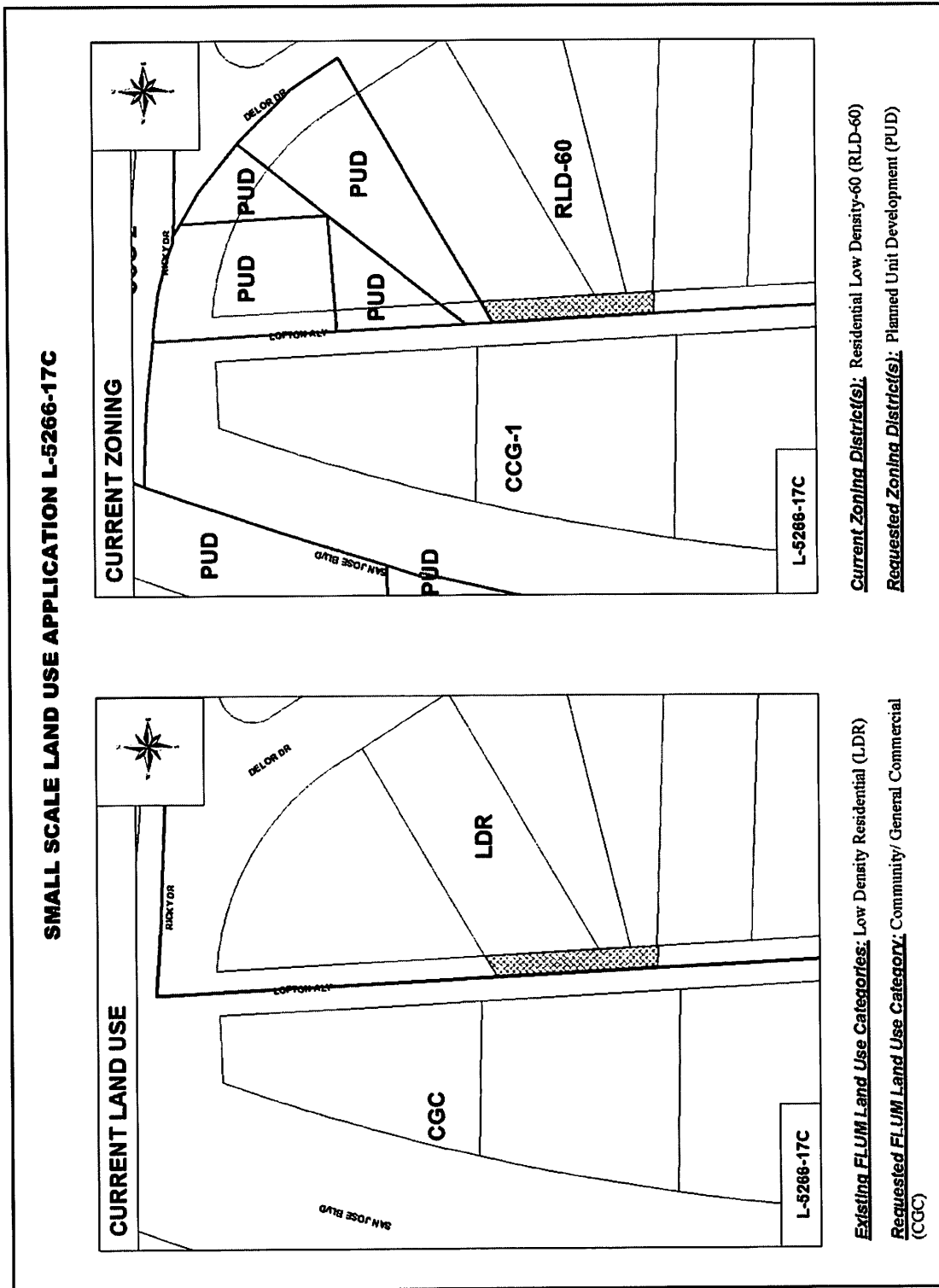
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CGC	0 DU (5 DU/Acre)	N/A	N/A	915 sq. ft. (0.35 FAR)	Decrease 0 DU	Increase 915 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL

LOCATION MAPS:



DUAL MAP



ANALYSIS

Background

The 0.06 acre amendment site is located on Lofton Alley, a public right-of-way. The site is located approximately 150 feet east of San Jose Boulevard (SR 13) and 200 feet south of Ricky Drive. The site is currently used by the adjoining retail establishment as a parking area. The site is located in Planning District 3 and Council District 6. According to the Development Areas Map in the Future Land Use Element, the property is located within the Suburban Area and is adjacent to the Urban Area.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and a rezoning from Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD). The companion PUD rezoning is pending concurrently with this land use amendment application, pursuant to Ordinance 2017-834. A second ordinance, 2017-575, is also pending concurrently with the application. The ordinance will close and abandon the northern 340 feet of Lofton Alley as public right-of-way. The amendment site is located within the area of right-of-way closure.

The vicinity of the amendment site has not undergone any small scale land use changes within the past several years. In 2005, the property directly to the northeast of the amendment site underwent a PUD to PUD rezoning (Ordinance 2005-355-E). The purpose of the PUD rezoning was to allow for the expansion of the existing fire station. The original PUD for the fire station was created in 1988 from a parcel in an RS-F (Residential Single-Family) zoning district (Ordinance 1988-1079-622).

The adjacent uses and zoning are as follows and as depicted in Attachment A on p.12:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC, LDR	CCG-1,PUD	Commercial retail, fire station
South	CGC	CCG-1	Commercial retail
East	LDR	RLD-60	Single-family residential
West	CGC	CCG-1	Commercial retail

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). The current and future usage of the amendment site is for parking spaces and the owner does not plan on connecting to JEA provided water and sewer service.

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.

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 22 net new daily 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 1 on San Jose Boulevard between Loretto Road and I-295.

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 1 is **0.67**.

San Jose Boulevard (SR 13) between Loretto Road and I-295 is a functional classified arterial roadway that would be impacted by the proposed development. This segment of San Jose Boulevard is a 6-lane divided facility and has a maximum daily capacity of 59,900 vpd. The proposed 915 SF commercial development could generate approximately 22 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.97 with the inclusion of the additional traffic from this land use amendment.

Airport Environment Zone

The site is located within the 500-foot Airport Height and Hazard Restriction Zones for Jacksonville International 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.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

IMPACT ASSESSMENT**L-5266-17C****0.06 acres****DEVELOPMENT ANALYSIS**

	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Parking	Parking
Land Use/Zoning	LDR	CGC
Development Standards For Impact Assessment	5 DU/acre	0.35 FAR
Development Potential	0	915 sq. ft.
Population Potential	0	0

SPECIAL DESIGNATIONS AREAS

	<u>YES</u>	<u>NO</u>
Plans/Studies	x- Southeast Vision Plan	
Aquatic Preserve		x
Airport Environ Zone	x - NASJAX HH (500')	
Industrial Preservation Area		x
Cultural Resources		x
Archaeological Sensitivity		x - Low
Historic District		x
Coastal High Hazard Area		x
Ground Water Aquifer Recharge Area		x
Well Head Protection Zone		x
Boat Facility Siting Zone		x
Brownfield		x

PUBLIC FACILITIES

Potential Roadway Impact	22 new external daily trips
Potential Public School Impact	N/A
Water Provider	JEA
Potential Water Impact	Increase of 45.735 gallons/day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 34.301 gallons/day
Potential Solid Waste Impact	Increase of 1.4635 tons per year
Drainage Basin / Sub-Basin	Unnamed Drain
Recreation and Parks	Chuck Rogers Park
Mass Transit	JTA Routes 17 & 200

NATURAL FEATURES

Elevations	20 feet
Soils	51 – Pelham fine sand
Land Cover	1300 – Residential high density
Flood Zone	N/A
Wet Lands	N/A
Wild Life	N/A

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 25, 2017, the required notices of public hearing signs were posted. Thirty-one notices were mailed out to adjoining property owners and other interested parties informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizens Informational Meeting (CIM) was held on December 18, 2017. One speaker was present and wished to retain ingress/egress rights for his wrecker on Lofton Alley, following the passage of Ordinance 2017-575. The applicant was present and noted that this issue was not pertinent to the land use or zoning applications. The speaker and applicant had already begun discussions of the issue prior to the CIM.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Future Land Use Element

According to the Category Description of the Future Land Use Element (FLUE), the current designation of Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses include single family and multi-family dwellings; commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area; and other uses associated with and developed as an integral component of TND. LDR also permits housing densities of up to 7 dwelling units per acre when full urban services are available

The property owner is proposing to change the site's land use category to Community/General Commercial (CGC). The category is intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Future land use amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Commercial retail sales and service and business and professional offices are primary uses within CGC in the Suburban Area.

Proposed amendment analysis in relation to the 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 1.1.12 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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- 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.
- 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.

The current and proposed use of parking spaces, associated with commercial services, on the amendment site will promote and sustain the viability of an area with an established history of commercial uses. The site is located near San Jose Boulevard (SR 13), a principal arterial roadway and major commercial thoroughfare. The subject site is also located in an area with access to full urban services. The proposed amendment is consistent with the CGC FLUE description and preference for new CGC designations.

The owner plans on using the site strictly for parking spaces and does not plan on connecting to JEA provided water and sewer service. The site is in the Suburban Development Area and on the border of the Urban Area and has existing infrastructure, utilities, and public facilities. The amendment complies with Policies 1.2.9 and 3.2.7.

The land use amendment would promote the viability of an existing commercial area. Despite the residential land use designation of the site, the site is currently being used for parking spaces for the retail establishment directly to the west of the site. The amendment to CGC would result in compatible land use patterns for the area. This is consistent with FLUE Objective 3.2, Policy 3.2.1 and Objective 6.3.

The PUD rezoning must address the protection and continued viability of adjacent residential areas, while providing for a compact and compatible mix of uses. The companion PUD should address design elements, location of uses and access points. The amendment will not encourage through traffic into adjacent residential neighborhoods, as the amendment site has direct access to San Jose Boulevard (SR 13). The proposed amendment supports the goals and intent of Objective 1.1 and Policies 1.1.10, 1.1.12 and 3.2.4.

Consistent with FLUE Policy 4.1.8B, the proposed amendment has been evaluated and found consistent with the 2010 *Southeast Vision Plan*.

Transportation Element

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

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.

Policy 2.3.9 The City shall encourage, through the development review process, the interconnections of land uses that reduce the need for external trip generation and encourage alternative methods of movement. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

Access should be controlled by the PUD rezoning in order to fulfill Policies 2.3.8 and 2.3.9.

Recreation and Open Space Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Recreation and Open Space Element:

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

The reservation of at least 10% of open space in the amendment site should be included in the PUD rezoning's requirements in order to comply with Policy 2.2.1.

Vision Plan

The subject property is located within the study area of the 2010 *Southeast Vision Plan*. This proposed development is consistent with the fourth guiding principle of the Vision Plan: to provide for economic growth and to develop a strong and viable economic base. It is also consistent with Sub-principle 4.1.1, which encourages new growth to be developed within close proximity to existing economic generators and to take advantage of existing infrastructure. The amendment site opens onto San Jose Boulevard (SR 13), a major commercial thoroughfare in the Mandarin area of the city.

Strategic Regional Policy Plan

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

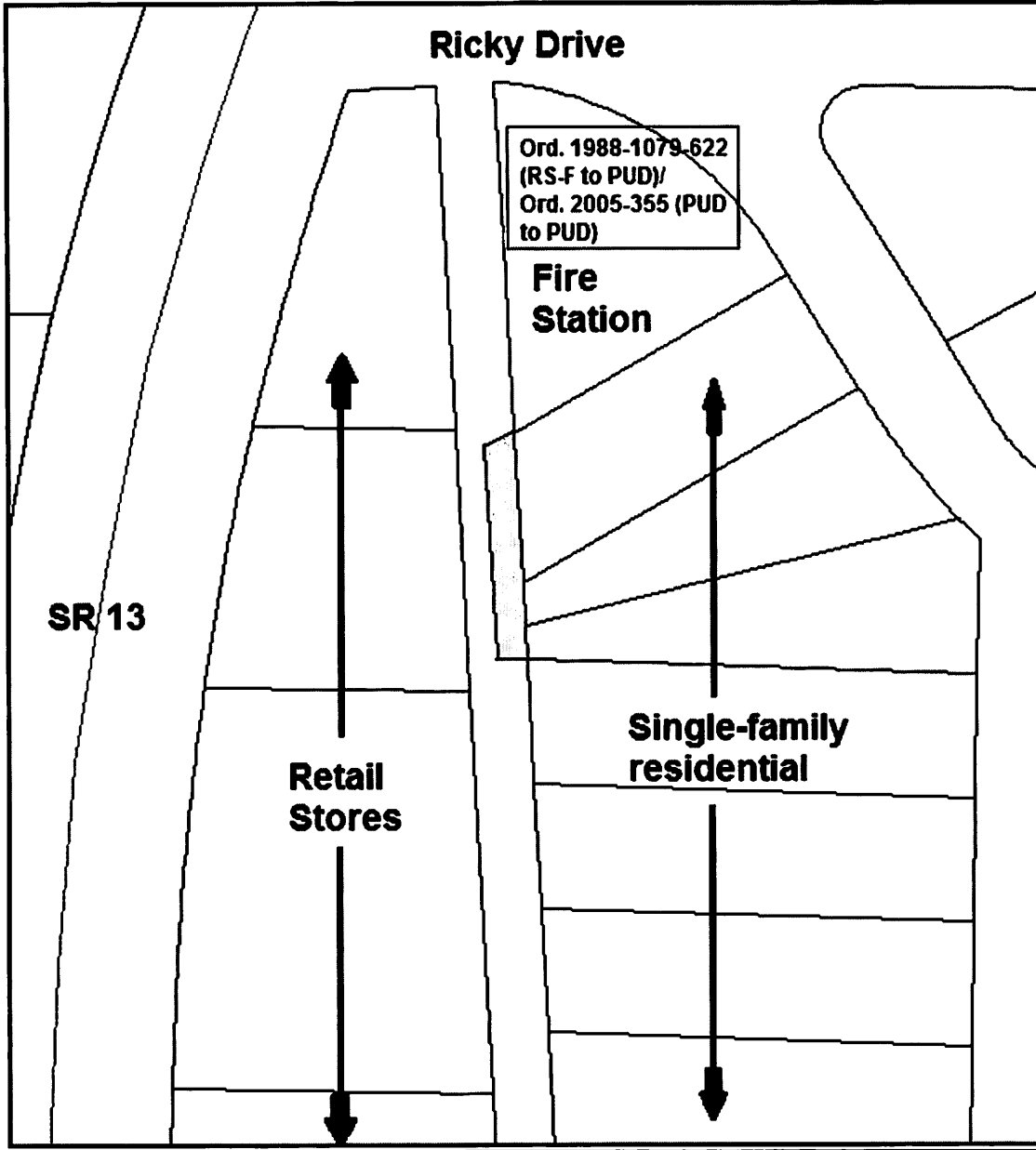
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan. The amendment would provide for the expansion of an existing business and the expansion of a developed commercial corridor in the northeast Florida region.

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 L-5266-17C, located along Lofton Alley, east of San Jose Boulevard in the Suburban Development Area of Jacksonville, Florida. The subject site has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) land use on approximately 0.06 +/- acre.

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 zero homes (ITE Land Use Code 210). The proposed the CGC land use category allows for 0.35 FAR per acre resulting in a development potential 915 SF of commercial space (ITE Land Use Code 820), generating 22 new daily vehicular trips. This will result in 22 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	0 DU	T =9.44 (X)	0	0.00%	0
Total Section 1						0
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	820	915 SF	T =37.75 (X)	35	36.75%	22
Total Section 2						22
Net New Daily Trips						22

Source: Trip Generation Manual, 10th 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 on San Jose Boulevard between Loretto Road and I-295.


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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: 10/17/17 Land Use Adoption Ordinance #: 2017-833 Rezoning Ordinance #: 2017-834 JPDD Application #: L-5266-17C Assigned Planner: Maurice Postal	Date Staff Report is Available to Public: 1/12/2018 Planning Commission's LPA Public Hearing: 1/18/2018 1st City Council Public Hearing: 1/23/2018 LUZ Committee's Public Hearing: 2/6/2018 2nd City Council Public Hearing: 2/13/2018
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>	
Applicant Information: LOUIS SLEIMAN OLDE MANDARIN, LLC 6622 SOUTHPOINT DRIVE SOUTH, SUITE 350 JACKSONVILLE, FL 32216 Ph: 9046525718 Fax: 9043581872 Email: LOUIS@TRIFORCEDEVELOPMENT.COM	Owner Information: LOUIS SLEIMAN OLDE MANDARIN, LLC 6622 SOUTHPOINT DRIVE SOUTH, SUITE 350 JACKSONVILLE, FL 32216 LUIS ETAL LLERA 3032 DELOR DRIVE JACKSONVILLE, FL 32223 PATRICK BOARDMAN 3040 DELOR DRIVE JACKSONVILLE, FL 32223 DAVID CANNINGTON 3046 DELOR DRIVE JACKSONVILLE, FL 32223
<u>DESCRIPTION OF PROPERTY</u>	
Acreage: 0.06 Real Estate #(s): 156068 0000 (portion of), 156279 0000 (portion of), 156280 0000 (portion of), 156281 0000 (portion of) Planning District: 3 Council District: 6 Development Area: SUBURBAN AREA Between Streets/Major Features: SAN JOSE and MANDARIN TERRACE SUBDIVISION	General Location: LOFTON ALLEY - DIRECTLY EAST OF 11467 SAN JOSE BLVD Address: LOFTON ALLEY
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>	
Current Utilization of Property: PARKING AREA Current Land Use Category/Categories and Acreage: LDR 0.06	
Requested Land Use Category: CGC Justification for Land Use Amendment: IN CONNECTION WITH APPLICANTS DEVELOPMENT OF APPLICANTS PROPERTY, APPLICANT COMMITTED TO THE CITY TO CLEAN-UP THE PROPERTY AND RESTORE IT TO A REPUTABLE, PLEASING CONDITION, AS AN INTEGRAL PART OF APPLICANTS PROPERTY. PER PRIOR WRITTEN APPROVAL FROM MK.	Surrounding Land Use Categories: CGC
<u>UTILITIES</u>	
Potable Water: JEA	Sanitary Sewer: JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>	
Current Zoning District(s) and Acreage: RLD-60 0.06	
Requested Zoning District: PUD	
Additional information is available at 904-255-7888 or on the web at http://maps.colnetfl.gov	

ATTACHMENT D

Aerial:

