

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



OVERVIEW

ORDINANCE: ORD # 2018-14

APPLICATION: L-5270-17C-3-5

APPLICANT: T.R. HAINLINE

PROPERTY LOCATION: SOUTHEAST OF INTERSECTION OF ATLANTIC BLVD. AND KINGS AVE.

Acreage: 6.82

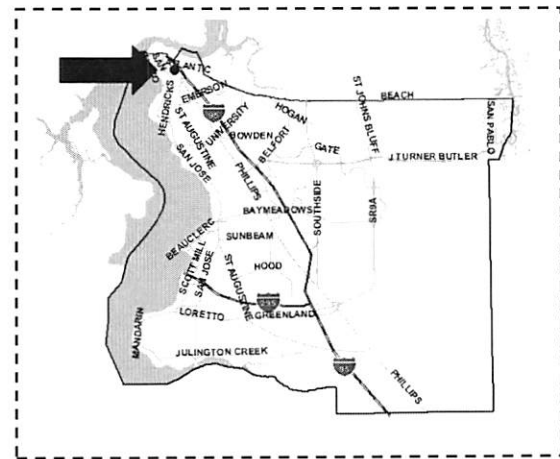
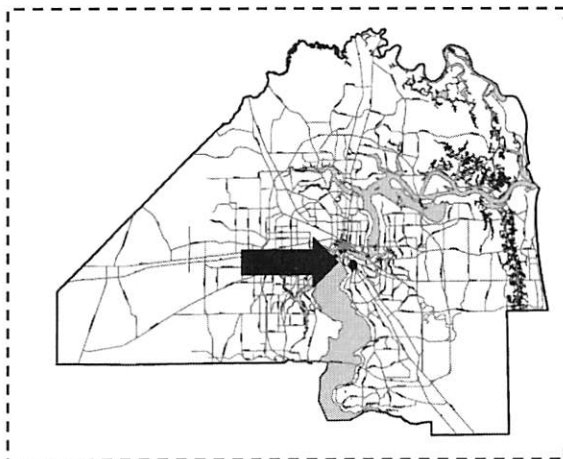
Requested Action:

	Current	Proposed
LAND USE	CGC	HDR, RPI, ROS
ZONING	CCG-1, CCG-2, CO	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
CGC	HDR (6.04 acres), RPI (0.73 acres), ROS (0.05 acres)	N/A	HDR: 272 DU (45 DU/acre), RPI: 10 DU (15 DU/acre)	104,130 sq. ft. (0.35 FAR)	ROS: 327 sq. ft. (0.15 FAR)	Increase 282 DU	Decrease 103,803 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



ANALYSIS

Background:

The 6.82 acre amendment site at the eastern edge of San Marco and is composed of twenty-four parcels owned by the Southside Assembly of God. The site is located to the southeast of the intersection of Atlantic Boulevard (SR 10) and Kings Avenue (SR 5). The property is located in Planning District 3, Council District 5 and within the Southeast Jacksonville Vision Plan. The subject property is currently developed with a mix of church worship and office buildings, paved parking lots and vacant grass lots. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Priority Development Area. The western two parcels of the amendment site are located within the San Marco Zoning Overlay District.

The applicant proposes a small-scale future land use map amendment from Community/General Commercial (CGC) to a mix of High Density Residential (HDR) (6.04 acres), Residential/Professional/Institutional (RPI) (0.73 acres), and Recreation and Open Space (ROS) (0.05 acres). The applicant wishes to rezone the site from Commercial Community/General-1 (CCG-1), Commercial Community/General-2 (CCG-2), and Commercial Office (CO) to Planned Unit Development (PUD). The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-15.

The applicant is proposing to develop the site into a high-density, residential apartment complex of more than 320 apartment units. The apartments will be composed of two separate four-story apartment buildings. The northern building in the complex will have an accompanying four-story parking deck. The applicant also plans on building eight carriage houses in the western section of the amendment site. A potential alternative development plan includes the construction of twenty-two townhomes or single-family homes, instead of the southern apartment building.

The site is spread over portions of three city blocks and has frontage on five separate roadways. The site has eastern frontage on Kings Avenue (SR 5), a principal arterial roadway that becomes Philips Highway (SR 5, US 1). The site also has frontage on four local roads: Olevia Street, Bertha Street, Mitchell Avenue and Perry Place. Perry Place intersects with Atlantic Boulevard (SR 10) north of the site. The western side of the site is bounded by Florida East Coast railroad tracks.

The area surrounding the subject site is a varied mix of single-family residential, commercial, office uses and vacant lots. There is a small church located directly to the south and a gas station located to the north of the main worship sanctuary.

In 2014, there was a rezoning (Ordinance 2014-0543-E) of an adjacent 1.16 acre site from CCG-1 and CCG-2 to PUD. This rezoning included property owned by the Southside Assembly of God. The site was developed into a gas station and convenience store and is now operating as a "Daily's" location.

Transportation Element

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

Capital Improvements Element

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

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 8 west of Kings Avenue (SR 5) between I-95 and St. Johns Street and south of Atlantic Boulevard (SR 10) between I-95 and San Marco 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 8 is **0.59**.

Kings Avenue (SR 5) between I-95 and St. Johns Street is the first functional classified road that would be impacted by the proposed development. This segment of Kings Avenue (SR 5) is a 2-lane undivided non SIS facility and has a maximum daily capacity of 11,100 vpd. The proposed residential development could generate approximately 2,260 new daily trips unto the network. It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review. This segment will be subject to FDOT review and access management requirements.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S.

Objective 3.2 **Adopted Level of Service (LOS) Standards**
 Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY	CURRENT ENROLLMENT 20 Day Count (2017/18)	% OCCUPIED	4 YEAR PROJECTION
Hendricks Avenue ES #71	4	47	659	680	103%	104%
Dupont MS #66	4	21	1,071	826	77%	80%
Terry Parker HS #86	4	26	1,623	1,866	87%	89%

****The percentage occupied may not appear correct due to ESE space requirements.***

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.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

Brownfield Designation

The amendment site was designated as a "brownfield area" by Resolution 2017-708, upon application by the future owner and developer, Chance Olevia, LLC. Environmental site assessments have confirmed the presence of arsenic, benzene, benzo(a) pyrene, benzo(b) fluoranthene, and other volatile and semi-volatile compounds in soil and groundwater. The applicant plans on conducting further assessment and remediation activities in order to eventually achieve regulatory site closure from the Florida Department of Environmental Protection (FDEP). Chance Olevia, LLC has executed a Brownfield Site Rehabilitation Agreement (BSRA) with FDEP. The enactment of the BSRA allows the future owner to pursue Voluntary Cleanup Tax Credits and cleanup liability protection from the State of Florida for actual assessment and remediation activities conducted on the site.

As required by §376.80(2)(c), F.S., the property owner proposing the designation of a new Brownfield Area established the following during the legislative process:

1. The owner or entity controlling the brownfield site is requesting the designation and has agreed to rehabilitate and redevelop the site.
2. The rehabilitation and redevelopment of the site will result in five permanent jobs.
3. The redevelopment is consistent with the comprehensive plan and land development regulations.

IMPACT ASSESSMENT

L-5270-17C

6.82 Acres

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Church	Multi-family residential
Land Use/Zoning	CGC/ CCG-1, CCG-2, CO	HDR, RPI, ROS/ PUD
Development Standards For Impact Assessment	0.35 FAR	HDR: 45 DU/acre (6.04 ac) RPI (residential): 15 DU/acre (0.73 ac) ROS: 0.15 FAR (0.05 ac)
Development Potential	104,130 sq. ft.	HDR: 272 DU RPI: 10 DU ROS: 327 sq. ft.
Population Potential	0	662
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Plans/Studies	X – US 1 Corridor Study, Southeast Vision Plan	
Aquatic Preserve		X
Airport Environ Zone	X – HH Zone (300',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 – Discharge Area
Well Head Protection Zone	X – Buffer (500', 750')	
Boat Facility Siting Zone		X
Brownfield	X - Res. 2017-708	
PUBLIC FACILITIES		
Potential Roadway Impact	0 new vehicular trips	
Potential Public School Impact	94 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 61,063 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 45,798 gallons per day	
Potential Solid Waste Impact	Increase of 566.59 tons per year	
Drainage Basin / Sub-Basin	St. Johns River/ Stream	
Recreation and Parks	Historic Kings Road Park, Fletcher Park, Alexandria Oaks Park	
Mass Transit	#8, #17, #27 bus routes	
NATURAL FEATURES		
Elevations	15 feet	
Soils	69 – Urban land, 75 – Urban land-Hurricane-Albany complex	
Land Cover	1300 – High-density residential, 1410 – Retail sales and services	
Flood Zone	N/A	
Wet Lands	N/A	
Wild Life	N/A	

HDR designations in the Urban Priority Area (UPA) shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Locations which serve as a transition between commercial and medium density residential land uses are preferred. Sites which are abutting Low Density Residential (LDR) or Rural Residential (RR) are discouraged. The maximum gross density in the Urban Priority Area shall be 80 units/ acre and the minimum gross density shall be 20 units/ acre.

Residential Professional Institutional (RPI) is a category primarily intended to accommodate 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 a part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses. Multi-family dwellings are a principal use within RPI in the Urban Priority Area.

The maximum gross density for RPI within the Urban Priority Area shall be 40 units/ acre and the minimum gross density shall be 10 units/ acre. Single-use developments shall be limited to residential or office. Single use residential developments shall be developed pursuant to the requirements of the Medium Density Residential (MDR) category, which has a maximum density of 20 units/ acre. The RPI section of the amendment site is also within the San Marco Zoning Overlay District.

Recreation and Open Space (ROS) includes lands used for activities that are associated with outdoor recreation. Recommendations in the more specific planning district, neighborhood or functional plans will also be considered in siting future recreational facilities.

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 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.

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.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

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 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.

Consistent with the Urban Priority Area description and density requirements, the project will create approximately 320 multi-family dwelling units within 6.04 acres of HDR. The amendment site is located along Kings Avenue (SR 5), a four-lane principal arterial roadway. This location is highly supportive of transit, with sidewalks available for pedestrians, to the nearby Philips Highway (SR 5, US 1) transit corridor. The subject property has access to full urban services in an area with a mix of residential and non-residential uses such as commercial retail, restaurants and offices. The proposed amendment is consistent with the requirements of the HDR Future Land Use Category.

Development plans for the amendment site includes the creation of eight medium-density carriage houses along the adjoining FEC railroad tracks. The size of the RPI land use category within the amendment site is 0.73 acres. The proposed amendment is consistent with the description and density requirements of RPI in the Urban Priority Area.

In lieu of permitted commercial uses in HDR in the Urban Priority Area, the applicant has elected to dedicate a portion of the amendment site along Kings Avenue (SR 5) to ROS uses. The proposed amendment is consistent with the ROS land use category description.

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 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

The reservation of open space in the amendment site or the provision of a monetary contribution should be included in the PUD rezoning's requirements to fulfill Policy 2.2.2.

Corridor Plan Consistency

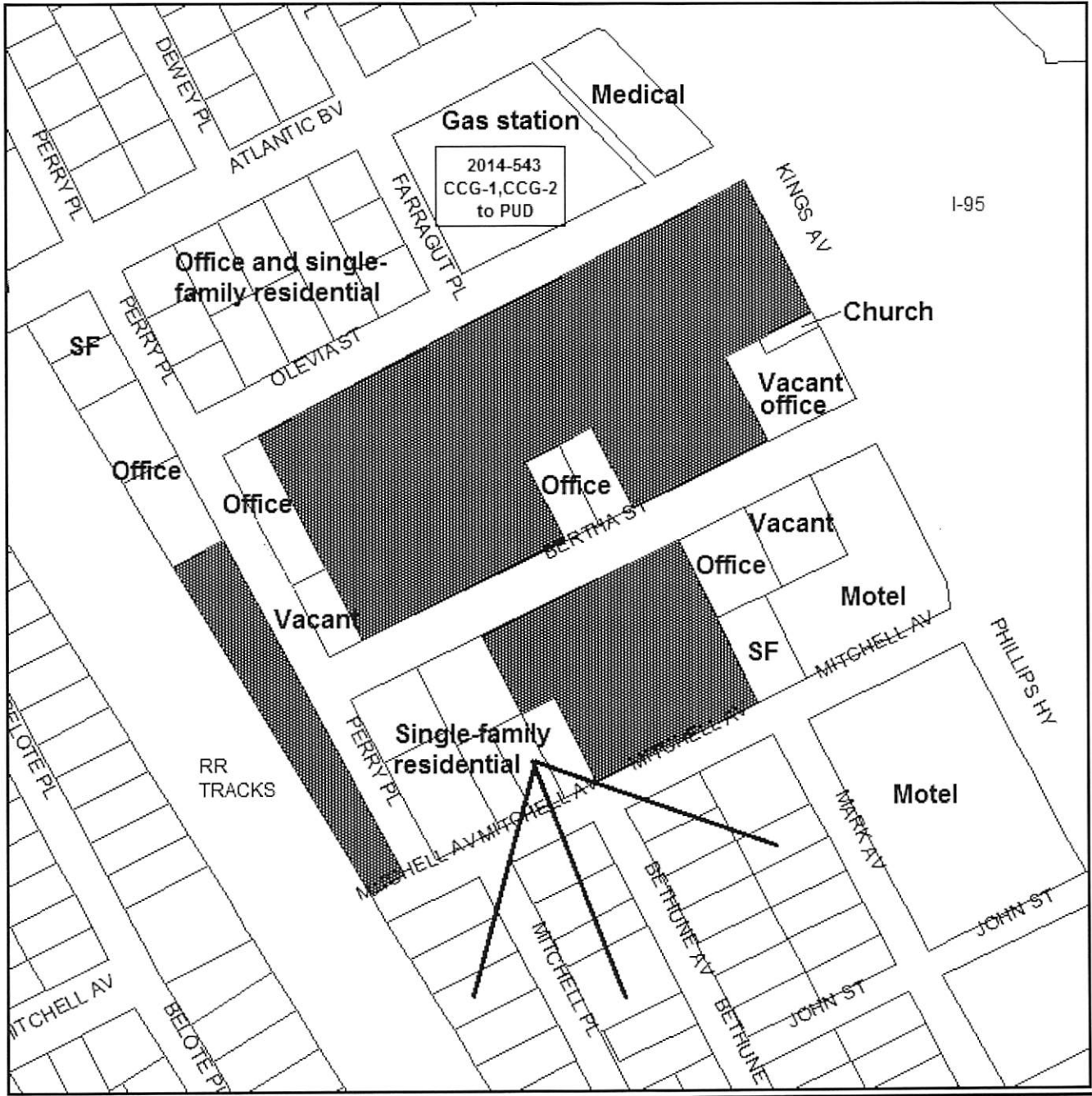
The amendment site is located within the boundaries of the *US 1 Corridor Study* and is in the northern terminus of the study area. Section Four of the study states that redevelopment and infill in the northern segment should be given preference over expansion of the southern segment. The study calls for improvement of the corridor's infrastructure, attracting new businesses, and improving parcel conditions to eventually eradicate any negative perceptions of the area, thus creating a neighborhood more attractive to newcomers.

Vision Plan Consistency

The site is also within the boundary of the *Southeast Vision Plan*. The land use amendment is consistent with Principle 2.1, which seeks to provide for and promote compatible mixed-use development, infill and redevelopment in stable and declining areas and to create a range of housing opportunities and choices, where appropriate. The amendment is also consistent with Policy 2.2. This policy encourages redevelopment along arterial roadways with higher densities and intensities and to limit impacts on failing roadways. The site is located on a principal arterial roadway, Kings Avenue (SR 5).

ATTACHMENT A

Existing Land Utilization:



Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 8 west of Kings Avenue (SR 5) between I-95 and St. Johns Street and south of Atlantic Boulevard (SR 10) between I-95 and San Marco Boulevard.

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ATTACHMENT D

