



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

OVERVIEW

ORDINANCE: # 2018-287

APPLICATION: L-5284-18C-5-8

APPLICANT: KATRINA LAMENDOLA
PROPERTY LOCATION: 8905 1st Avenue
Acreage: 0.19

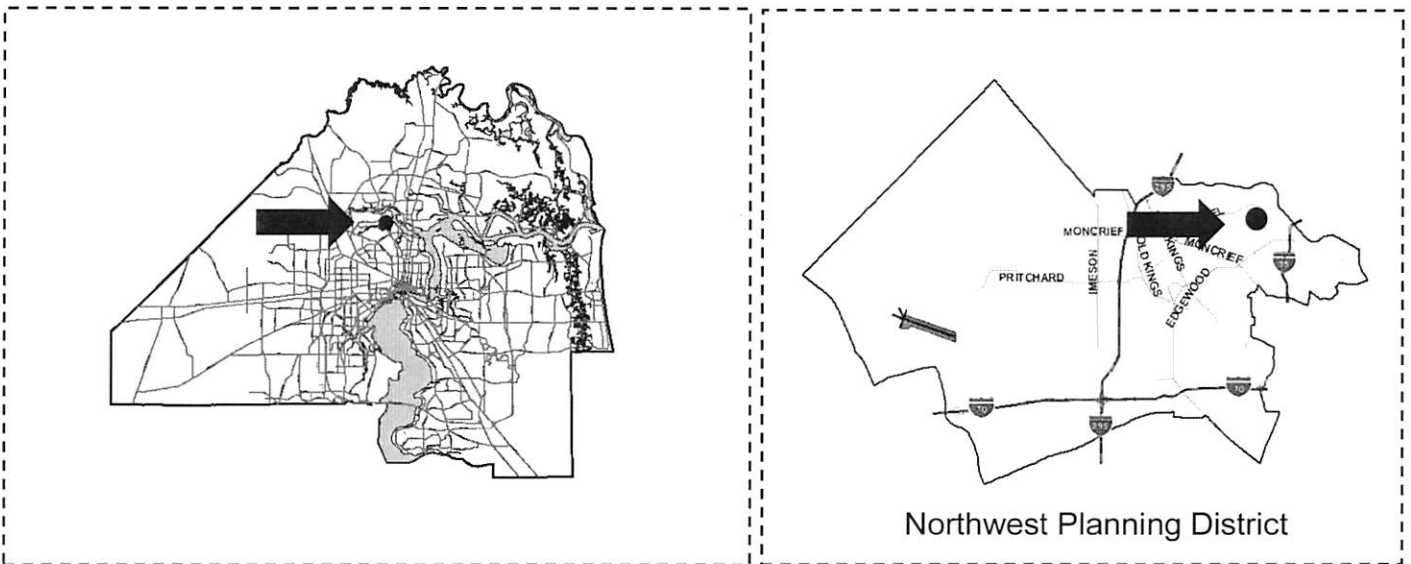
Requested Action:

	Current	Proposed
LAND USE	CGC	LDR
ZONING	CCG-1	RLD-60

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	LDR	N/A	1 DU (5 DU /Acre)	2,897 Sq. Ft. (0.35 FAR)	N/A	Increase 1 DU	Decrease 2,897 Sq. Ft.

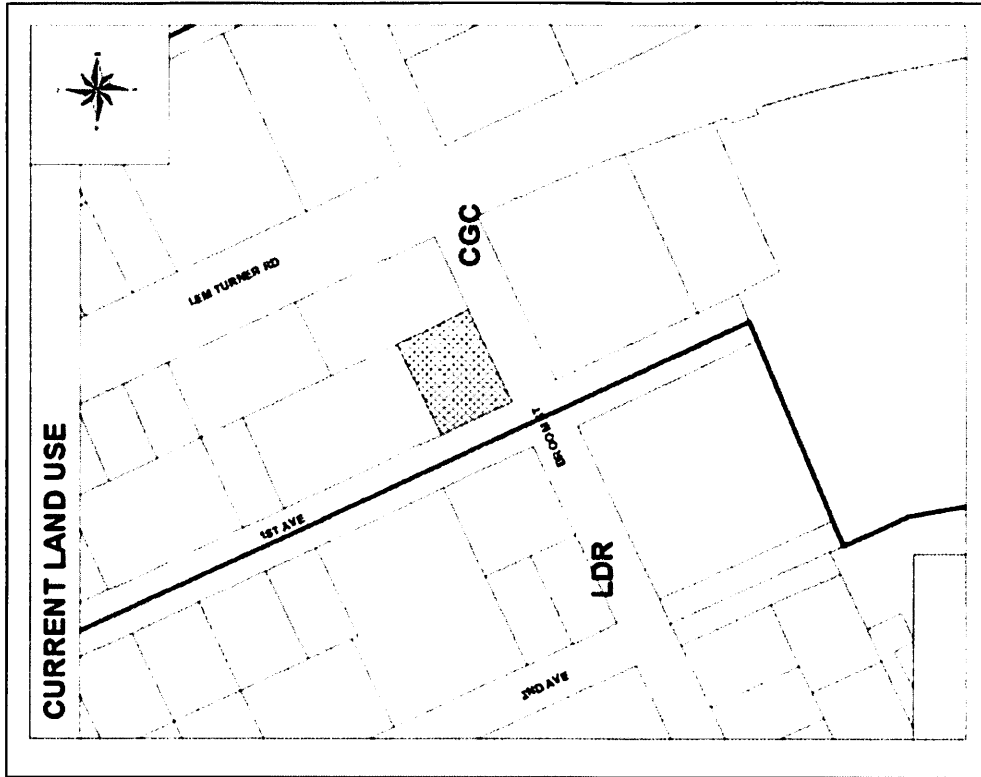
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: DENIAL

LOCATION MAPS:

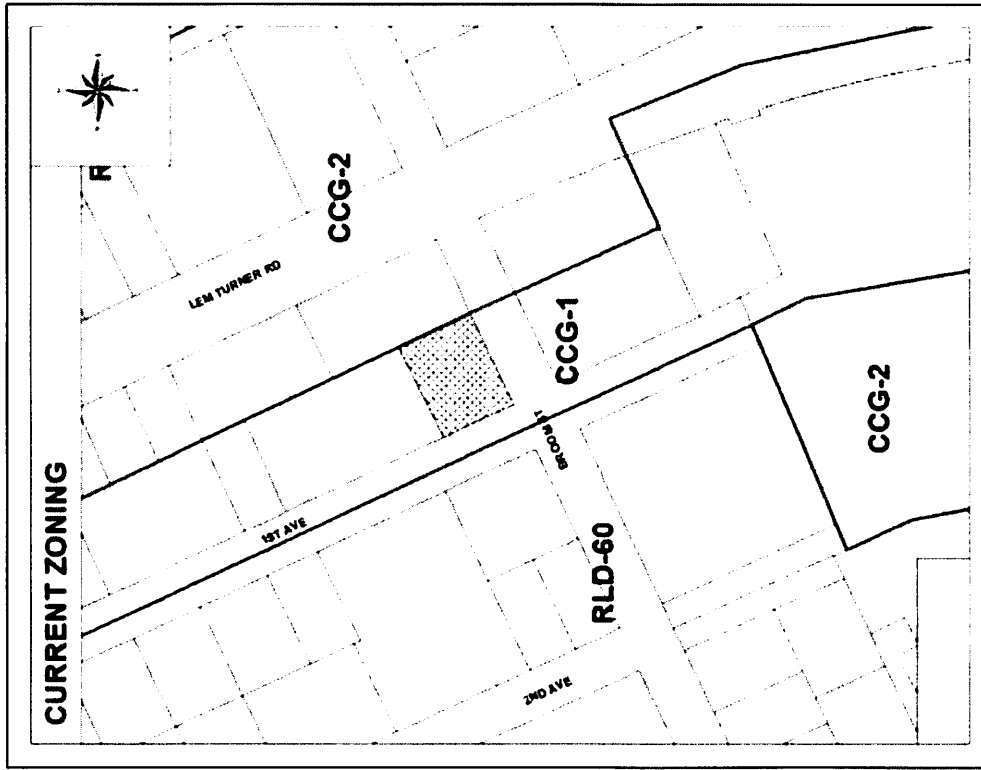


DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5284-18C



Existing FLUM Land Use Categories: Community General Commercial (CGC)
Requested FLUM Land Use Category: Low Density Residential (LDR)



Current Zoning District(s): Commercial Community General (CCG-1)
Requested Zoning District(s): Residential Low Density - 60 (RLD-60)

ANALYSIS

Background:

The subject property, which is 0.19 of an acre, is located in the northeast quadrant at the intersection of Broom Street and 1st Avenue, both local roads. The site is located within the Urban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

Although, there was once a single-family residence on the lot, the site is now vacant. The home was built prior to the adoption of the 2010 Comprehensive Plan and was located within a residential zoning category that would be the equivalent of the current Residential Low Density-60 (RLD-60) district. In 1991, the land use and zoning of this parcel were intentionally changed to Community/General Commercial (CGC) and Commercial Community/General-1 (CCG-1). In 2012, the home was demolished, thus the site lost its legal non-conforming status.

The applicant proposes a future land use map amendment from CGC to Low Density Residential (LDR) and a rezoning from CCG-1 to RLD-60. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-288.

The subject property is bounded by 1st Avenue to the west; Broom Street to the south; a legal, non-conforming single family residence to the north; and a commercial business (auto repair) to the east, which fronts Lem Turner Road (SR-115). The site is located on the western side of the Lem Turner Road (SR-115) corridor, but fronts 1st Avenue, as 1st Avenue delineates the separation between the CGC land use and the adjacent LDR land use. Land along the Lem Turner Road (SR-115) corridor is designated as CGC from Dunn Avenue (SR-104), (north of the subject site) to Norwood Avenue (south of the subject site).

At the time of this report, the Florida Department of Transportation (FDOT) is actively engaging in a road resurfacing project on Lem Turner Road (SR-115), approximately 100 feet to the east of the subject site. According to the FDOT website, this work began in January 2018 and is estimated to be completed in July 2018.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on Attachment A – Existing Land Utilization Map on Page 13. The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC	CCG-1	Single Family, Convenience Store,
South	CGC	CCG-1	Riverview Lodge, Vacant Commercial, Church, Single Family
East	CGC	CCG-1, CCG-2	Auto Repair, Nightclub, Retail Center, Car Wash
West	LDR	RLD-60	Single Family

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

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 applicant has provided a JEA Service Availability Letter dated March 9, 2017 with their application. According to the Availability Letter, the site has access to centralized water, but does not have access to centralized sewer.

Infrastructure Element

Sanitary Sewer Sub-Element

- Policy 1.2.8 The City shall continue the effort to phase out septic tanks in defined failure areas in conformance with Chapter 751, Ordinance Code (Septic Tank Superfund).

- 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.

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 no increase in net 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.

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**.

Lem Turner Road (SR 115) between Edgewood Avenue and Soutel Drive is the first functional classified road that would be impacted by the proposed development. SR 115 is a 4-lane divided arterial facility with a maximum daily capacity of 32,400 vpd. The proposed residential development will not have any significant impact on the existing roadway network with 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 and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

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

Septic Tank Failure Area

The property is located in an identified septic tank failure area. The City shall continue the effort to phase out septic tanks in defined failure areas in order to comply with Chapter 751, Jacksonville Ordinance Code. See policies of the Infrastructure Element below:

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.8 The City shall continue the effort to phase out septic tanks in defined failure areas in conformance with Chapter 751, Ordinance Code (Septic Tank Superfund).

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.

Flood Zone

The majority of this site is located within the 0.2-percent-annual-chance (or 500-year) flood zone (Attachment E). Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance:

Conservation /Coastal Management Element

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife

corridors, low density zoning, performance standards and open space requirements; and

- C. Incentives, including tax benefits and transfer of development rights

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant Commercial	Single Family Residential
Land Use Category	CGC	LDR
Development Standards For Impact Assessment	0.35 FAR	5 DU/Acre
Development Potential	2,897 sq. ft.	1 DU
Population Potential	0	2 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	High & Low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	No net new daily trips	
Water Provider	JEA	
Potential Water Impact	Increase of 121.5 gallons per year	
Sewer Provider	Septic	
Potential Sewer Impact	Increase of 90.86 gallons per year	
Potential Solid Waste Impact	Decrease of 2 tons per year	
Drainage Basin / Sub-Basin	Trout River/Ribault River	
Recreation and Parks	TK Stokes Boat Ramp	
Mass Transit	Rt. 12 bus stop – 350 ft. from site	
NATURAL FEATURES		
Elevations	10 feet	
Soils	71-Urban land-leon-boulogne complex, 0 to 2 percent slopes 69-urban land	
Land Cover	1400- Commercial and Services 1300- Residential High Density	
Flood Zone	0.2% Annual Chance	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 14, 2018, the required notices of public hearing signs were posted. Thirty-six (36) 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 May 14, 2018. 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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Policy 1.3.5 The City shall require that access to new single-family residential parcels with frontage along two or more roadways be located in accordance with the following parameters:

1. If one of the roadways is unimproved, access to the parcel may be provided from the improved roadway,
2. If the roadways are of differing functional classes, then access to the parcel shall be provided from the roadway with the lower functional class only,
3. If the roadways are of the same functional class, then access shall be provided as follows:
 - a. In the case of redevelopment of existing parcels, from the roadway where the prevailing pattern of existing driveways are located; or
 - b. In the case of new subdivisions where no pattern currently exists, on the roadway with the lower average daily traffic (ADT) inclusive of development traffic.
4. Driveways should be on the same road on which the parcel is addressed and the front door of the home is located, except in the case of an entirely new planned unit development or traditional neighborhood development where rear entry drives are expressly contemplated.

The above parameters shall be followed unless it can be demonstrated in a professional traffic study submitted for review and approval to the Traffic Engineering Division and the JPDD, and with which the City staff agrees, that such access restrictions would either:

1. present a safety hazard;
2. would cause undue congestion or delay on adjacent road facilities;
3. would cause environmental degradation; or

4. would hinder adequate traffic circulation.

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.

Policy 3.1.21 The City shall provide design standards in the Land Development Regulations to ensure compatibility with adjacent uses and to protect neighborhood scale and character through transition zones, bulk, massing, and height restrictions. The City shall consider the feasibility and effectiveness of developing design standards for each Development Area, not to include the Central Business District which has established design standards.

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

Transportation Element:

Policy 2.3.5 The City shall require that access to new single-family residential parcels with frontage along two or more roadways be located in accordance with the following parameters:

5. If one of the roadways is unimproved, access to the parcel may be provided from the improved roadway,
6. If the roadways are of differing functional classes, then access to the parcel shall be provided from the roadway with the lower functional class only,
7. If the roadways are of the same functional class, then access shall be provided as follows:
 - a. In the case of redevelopment of existing parcels, from the roadway where the prevailing pattern of existing driveways are located; or
 - b. In the case of new subdivisions where no pattern currently exists, on the roadway with the lower average daily traffic (ADT) inclusive of development traffic.

8. Driveways should be on the same road on which the parcel is addressed and the front door of the home is located, except in the case of an entirely new planned unit development or traditional neighborhood development where rear entry drives are expressly contemplated.

The above parameters shall be followed unless it can be demonstrated in a professional traffic study submitted for review and approval to the Traffic Engineering Division and the JPDD, and with which the City staff agrees, that such access restrictions would either:

5. present a safety hazard;
6. would cause undue congestion or delay on adjacent road facilities;
7. would cause environmental degradation; or
8. would hinder adequate traffic circulation.

Currently the site has a Community/General Commercial (CGC) land use designation. According to the Future Land Use Element (FLUE), CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure.

The applicant is proposing a land use change for the subject site from CGC to LDR. According to the FLUE, LDR in the Urban Area is intended to provide for low density residential development. Plan amendment requests for new LDR Designations are preferred in locations which are supplied with full urban services. The maximum gross density for LDR in the Urban Area shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater are not available.

The site currently has access to centralized water, pursuant to FLUE Policy 1.2.9. According to a JEA Availability letter provided by the applicant, dated March 9th, 2017 the nearest water connection point is located on the west side of 1st Avenue. There is no sewer connection point within 1/4 mile of the subject site. Since there is no nearby connection point, the site is consistent Policy 1.2.9 of the FLUE. However, the LDR land use category requires a minimum lot size of 1/4 acre, when either one of centralized potable water or wastewater is not available; at 0.19 acres, the amendment site inconsistent with this density requirement.

While the subject site is a lot of record, within a residential neighborhood that pre-dated the 2010 Comprehensive Plan, the site lost its legal non-conforming status in 2012, when the single-family home that was originally located on the subject site was demolished. The proposed amendment could limit the viability for commercial development on the adjacent parcels, due to an increase in buffering that would be required if the commercial parcels were directly abutting a residential neighborhood. Modern commercial development regulation often results in a need for lot depths in excess of what was originally platted along Lem Turner Road (SR-115), and as such, blocks along both sides of the Lem Turner Road (SR-115) commercial corridor were designated as CGC. Further, additional uncomplimentary use buffers are required when commercial uses abut residential uses; this is required in order to

protect the residences from commercial encroachment. However, in this case, the proposed LDR land use would be encroaching on the commercial land use designation and would be imposing a hardship on future commercial development along the corridor. Therefore, the proposed amendment is inconsistent with Goal 3, Objective 3.2 and Policies 3.1.21 and 3.1.3 of The FLUE.

The subject site is a corner lot with frontage along two roadways and would be required to meet the provisions of Policy 2.3.5 of the Transportation Element (TE) and Policy 1.3.5 of the FLUE to provide adequate traffic circulation. It should be noted that at the time of this report the two aforementioned policies have not yet become effective, but are expected to be effective by the final hearing date of the proposed amendment.

Vision Plan

The subject property is located within the boundaries of the “Suburban Area” and the “Ribault River Character Area” of the Northwest Vision Plan. According to the plan, this area is considered to be more auto-oriented, with lower-density housing and retail nodes. The plan also states that residents would like to see more local economic revitalization. The proposed amendment would reduce the amount of commercially designated land along a primary commercial corridor within the area of the Vision Plan. Therefore, the proposed amendment would be inconsistent with Theme 1 of the Northwest Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is inconsistent with the following Policy 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.

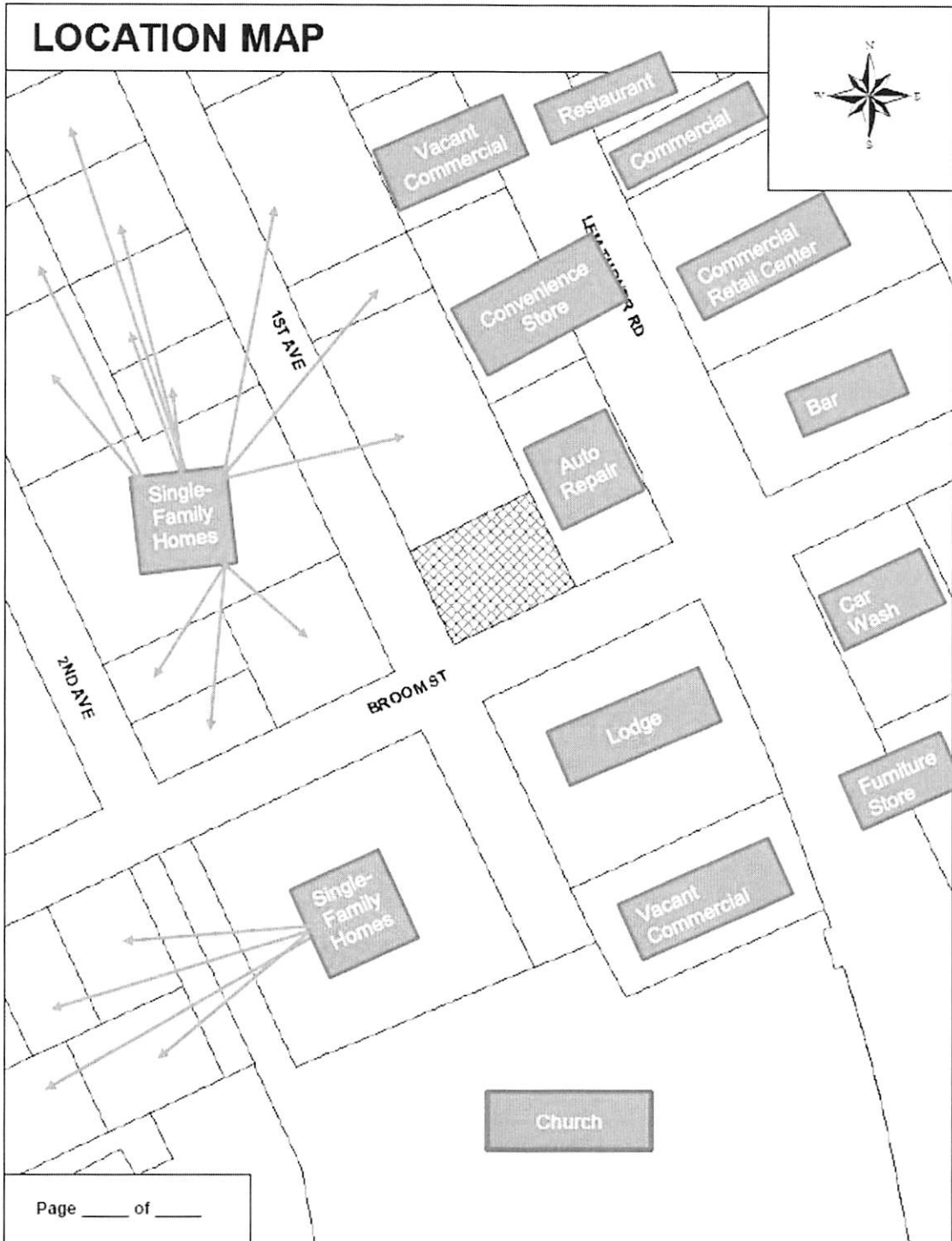
The subject site has been identified as being suitable for commercial infill development. The proposed land use amendment seeks to develop one single family dwelling unit and as such is inconsistent with Policy 3 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan as it does not encourage appropriate and compatible infill development.

RECOMMENDATION

The Planning and Development Department recommends **DENIAL** of this application based on its inconsistency 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 L-5284-18C, located 8905 1st Avenue west of Lem Turner Road and north of Broom Street in the Urban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Community General Commercial (CGC) land use category. The proposed land use amendment is to allow for Low Density Residential (LDR) development on approximately 0.19 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th 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, the CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 2,897 SF of commercial space (ITE Land Use Code 820) which could generate 69 daily vehicular trips. The proposed the LDR land use category allows for five single-family dwelling units per acre, resulting in a development potential one residential home (ITE Land Use Code 210), generating 9 new daily vehicular trips. This will result in no net new daily vehicular trips if the land use is amended from CGC to LDR, 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
CGC	820	2,897 SF	$T = 37.75 (X) / 1000$	109	36.75%	69
Total Section 1						69
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
LDR	210	1 DU	$T = 9.44 (X)$	9	0.00%	9
Total Section 2						9
Net New Daily Trips						0

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.


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.

Lem Turner Road (SR 115) between Edgewood Avenue and Soutel Drive is the first functional classified road that would be impacted by the proposed development. SR 115 is a 4-lane divided arterial facility with a maximum daily capacity of 32,400 vpd. The proposed residential development will not have any significant impact on the existing roadway network with the additional traffic from this land use amendment.

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:	2/2/18	Date Staff Report is Available to Public:	6-1-18
Land Use Adoption Ordinance #:	2018-287	Planning Commission's LPA Public Hearing :	6-7-18
Rezoning Ordinance #:	2018-288	1st City Council Public Hearing:	6-12-18
JPDD Application #:	L-5284-18C	LUZ Committee's Public Hearing:	6-19-18
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	6-26-18
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: KATRINA LAMENDOLA JWB 7563 PHILIPS HWY JACKSONVILLE, FL 32256 Ph: 9046776777		Owner Information: BCEL7 LLC JWB REAL ESTATE CAPITAL 7563 PHILIPS HWY STE. 208 JACKSONVILLE, FL 32256 Ph: 9046776777	
Email: KATRINA@JWBCOMPANIES.COM			
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	0.19	General Location:	RIVERVIEW
Real Estate #(s):	036203 0000	Address:	8905 1ST AVE
Planning District:	5	Development Area:	URBAN AREA
Council District:	8	Between Streets/Major Features:	GRAND STREET and BROOM STREET
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT COMMERCIAL			
Current Land Use Category/Categories and Acreage: CGC 0.19			
Requested Land Use Category:	LDR	Surrounding Land Use Categories:	LDR
Justification for Land Use Amendment: PROPERTY DIRECTLY FACES AND ABUTS SIGLE FAMILY RESIDENTIAL PROPERTIES			
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	SEPTIC
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: CCG-1 0.19			
Requested Zoning District: RLD-60			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Flood Zones:



- Flood Zones
- 0.2 PCT ANNUAL CHANCE FLOOD HAZARD

ATTACHMENT E

Aerial:

