

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



OVERVIEW

ORDINANCE: # 2018-639

APPLICATION: L-5288-18C-5-10

APPLICANT: L. CHARLES MANN
PROPERTY LOCATION: 4750 Soutel Drive
Acreege: 4.21

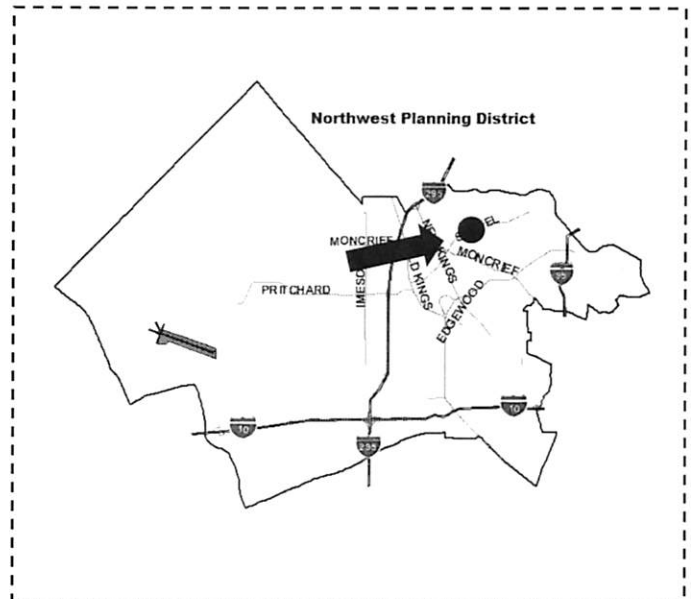
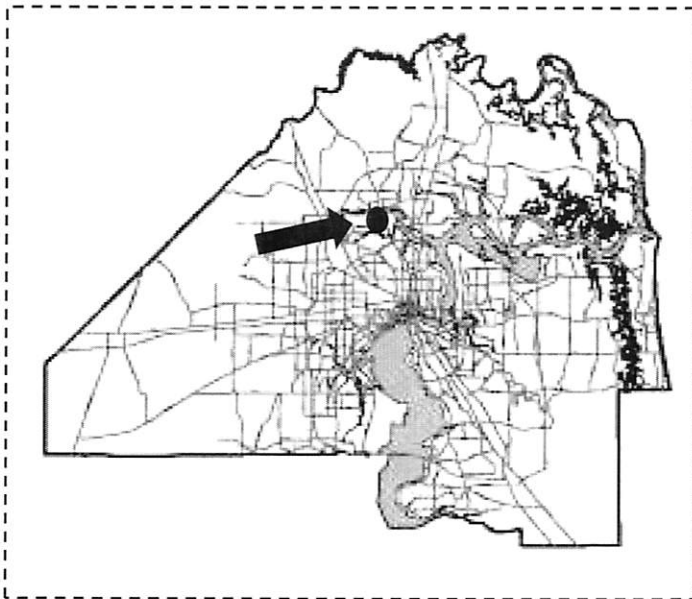
Requested Action:

	Current	Proposed
LAND USE	NC	CGC
ZONING	CN	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
NC	CGC	N/A	N/A	82,524 Sq. Ft. (0.45 FAR)	64,186 Sq. Ft. (0.35 FAR)	N/A	Decrease 18,338 Sq. Ft.

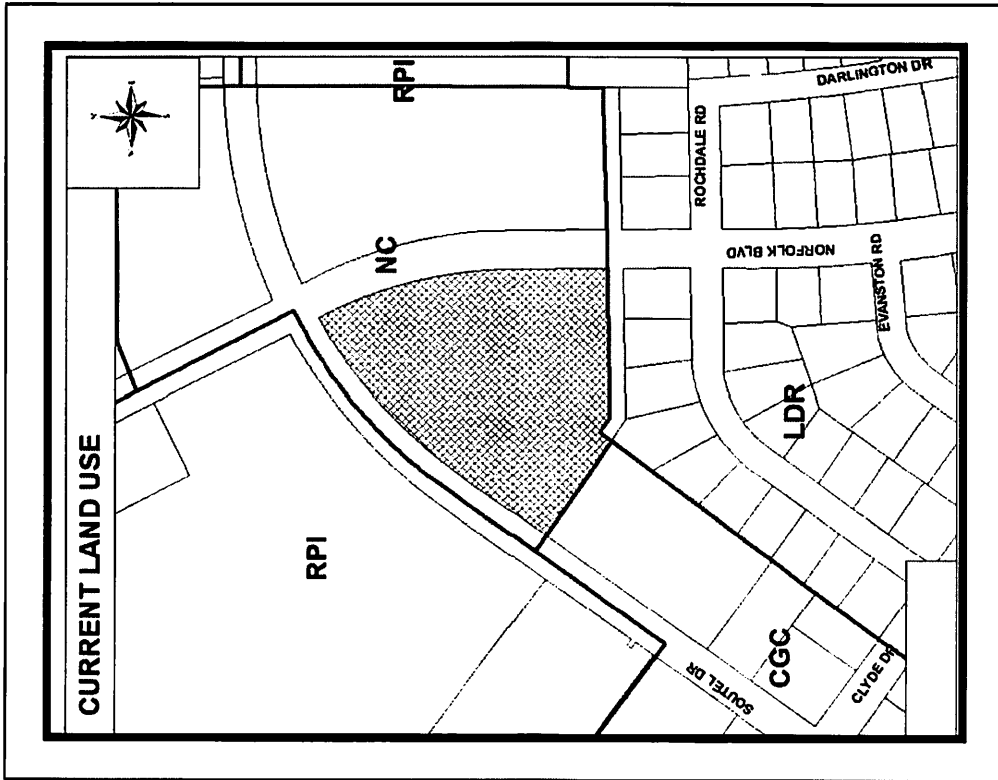
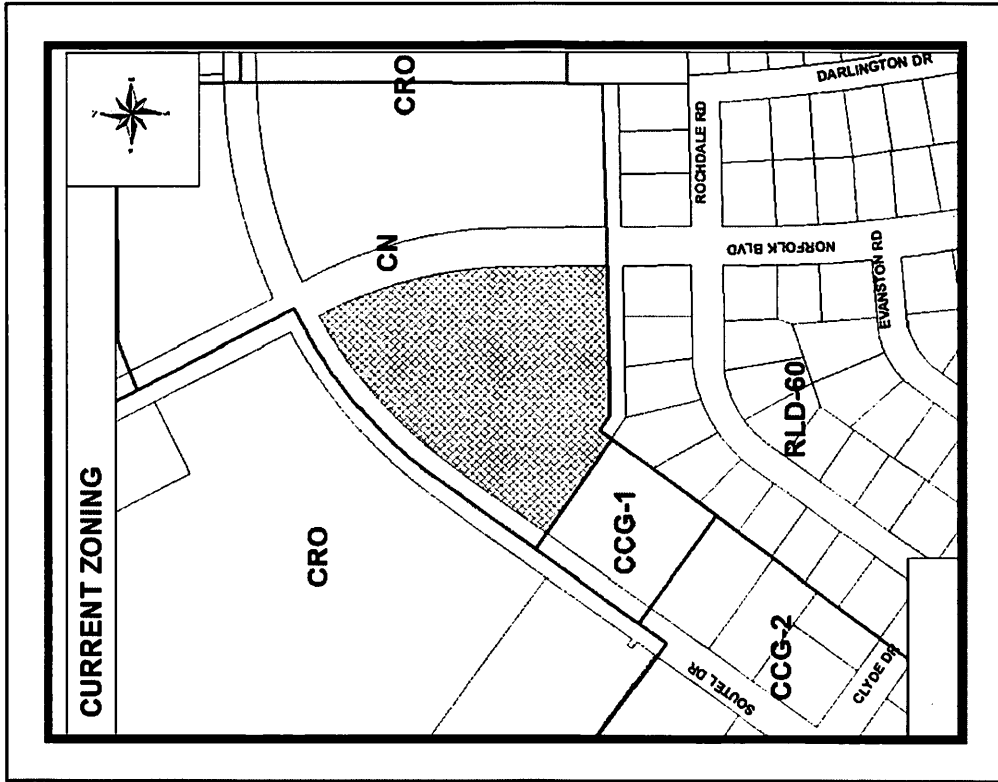
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5288-18C



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

Existing FLUM Land Use Categories: Neighborhood Commercial (NC)
Requested FLUM Land Use Category: Community/General Commercial (CGC)

ANALYSIS

Background:

The 4.21 acre subject property is located at the southwest quadrant of the Soutel Drive/Norfolk Boulevard intersection. Currently, the site is a neighborhood shopping center in the Urban Development Area. The applicant proposes a future land use map amendment from Neighborhood Commercial (NC) to Community/General Commercial (CGC) and a rezoning from Commercial Neighborhood (CN) to Planned Unit Development (PUD) to allow for a wider range of commercial uses. The proposed PUD is a companion rezoning pending concurrently with this land use amendment application pursuant to Ordinance 2018-640.

According to the PUD site plan, the site will utilize existing access points to the shopping center from Soutel Drive and Norfolk Boulevard. According to the Functional Highway Classification Map, Soutel Drive is a minor arterial road and Norfolk Boulevard is a local road.

Much of the area around the amendment site is designated NC, CGC, Low Density Residential (LDR), or Residential-Professional-Institutional (RPI) land use categories. The dominant land use category fronting the southeast side of Soutel Drive near the intersection is NC and CGC, while fronting the western side of Norfolk Boulevard at and adjacent to the application site is NC and LDR. Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 12, Attachment A – Existing Land Utilization Map.

The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	NC, LDR	CN, RLD-60	Vacant Land, Church, Single-family homes,
South	CGC, LDR	CCG-1, CCG-2, RLD-60	Single-family homes, Churches, Retail
East	NC, RPI	CN, CRO	Vacant land, Church
West	CGC, RPI	CRO, CCG-2	Retirement nursing homes, Church, Parking lot, Private school

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).

Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

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 of 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 (2018) 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

Soutel Drive is the first functional classified facility that would be impacted by the proposed development. Soutel Drive between Moncrief Road and Norfolk Boulevard is a 4-lane urbanized collector facility, which has a maximum daily capacity of 27,216 vpd. This segment is expected to operate at a V/C ratio of 0.77 with the inclusion of the additional traffic from this land use amendment.

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.

IMPACT ASSESSMENT

[L-5288-18C – 4.21acres]

DEVELOPMENT ANALYSIS		
Development Boundary	Urban Development Area	
Roadway Frontage Classification	Norfolk Boulevard - "Local" Road Soutel Drive – "Minor Arterial" Road	
Plans/Studies	Northwest Jacksonville Vision Plan and KingSoutel Crossing CRA	
	CURRENT	PROPOSED
Site Utilization	NC – Shopping Center	CGC – Shopping Center
Land Use/Zoning	NC/CN	CGC/PUD
Development Standards For Impact Assessment	0.45 FAR	0.35 FAR
Development Potential	82,524 Sq. Ft.	64,186 Sq. Ft.
Population Potential	0 People	0 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X-Low
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X – Discharge Area
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	No increase of net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 916.9 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 687.7 gallons/day	
Potential Solid Waste Impact	Decrease of 29.34 tons/year	
Drainage Basin / Sub-Basin	Trout River Basin / Ribault River Creek Sub-basin	
Recreation and Parks	Bob Hayes Soccer Complex	
Mass Transit	Bus Line 3 on Soutel Drive	

NATURAL FEATURES	
Elevations	28 feet above mean sea level
Land Cover	100% - 1410 – Retail Sales and Service
Soils	100% - 69 – Urban land
Flood zone	N/A
Wetlands	N/A
Wildlife (sites greater than 50 acres)	N/A

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 27, 2018, the required notice of public hearing sign was posted. Thirty-three (33) 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 1, 2018. There were no members of the public present at this meeting.



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 1.1.12 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 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.
- 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 3.2 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.

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.

According to the Future Land Use Element (FLUE), Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

Community/General Commercial (CGC) in the Urban Development 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. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as arterial or higher on the Functional Highway Classification Map. CGC also allows for a larger variety of commercial uses.

The site currently has access to centralized sewer and wastewater, consistent with FLUE Policy 1.2.9. According to a JEA letter, dated July 23, 2018, there is a 6-inch water main and a 12-inch force main sewer line within the Norfolk Boulevard right-of-way adjacent to the shopping center property.

The existing shopping center on site is located at a commercial intersection designated with NC and RPI land use categories. In addition, the subject site abuts CGC properties on the southwest side of Soutel Drive. These commercial areas acts as an attraction for commercial infill thereby achieving FLUE Policies 1.1.11, 1.1.12, 3.2.1 and 3.2.7. In addition, the shopping plaza will utilize the existing access points to the property within the commercial land use category. Therefore, there will be no encroachment into the residential areas as specified in FLUE Goal 3 and Policy 3.2.4.

Presently, there is vacant commercial space within the shopping plaza. The proposed amendment with its companion rezoning would encourage infill development at the commercial node by allowing an increase of permitted uses within the shopping plaza. In addition, the proposed amendment would result in a logical extension of the CGC land use located to the southwest on Soutel Drive and is therefore consistent with FLUE Objective 3.2.

The companion rezoning application is a Planned Unit Development that can limit uses in the shopping plaza which can have negative impacts to the surrounding neighborhood thereby providing consistency with Policy 1.1.12 of the FLUE.

Consistent with the Northwest Jacksonville Vision Plan, the proposed amendment would allow an increase of permissible uses within the shopping plaza to potentially fill empty commercial space. The consistency review is provided in the section below in accordance with FLUE Policy 4.1.8B.

Consistent with Recreation and Open Space Element Policy 2.2.1, the plan design of the application site shall be required to provide a minimum of ten percent of the site in open space.

KingSoutel Crossing CRA


The subject site is located within the boundaries of the KingSoutel Crossing Community Reinvestment Area (CRA). The KingSoutel Crossing CRA was enacted in 2008, pursuant to Ordinance 2006-591-E. It was established to jumpstart housing, retail and commercial development in an underserved, but emerging area in Northwest Jacksonville.

Northwest Vision Plan

The subject property is located within the boundaries of what is identified as the Suburban Area of the Northwest Vision Plan (September 2003). While the Vision Plan does not specifically address the subject commercial site, the Plan calls for retrofitting conventional shopping plazas to better utilize commercial vacancies and underutilized parking lots. To accommodate new growth, the plan suggests filling in corners of parking lots with new shops, restaurants, and other people generating activities. Amending the land use map from NC to CGC will allow an increase of permitted uses for this shopping plaza thereby potentially providing consistency with the Northwest Vision Plan.

Strategic Regional Policy Plan

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



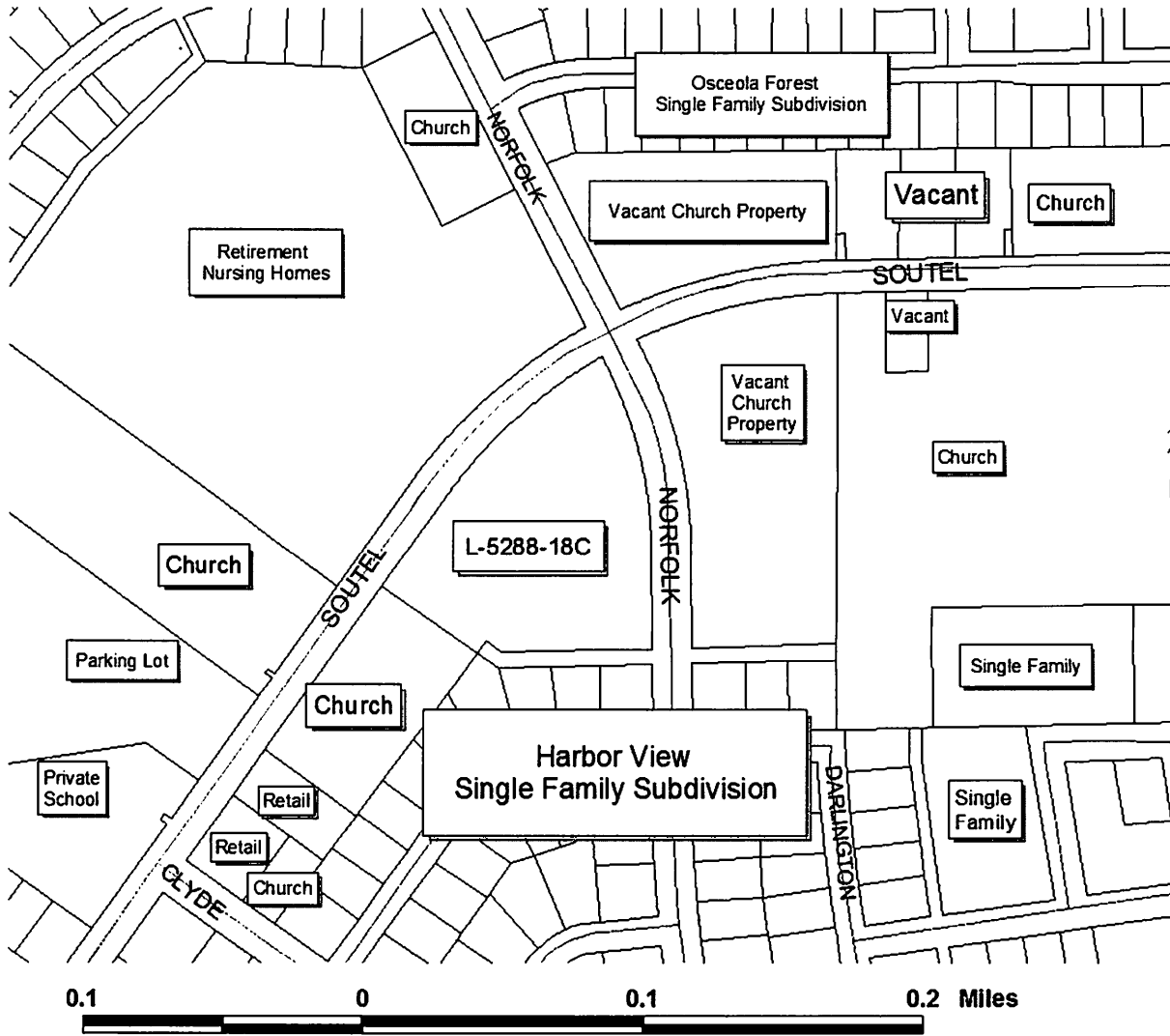
Goal 2.3: An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

RECOMMENDATION

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

L-5288-18C Field Sheet



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

MEMORANDUM

DATE: October 3, 2018

TO: Edward Lukacovic
Community Planning Division

FROM: Lurise Bannister 
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5288-18C

The proposed project identified in Land Use Amendment L-5288-18C is located 4750 Soutel Drive between Norfolk Boulevard and Clyde Drive in the Urban Development Area of Jacksonville, Florida. The subject site has an existing Neighborhood Commercial (NC) land use category. The proposed land use amendment is to allow for Community General Commercial on approximately 4.21 +/- 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 NC land use category development impact assessment standards allows for 0.45 FAR per acre, resulting in a development potential of 82,524 SF of light commercial space (ITE Land Use Code 814) which could generate 3,457 net daily vehicular trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 64,186 SF of general commercial space (ITE Land Use Code 820) which could generate 1,599 net daily vehicular trips. This will result in no net increase of daily vehicular trips if the land use is amended from NC to CGC, as shown in Table A.

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.

ATTACHMENT B (cont)

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
NC	814	82,524 SF	T = 63.47 (X)	5,238	34.00%	3,457
Total Section 1						3,457
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	64,186 SF	T = 37.75 (X) / 1000	2,423	34.00%	1,599
Total Section 2						1,599
Net New Daily Trips						0

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

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 (2018) 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

Soutel Drive is the first functional classified facility that would be impacted by the proposed development. Soutel Drive between Moncrief Road and Norfolk Boulevard is a 4-lane urbanized collector facility, which has a maximum daily capacity of 27,216 vpd. This segment is expected to operate at a V/C ratio of 0.77 with the inclusion of the additional traffic from this land use amendment.

ATTACHMENT C

Aerial Photo:



ATTACHMENT D

Land Use Amendment Application:



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

Date Submitted:	3/26/2018	Date Staff Report is Available to Public:	10-12-2018
Land Use Adoption Ordinance #:	2018-639	Planning Commission's LPA Public Hearing:	10-18-2018
Rezoning Ordinance #:	2018-640	1st City Council Public Hearing:	10-23-2018
JFDD Application #:	L-5288-18C	LUZ Committee's Public Hearing:	11-07-2018
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	11-13-2018

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

L MANN
MANN-PELLICER
165 ARLINGTON ROAD
JACKSONVILLE, FL 32211
Ph: (904) 721-1546
Fax: (904) 721-1582
Email: CHARLIEMANN1@COMCAST.NET

Owner Information:

CLEMENZA JOHN
JACKSONVILLE PLAZA 1, LLC
4750 SOUTEL DRIVE
JACKSONVILLE, FL 32208
Ph: (917) 710-6586
Fax: (904) 721-1582

DESCRIPTION OF PROPERTY

Acreage: 4.21
Real Estate #(s): 037568 0000

General Location:
SOUTH-WEST CORNER OF SOUTEL DRIVE AND NORFOLK
BLVD

Planning District: 5
Council District: 10
Development Area: URBAN AREA
Between Streets/Major Features:
NORFOLK BLVD and DEVONSHIRE BLVD

Address:
4750 SOUTEL DR

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: SHOPPING CENTER
Current Land Use Category/Categories and Acreage:
NC 4.21

Requested Land Use Category: CGC
Surrounding Land Use Categories: CGC, LDR, NC, RPI
Applicant's Justification for Land Use Amendment:
TO PERMIT A WIDER VARIETY OF COMMERCIAL SUPPORT USES TO THE COMMUNITY.

UTILITIES

Potable Water: JEA
Sanitary Sewer: JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
CN 4.21

Requested Zoning District: PUD

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