

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



OVERVIEW

ORDINANCE: # 2018-826

APPLICATION: L-5269-17C-5-14

APPLICANT: CURTIS L. HART

PROPERTY LOCATION: 2900 College Street, between Willow Branch Avenue and Rubel Street.

Acreage: 1.10

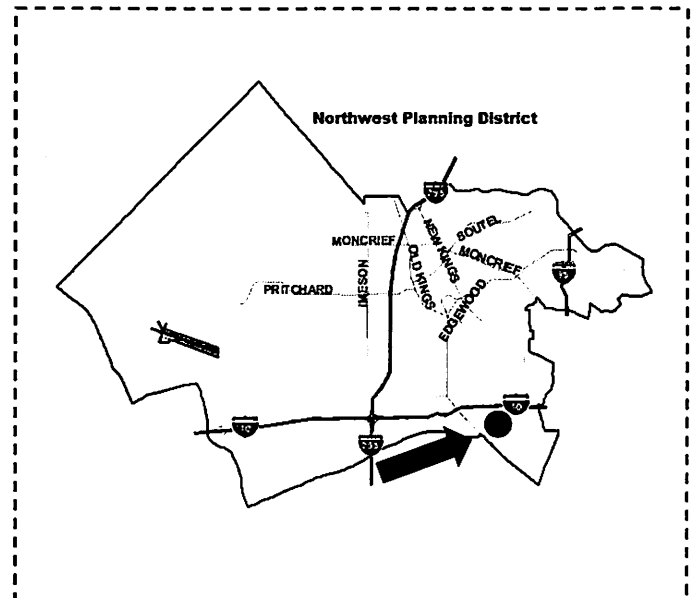
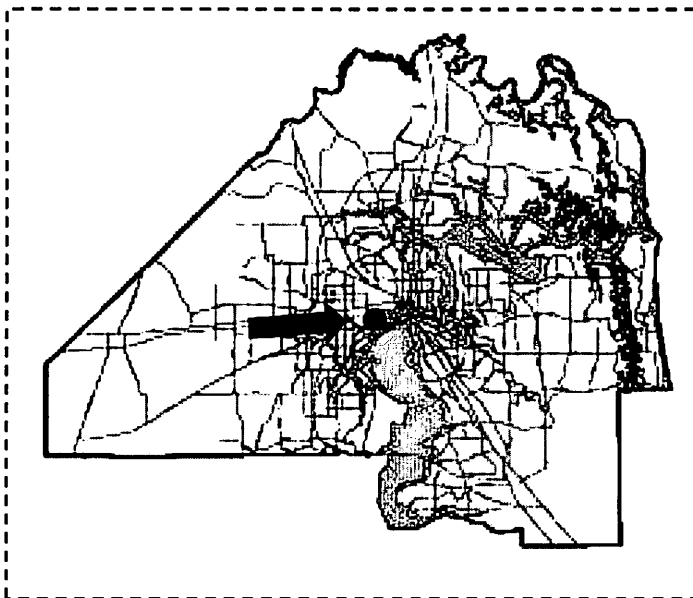
Requested Action:

	Current	Proposed
LAND USE	CGC	PUD
ZONING	MDR	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	MDR	N/A	17 Multi-family DUs (15 DUs/Acre)	16,771 Sq. ft. (0.35 FAR)	N/A	Increase of 17 Multi-family DUs	Decrease 16,771 Sq. Ft.

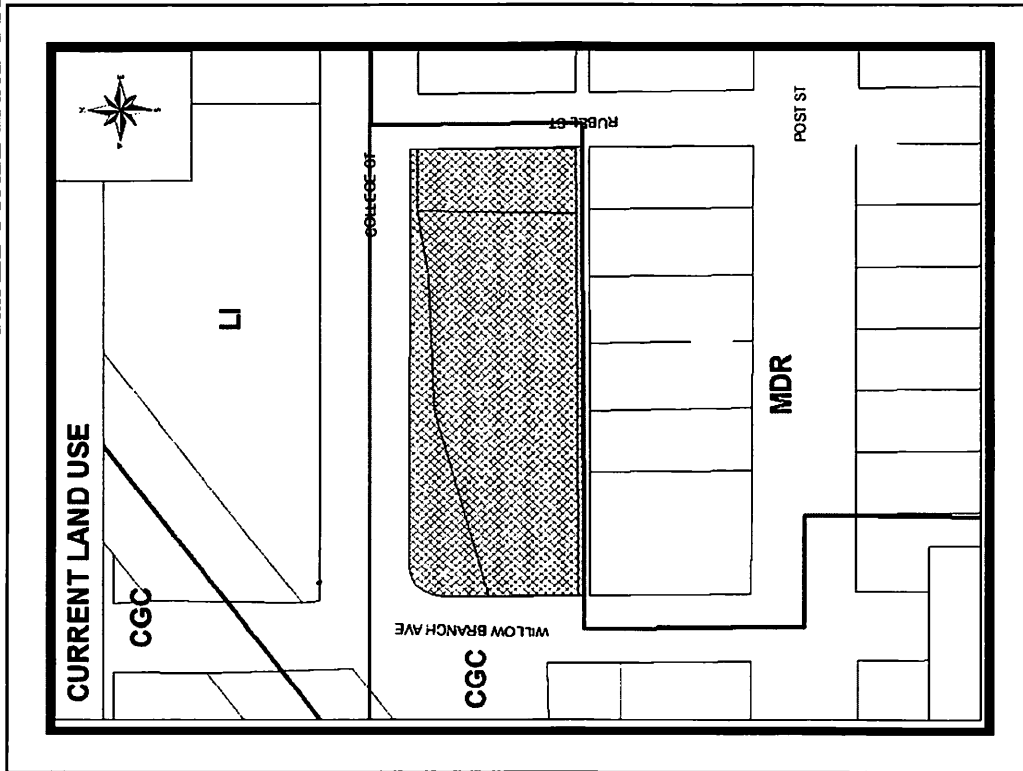
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



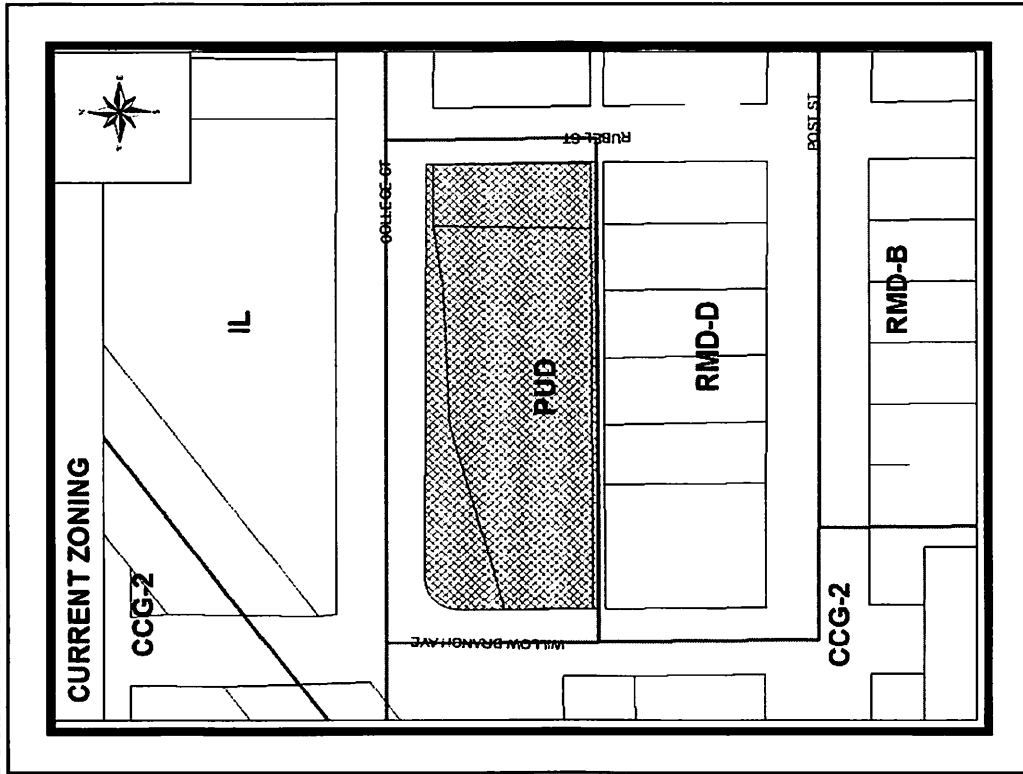
DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5269-17C



Existing FLUM Land Use Categories: Community/General Commercial (CGC)

Requested FLUM Land Use Category: Medium Density Residential (MDR)



Current Zoning District(s): Planned Unit Development (PUD)

Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The 1.10 acre subject property is located on the south side of College Street and between Willow Branch Avenue and Rubel Street. The land use amendment site is also located within the boundary of the Urban Development Area, the Riverside-Avondale Historic District, Planning District 5 and Council District 14. Currently, the site consists of vacant land with frontage along College Street, Willow Branch Avenue and Rubel Street. There is also access from an alleyway on the south side of the site that spans from Willow Branch Avenue and Rubel Street. College Street is classified as a principal arterial road and Willow Branch Avenue and Rubel Street are local roads according to the Functional Highway Classification Map.

The applicant proposes a future land use map amendment from Community/General Commercial (CGC) to Medium Density Residential (MDR) and a rezoning from Planned Unit Development (PUD) to PUD to allow the development of nineteen (19) single-family dwelling units. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-827.

In 2008, the PUD site was approved for a mixed use development of commercial uses and 24 multi-family residential dwelling units (Ordinance 2008-262-E). The 2008 project consisted of two identical buildings with commercial offices on the first floor and residential living units on the 2nd and 3rd floors. However, the project had not been developed.

Much of the area around the amendment site is in the MDR, CGC, or Light Industrial (LI) land use category and developed with a wide variety of uses. 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	LI	IL	Light manufacturing, Vacant land, Multi-family, Single-family, Office, Warehouse, CSX railroad track
South	MDR	RMD-D, RMD-B	Multi-family, Single-family, Vacant land
East	CGC	CCG-2	Night club, Retail store, Vacant land, Roosevelt Expressway
West	MDR	RMD-D	Multi-family, Single-family, Vacant land

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 application indicates that the site will be served by JEA for both water and sewer.

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.

School Capacity

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.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment is not anticipated to result in an 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 7.

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 7 is 0.66.

College Street between McDuff Avenue and Margaret Street is the first functional classified road that would be impacted by the proposed development. College Street is a 2 lane undivided collector facility with a maximum daily capacity of 13,536 vpd. The proposed residential development could generate approximately 124 net daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.25 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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville Naval Air Station and Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet, 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.

Riverside Overlay and Riverside-Avondale Historic Districts

The land use amendment site is located within the boundaries of both the Riverside Overlay District (2008-192-E) and the Riverside-Avondale Historic District (Ordinance 1997-1029-E). The Jacksonville Historic Commission reviewed the proposed nineteen (19) unit site plan on

August 22, 2018. If both the land use amendment (Ordinance 2018-826) and the rezoning (Ordinance 2018-827) are approved then new home architectural plans must follow COA-18-21064 final order. In addition, before new home construction begins PUD verification and Historic Preservation staff approval of Certificate of Appropriateness (COA) is required.

Historic Preservation Element

Policy 1.1.3 The City shall continue to submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district

IMPACT ASSESSMENT

[L-5269-17C]

1.10 Acres

DEVELOPMENT ANALYSIS		
Development Boundary	Urban Development Area	
Roadway Frontage Classification	College Street – Principal Arterial Willow Branch Avenue and Rubel Street - Local	
Plans/Studies	Northwest Jacksonville Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Vacant	S/F Dwelling Units
Land Use/Zoning	CGC / PUD	MDR / PUD
Develop Standards/Impact Assessment	0.35 FAR	15 DUs / Acre
Development Potential	16,771 Sq. Ft.	17 DUs
Population Potential	0 People	40 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	500' Height restriction zone Jacksonville NAS and Herlong Recreational Airport	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X – Low
Historic District	Riverside - Avondale	
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X - Discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	No net increase of new daily external trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 2,921.5 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 2,191.1 gallons/day	
Potential Solid Waste Impact	Increase of 14,776 tons/year	
Drainage Basin / Sub-Basin	St. Johns River upstream Trout River Basin/Sub-Basin	
Recreation and Parks	Willow Branch Park	
Mass Transit	Route 15 on College Street and Willow Branch Avenue	
NATURAL FEATURES		
Elevations	23 feet above mean sea level	
Land Cover	1400 – Commercial and Services	
Soils	69-Urban land/73-Urban land-Mascotte-Sapelo complex	
Floodzone	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 December 7, 2018, the required notice of public hearing sign was posted. Fifty-seven (57) 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 December 17, 2018. No members of the public were present at the 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:

- 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 1.1.22 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 may be 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 3.1 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 Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

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.

Currently the site has a Community/General Commercial (CGC) land use designation. According to the FLUE, 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.

The Medium Density Residential (MDR) future land use category in the Suburban Development Area is intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR is generally intended to provide transitional uses between commercial and single family residential uses.

The proposed amendment is located within the Northwest Planning District and Urban Development Area with access to full urban services. The site is also located within the Riverside Zoning Overlay and Riverside-Avondale Historic Districts. The proposed land use change will increase the opportunity for residential development with medium density residential lots maintaining the character of the area satisfying FLUE Goal 3 and Policy 1.1.22. The proposed amendment would result in the provision of land designated for safe, decent, and sanitary development in accordance with FLUE Objective 3.1. The subject site is vacant and has the potential to encourage additional infill development promoting the intent of FLUE Objective 6.3.

The application site is within the Riverside-Avondale Historic District. The Historic Preservation Commission approved the project at their August 22, 2018 meeting. The Commission approved the project site plan and proposed plans for the lots and delegated approval of the development to the historic staff of the Planning and Development Department of each lot that are within the confines of the Historic Preservation Commission's approval. Therefore, as proposed the amendment is consistent with FLUE Policies 3.1.3 and 4.1.8B.

The site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA letter, dated December 1, 2016, there is an 8-inch water line on the south side of College Street adjacent to the property frontage of the development site. In addition there is an 8-inch gravity sanitary sewer line within the same right-of-way.

Northwest Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Plan does not specifically address this area but did mention that a major concern of the community was vacant, over-grown lots. The development of this property will help address that issue. The site is also located in the historic in-town area of the vision plan area. According to the plan it is recommended that development and redevelopment incorporate historic patterns based on compact, walkable neighborhood characteristics. The proposed single-family building lots will be developed similar to the adjacent development areas of College Street. In addition, the plan calls for connection between streets. Therefore, the lot development pattern are consistent with the recommendations of the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

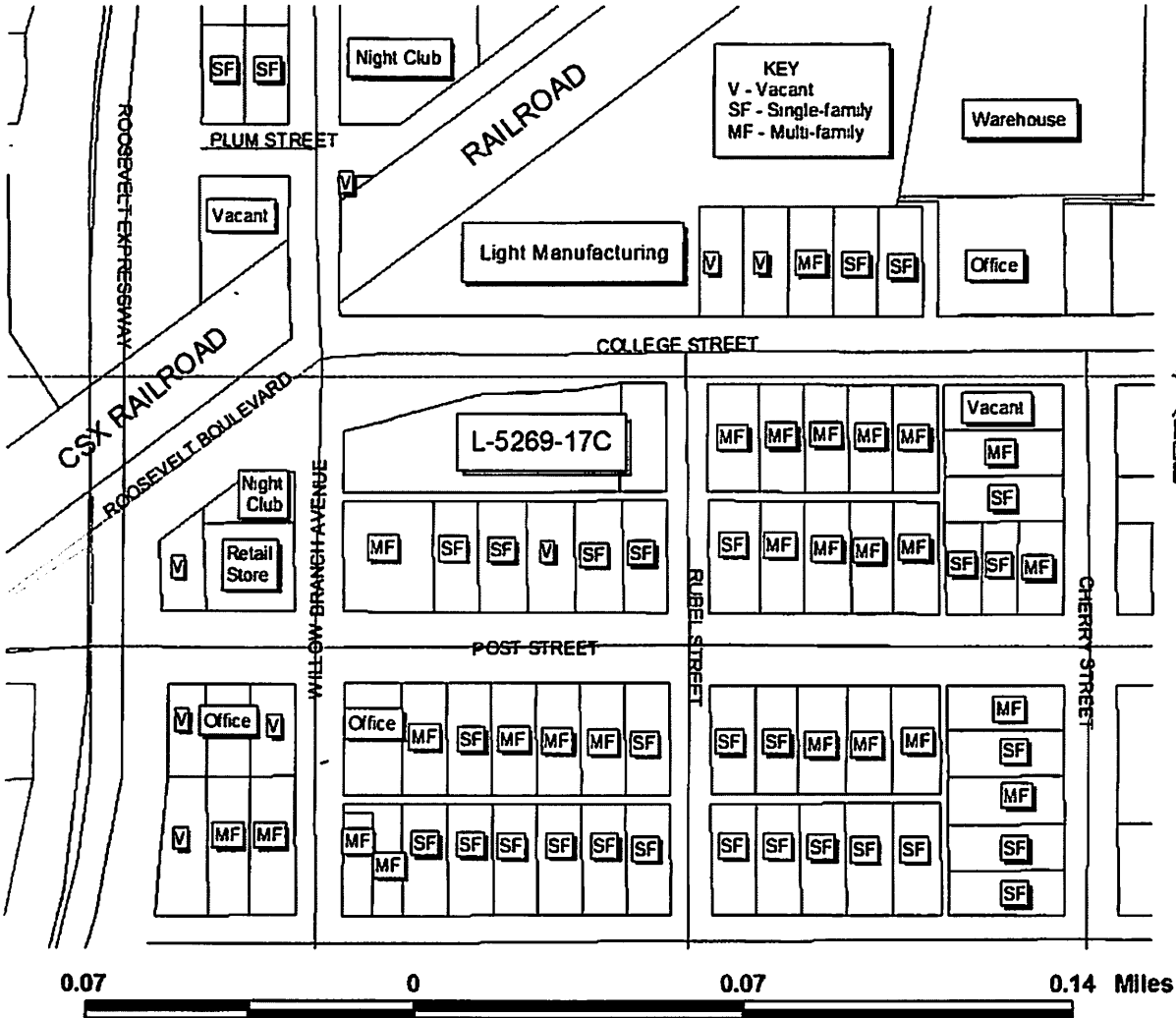
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would promote development in an area appropriate for infill 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-5269-17C 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: December 3, 2018

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister 
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5269-17C

The proposed project identified in Land Use Amendment L-5269-17C is located at 2900 College Street between Willow Branch Avenue and Rubel Street, in the Urban Development Area of Jacksonville, Florida. The subject site is undeveloped and has an existing Community General Commercial (CGC) land use category. The proposed land use amendment is to allow for Medium Density Residential (MDR) on approximately 1.10 +/- 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 16,771 SF of general commercial space (ITE Land Use Code 820) which could generate 418 daily vehicular trips. The proposed MDR land use category development impact assessment standards allows for 15 multi-family residential units per acre. This results in a development potential of 17 multi-family dwelling units (Land use Code 220), which could generate approximately 124 daily trips. This will result in no net new daily vehicular trips if the land use is amended from CGC to MDR, as shown in Table A.

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
CGC	820	16,771 SF	$T = 37.75 (X) / 1000$	633	34.00%	418
Total Section 1						418
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
MDR	220	17 MF Dus	$T = 7.32 (X)$	124	0.00%	124
Total Section 2						124
Net New Daily Trips						0

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 7.

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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:	10-30-2017	Date Staff Report is Available to Public:	12-21-2018
Land Use Adoption Ordinance #:	2018-826	Planning Commission's LPA Public Hearing:	01-03-2019
Rezoning Ordinance #:	2018-827	1st City Council Public Hearing:	01-08-2019
JPDD Application #:	L-5269-17C	LUZ Committee's Public Hearing:	01-15-2019
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	01-22-2019

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

CURTIS HART
HART RESOURCES LLC
8051 TARA LANE
JACKSONVILLE, FL 32216
Ph: (904) 993-5008
Email: CURTISHART1972@ATT.NET

Owner Information:

ALEX SIFAKIS
HOOSE HOMES AND INVESTMENTS LLC
7563 PHILLIPS HIGHWAY, SUITE 109
JACKSONVILLE, FL 32256
Ph: (904) 677-6777

DESCRIPTION OF PROPERTY

Acreage: 1.10
Real Estate #(s): 064616 0000
064622 0000

Planning District: 5
Council District: 14
Development Area: URBAN AREA
Between Streets/Major Features:

WILLOW BRANCH AVENUE and RUBEL STREET

General Location:

CORNER OF COLLEGE STREET AND WILLOW BRANCH AVENUE

Address:

2900 COLLEGE ST
0 COLLEGE STREET

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT COMMERCIAL
Current Land Use Category/Categories and Acreage:
CGC 1.10

Requested Land Use Category: MDR

Surrounding Land Use Categories: MDR

Applicant's Justification for Land Use Amendment:

CHANGING LAND USE TO FIT NEIGHBORHOOD AND CONSTRUCT SINGLE FAMILY DWELLINGS

UTILITIES

Potable Water: JEA

Sanitary Sewer: JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
PUD 1.10

Requested Zoning District: PUD

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