



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

**OVERVIEW**

**ORDINANCE: # 2019-011**

**APPLICATION: L-5334-18C-1-7**

**APPLICANT: DAVID SHACTER**

**PROPERTY LOCATION: 1819 & 1825 Hubbard Street**

**Acreeage: 0.20**

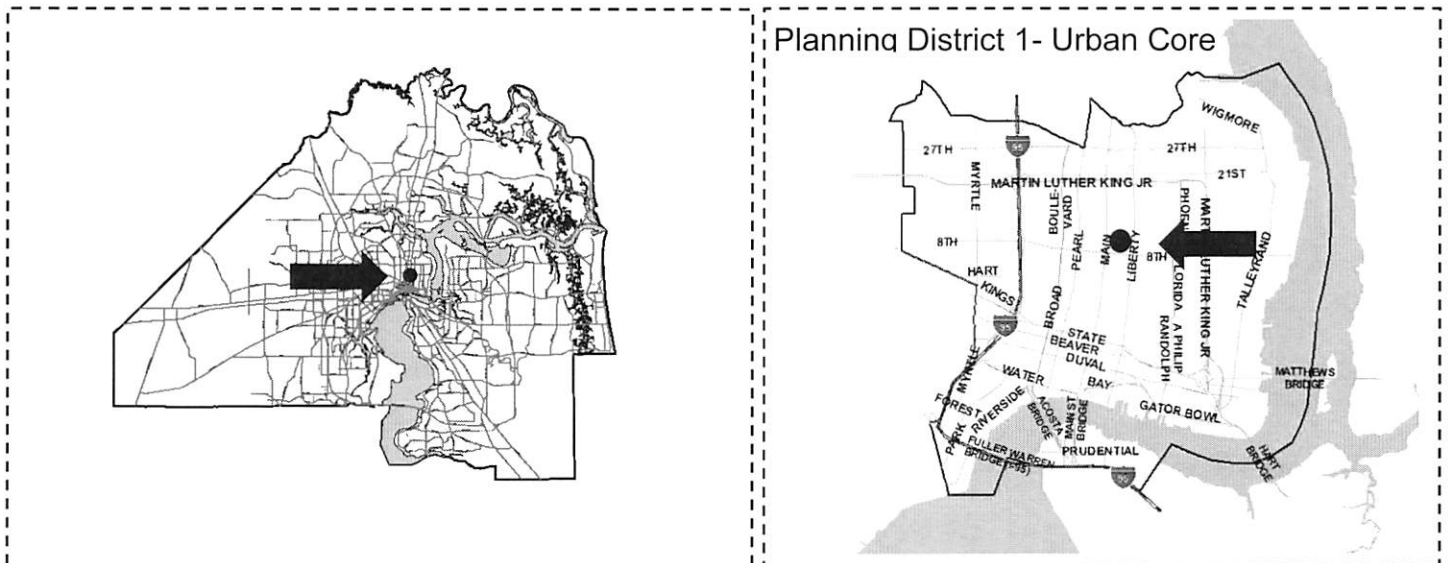
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>CGC</b>	<b>MDR</b>
<b>ZONING</b>	<b>CCG-S</b>	<b>RMD-S</b>

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	3 DU (15 DU/Acre)	3,049 Sq. Ft. (0.35 FAR)	N/A	Increase of 3 DU	Decrease of 3,049 Sq. Ft.

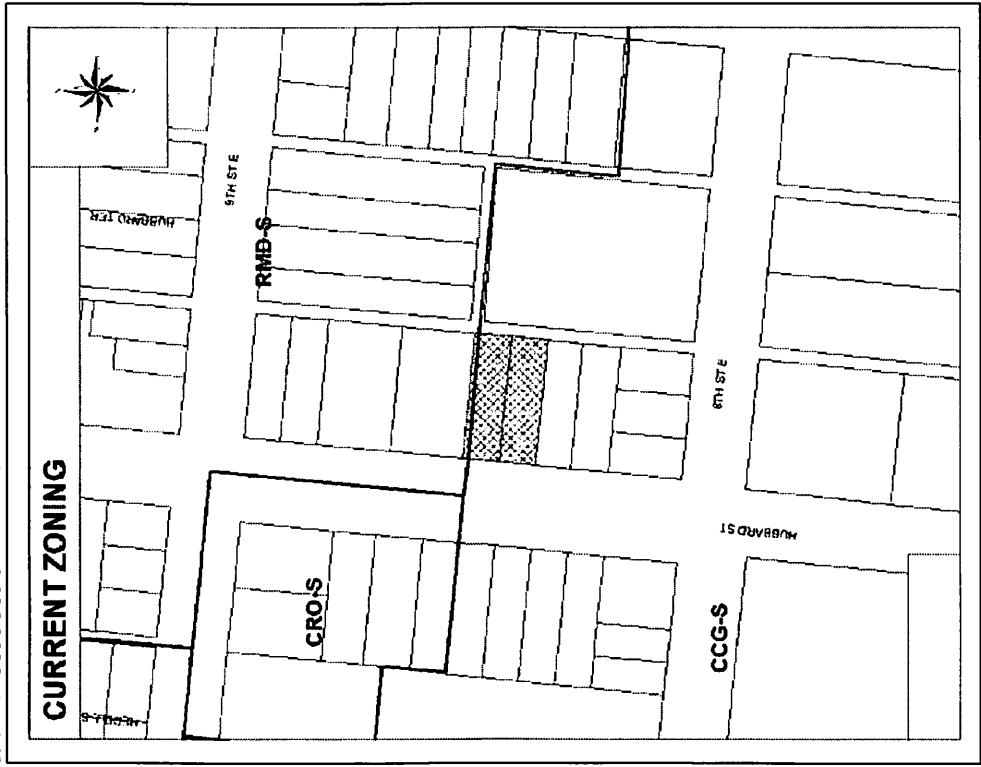
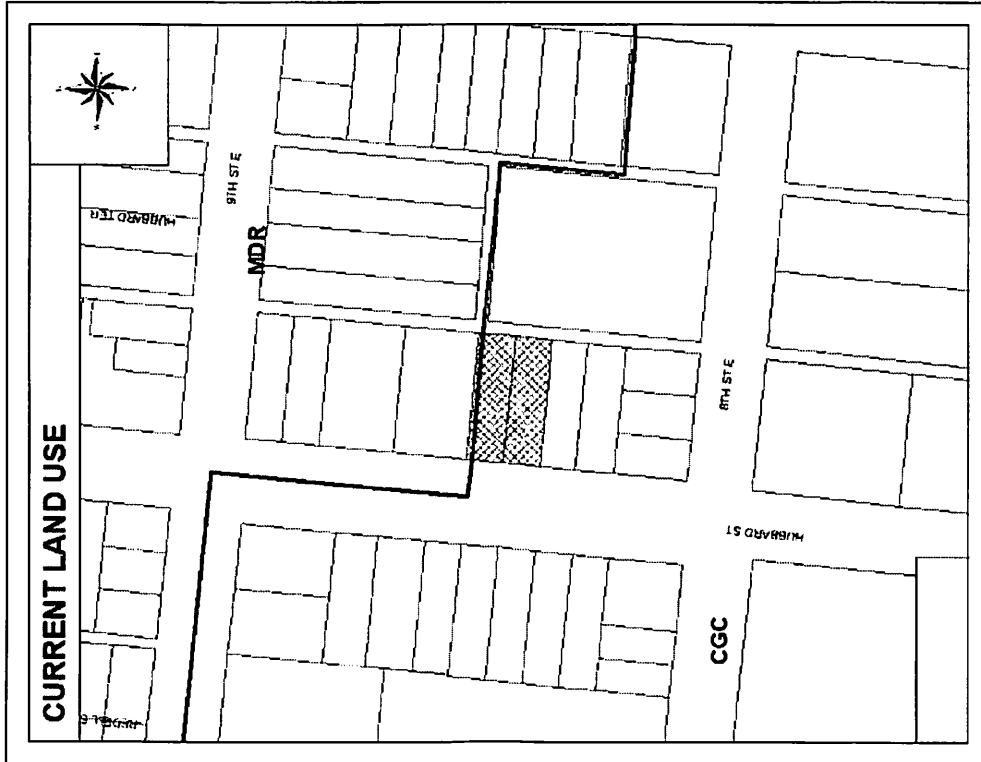
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



# DUAL MAP

## SMALL SCALE LAND USE APPLICATION L-5334-18C



# ANALYSIS

## Background:

The 0.2 of an acre subject property is located in the Springfield Historic District along the east side of Hubbard Street, a local road, between East 8<sup>th</sup> Street, a minor arterial road, and East 9<sup>th</sup> Street, a local road. The property is located within the Urban Priority Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Planning District 1 and Council District 7.

The subject site is presently vacant, and the land use designation for this site is Community/General Commercial (CGC). The applicant has proposed a future land use map amendment from CGC to Medium Density Residential (MDR) and a rezoning from Commercial Community/General-Springfield (CCG-S) to Residential Medium Density-Springfield (RMD-S) to allow for the development of two single family homes. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-670.

The subject site is predominately surrounded by single-family homes to the North and West. However, there are some commercial uses to the south and to the east. While, many of the surrounding uses are residential, a number of these sites have a commercial land use designation and are therefore, legal non-conforming uses.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on the Existing Land Utilization Map (See Attachment A). The adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-S	Single Family Homes
South	CGC	CCG-S	Single Family Home, Convenience Store & Vacant Commercial
East	CGC & MDR	CCG-S & RMD-S	Single Family Homes & Commercial Retail Sales and Service
West	CGC	CCG-S & CRO-S	Single Family Homes & Parking Lot

While the proposed amendment does include a residential component, the number of dwelling units will be less than 20. Therefore, the proposed amendment 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).

JEA availability letters for both parcels within the subject site have been provided as part of the companion rezoning application, dated April 21, 2018 and August 22, 2018. Both letters state that the subject site has access to centralized sewer and water, consistent with FLUE Policy 1.2.9.

### **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 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 **0.59**.

Eight Street is the first functional classified facility that would be impacted by the proposed development. Eight Street between Liberty Street and Main Street is a 2-lane undivided arterial facility and has a maximum daily capacity of 12,870 vpd. The proposed residential development could generate approximately 22 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.85 with the inclusion of the additional traffic from this land use amendment.

### **Historic District**

The project site is located within the boundaries of the Springfield Historic District. Vertical construction and changes to existing structures on site must be reviewed by the Planning and Development Department, and potentially the Jacksonville Historic Preservation Commission. The proposed amendment has been reviewed by the Historic Preservation Section of the Planning and Development Department and it has been determined that the proposed amendment will not have a negative impact on the Springfield Historic District (Attachment E).

### **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

<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification	Local	
Plans/Studies	Springfield Neighborhood LUZ Plan 77 & Urban Core Vision Plan	
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Single Family
Land Use/Zoning	CGC/CCG-S	MDR/RMD-S
Development Standards For Impact Assessment	0.35 FAR	15 DU/Acre
Development Potential	3,049 Sq. Ft.	3 DU
Population Potential	n/a	7 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
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- Springfield	
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: n/a	X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 Net new daily trips	
Potential Public School Impact	None	
Water Provider	JEA	
Potential Water Impact	Increase of 645.55 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 484.16 gallons per day	
Potential Solid Waste Impact	Increase of 2.92 tons per year	
Drainage Basin / Sub-Basin	Upstream of Trout River/Hogan Creek	
Recreation and Parks	Liberty Park	
Mass Transit	Approximately 500' from JTA Routes 1 & 3	
<b>NATURAL FEATURES</b>		
Elevations	20-21'	
Land Cover	1300- Residential High Density	
Soils	73- Urban land- Mascotte-Sapelo, complex 0 to 2 percent slopes	
Floodzone	None	
Wetlands	None	
Wildlife (sites greater than 50 acres)	n/a	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 11, 2019, the required notice of public hearing sign was posted. Sixty-five (65) 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 January 14, 2019. There were no members of the public present to speak on the proposed amendment.



## 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 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD);

the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

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 3.1 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 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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.

### **Historic Preservation Element (HPE):**

Objective 1.4 The City of Jacksonville shall establish and improve property values, and thus the tax base of local landmarks and local historic districts by



encouraging property owners to maintain and improve buildings, grounds, streetscape and vistas and encouraging settlement and revitalization of established neighborhoods.

The site currently has a Community/General Commercial (CGC) land use designation. According to the Future Land Use Element (FLUE), CGC in the Urban Priority Area is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment.

The applicant is proposing a land use change for the subject site from CGC to Medium Density Residential (MDR). According to the FLUE, MDR in the Urban Priority Area is a category primarily intended to provide compact medium to high density mixed use development. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. The maximum gross density for MDR in the Urban Priority Area is 20 units/acre and the minimum gross density is greater than 7 units/acre.

The subject site is located along Hubbard Street, a local road in the Springfield Historic District. The proposed use of two single family dwelling units is consistent with the density requirements of the proposed land use category in the Urban Priority Development Area and with the category description set forth in the FLUE. Therefore, the proposed amendment would be consistent with Policy 1.1.2 of the FLUE.

The site is currently vacant and designated for commercial use, but historical records show that the site was originally utilized for residential. The proposed amendment would allow for infill residential development. The development of new residential would help to maintain adequate land designated for residential use in the area, while retaining a compact and compatible land use pattern. Thus the proposed amendment is consistent with Objectives 6.3 and 3.1 and Policies 1.1.22 and 3.1.6 of the FLUE.

The proposed development would encourage revitalization within the Springfield Historic District, while maintaining the existing character of the neighborhood, consistent with the consistent with Goal 3 of the FLUE and Objective 1.4 of the HPE.

JEA availability letters for both parcels within the subject site have been provided with the companion rezoning application, dated April 21, 2018 and August 22, 2018. Both letters state that the subject site has access to centralized sewer and water, consistent with FLUE Policy 1.2.9.

### **Neighborhood Action Plan**

The subject site is located within the boundary of the Springfield Neighborhood Plan (Ordinance 1977-0755). Although the study for this plan was conducted over forty years ago,

some of the recommendations may still be relevant today. The Plan's primary focus is to preserve, enhance, and stabilize Springfield's future as a residential neighborhood. The redevelopment of vacant residential parcels consistent with the character of the neighborhood is encouraged. The Springfield Zoning Overlay and Historical District were enacted in 1992. The proposed amendment has been reviewed by staff from the Historic Preservation Section of the Planning and Development Department and it has been determined that the proposed amendment will not have a negative impact on the Springfield Historic District.

### **Vision Plan**

The subject site is located within the boundaries of the Urban Core Vision Plan. The proposed development would allow for infill residential development on the subject site, which consists of two currently vacant parcels. Guiding Principle 2.1 encourages infill redevelopment throughout the study area. The Plan further highlights the importance of increasing residential density on small vacant or underutilized parcels. Therefore, the proposed development is consistent with Guiding Principle 2.1, and thus consistent with the Urban Core Vision Plan.

### **Strategic Regional Policy Plan**

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

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment seeks to develop additional housing, and is therefore consistent with Policy 21 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it will increase and diversify the existing housing stock.

### **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.

# ATTACHMENT A

## Existing Land Utilization:



## ATTACHMENT B

### Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5334-18C, located at 1825 Hubbard Street, between 8<sup>th</sup> and 9<sup>th</sup> Street E in the Springfield Historic District of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Community General Commercial (CGC) land use category on approximately 0.1 +/- acre. The proposed land use amendment is to allow for Medium Density Residential (MDR) on the site.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> 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 existing CGC land use category development impact assessment standards allows for 0.35 FAR per acre resulting in a development potential of 3,049 SF of commercial space (ITE Land Use Code 820), generating approximately 76 daily trips. The proposed MDR land use category development impact assessment standards allows for 15 multi-family dwelling units per acre resulting in a development potential of 3 units (ITE Land Use Code 220) which could generate 22 daily trips. This will result in zero net new daily vehicular trips if the land use is amended from CGC to MDR, 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	3,049 SF	$T = 37.75 (X) / 1000$	115	34.00%	76
<b>Total Section 1</b>						<b>76</b>
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	3 Dus	$T = 7.32 (X)$	22	0.00%	22
<b>Total Section 2</b>						<b>22</b>
<b>Net New Daily Trips ( Section 2 - Section 1 )</b>						<b>0</b>

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 **0.59**.

Eight Street is the first functional classified facility that would be impacted by the proposed development. Eight Street between Liberty Street and Main Street is a 2-lane undivided arterial facility and has a maximum daily capacity of 12,870 vpd. The proposed residential development could generate approximately 22 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.85 with the inclusion of the additional traffic from this land use amendment.

# ATTACHMENT C

## Land Use Amendment Application:

 <b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>		
Date Submitted:	12/4/18	Date Staff Report is Available to Public: 2/1/2019
Land Use Adoption Ordinance #:	2019-011	Planning Commission's LPA Public Hearing: 2/7/2019
Rezoning Ordinance #:	2018-670	1st City Council Public Hearing: 2/12/2019
JPDD Application #:	L-5334-18C	LUZ Committee's Public Hearing: 2/20/2019
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing: 2/26/2019
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>		
<b>Applicant Information:</b> DAVID SHACTER TERRAWISE HOMES, INC. 1334 WALNUT ST JACKSONVILLE, FL 32206 Ph: 9044652514 Email: DSHACTER@TERRAWISEHOMES.COM		<b>Owner Information:</b> DAVID SHACTER TERRAWISE HOMES, INC. 1334 WALNUT ST JACKSONVILLE, FL 32206 Ph: 9044652514
<b><u>DESCRIPTION OF PROPERTY</u></b>		
Acreage:	0.20	<b>General Location:</b> SPRINGFIELD
Real Estate #(s):	071840 0000 071841 0000	<b>Address:</b> 1819 HUBBARD ST 1825 HUBBARD ST
Planning District:	1	
Council District:	7	
Development Area:	URBAN PRIORITY AREA	
Between Streets/Major Features:	E 8TH ST and E 9TH ST	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>		
Current Utilization of Property:	VACANT LOT	
Current Land Use Category/Categories and Acreage:	CGC 0.20	
Requested Land Use Category:	MDR	Surrounding Land Use Categories: MDR
<b>Applicant's Justification for Land Use Amendment:</b> MOVE LAND USE (AND ZONING LINE BETWEEN CGC & LDR 2 LOTS TO THE SOUTH SO THAT WE CAN BUILD 2 SINGLE FAMILY HOMES. THE ADJACENT PROPERTIES AND ACROSS THE STREET ARE HOMES.		
<b><u>UTILITIES</u></b>		
Potable Water:	JEA	Sanitary Sewer JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>		
Current Zoning District(s) and Acreage:	CCG-S 0.20	
Requested Zoning District:	RMD-S	
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>		

**ATTACHMENT D**

**Aerial:**



## ATTACHMENT E

### Historic District Review:



### *Planning and Development Department*

Ed Ball Building  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202

#### MEMORANDUM

**TO:** To Whom It May Concern

**FROM:** Blair Mullins, City Planner II  
Community Planning Division / Historic Preservation Section

**RE:** L-5334-18C

**DATE:** January 3, 2019

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It is the opinion of the Historic Preservation staff that land use and zoning changes requested in L-5334-18C regarding RE#s 071840 0000 and 071841 0000 will not have a negative impact on the Springfield Historic District. In fact, the subject area off Hubbard Street was originally used as residential therefore going back to a residential use will have a positive impact on the surrounding area.

Attached is a 1950s Sanborn Map indicating the area originally had residential dwellings on both the east and west sides of Hubbard Street with the exception of the commercial uses on the southwest corner facing East 8<sup>th</sup> Street.



# ATTACHMENT E (cont)

