



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

OVERVIEW

ORDINANCE #: 2019-070

APPLICATION: L-5347-18C-6-7

APPLICANT: CHARLIE MANN
PROPERTY LOCATION: 107 Elizabeth Lane
Acreege: 2.17

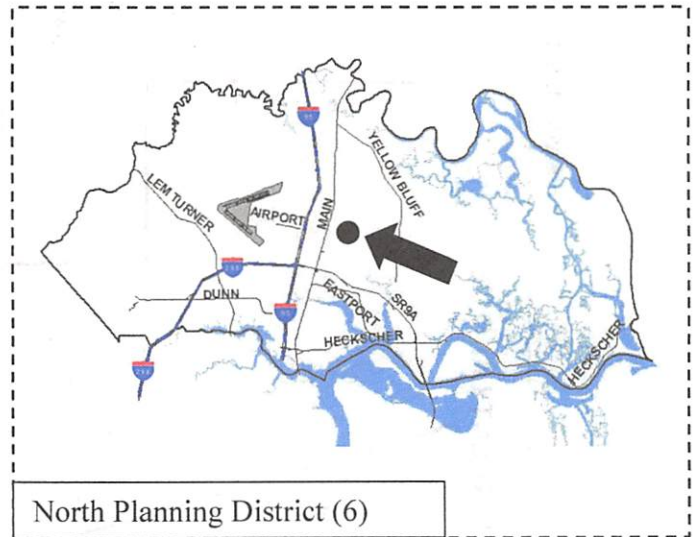
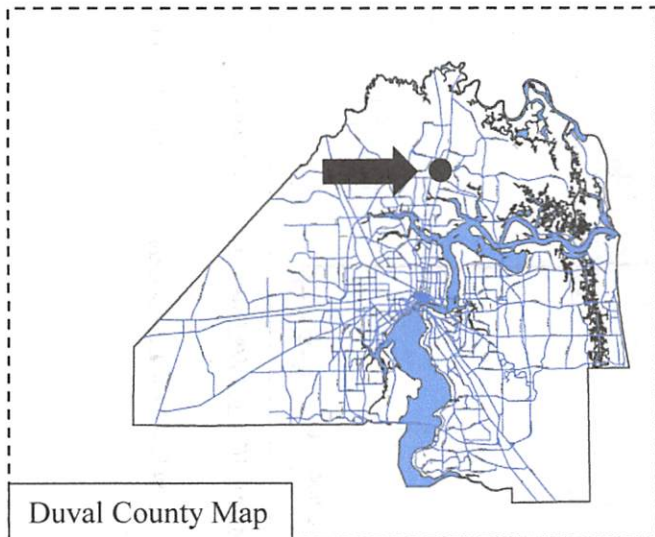
Requested Action:

	Current	Proposed
LAND USE	LDR	RPI
ZONING	RLD-60	CRO

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
LDR	RPI	11 DU (5 DU Acre)	N/A	N/A	47,263 Sq. Ft. (0.5 FAR)	Decrease 11 DU	Increase 47,263 Sq. Ft.

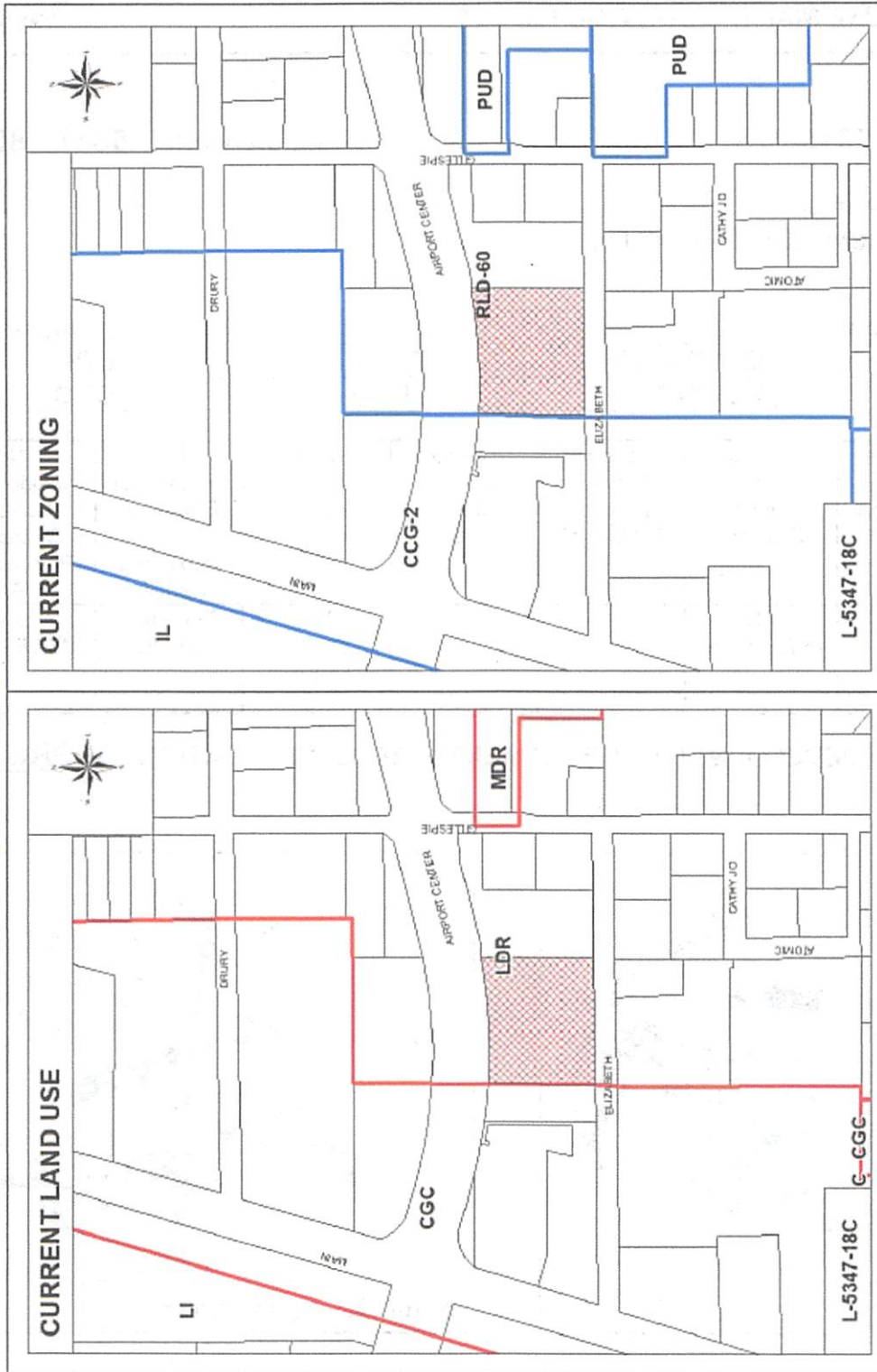
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



DUAL MAPS

SMALL SCALE LAND USE APPLICATION L-5347-18C



Current Zoning District(s): Residential Low Density-60 (RLD-60)

Requested Zoning District(s): Commercial, Residential and Office (CRO)

Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Residential-Professional-Institutional (RPI)

ANALYSIS

Background:

The 2.17 acre subject property is located on the north side of Elizabeth Lane between Main Street North and Gillespie Avenue. The property is located in Council District 7, Planning District 6 and within the North Jacksonville Vision Plan. The 2.17 acre subject property is a portion of a larger 3.7 acre parcel that is split by Airport Center Drive. The subject property is on the southern side of Airport Center Drive and has a current land use of Low Density Residential (LDR). Currently the site contains a single-family home and can be accessed from Elizabeth Lane, a collector road.

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the Suburban Development Area.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Residential-Professional-Institutional (RPI) and a rezoning from Residential Low Density-60 (RLD-60) to Commercial Residential Office (CRO) to create a transitional land use and zoning for the property allowing for office and low intensity commercial support uses. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-071.

Much of the area around the amendment site is in the LDR or CGC land use categories with a dominant use of single-family residential. 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 uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RLD-60	Vacant
South	LDR	RLD-60	Single-Family Homes
East	LDR	RLD-60	Single-Family Homes
West	CGC	CCG-2	Commercial Stores

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 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. 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). According to information filed in the zoning application, the site will be served by JEA.

Infrastructure Element Sanitary Sewer Sub-Element

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b. The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd)
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - c. Each lot is a minimum of 1 acre unsubmerged property.
 - d. Alternative (mounded) systems are not required.

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 an increase of 357 new net daily vehicular 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

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. 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 3.

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 3 is 0.51.

Airport Center Drive between Main Street and New Berlin Road is a 4-lane urbanized divided roadway, which is not functionally classified but operates as a collector facility. This segment has a maximum daily capacity of 34,020 vpd. The proposed 47,263 SF of office/institutional development could generate approximately 460 daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.36 with the inclusion of 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 sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

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.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 300 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

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	1000 Feet of Frontage; Local Road	
Plans/Studies	JIA-CRA	
	CURRENT	PROPOSED
Site Utilization	Single-Family Home	Office/Low Intensity Commercial
Land Use/Zoning	LDR/RR-Acre	RPI/CRO
Development Standards For Impact Assessment	5 Dwelling units/Acre	0.5 FAR
Development Potential	11 SF Dwelling Units	47,263 Square Feet
Population Potential	29 People	0 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	300' Jacksonville International Airport	
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
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
PUBLIC FACILITIES		
Potential Roadway Impact	357 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease in 390.7 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease in 293.03 gallons/day	
Potential Solid Waste Impact	Increase of 47.02 tons/year	
Drainage Basin / Sub-Basin	Dunn Creek / Little Cedar Creek, Dunn Creek	
Recreation and Parks	Oceanway Fire Station Park	
Mass Transit	Route 85	
NATURAL FEATURES		
Elevations	29 to 30 feet above mean sea level	

Land Cover	1200 – Residential, medium density; 4340- Upland mixed coniferous/hardwood
Soils	14- Boulogne fine sand, 0 to 2 percent slopes; 32- Leon Fine Sand, 0 to 2 percent slopes
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 February 8, 2019, the required notice of public hearing signs were posted. Twenty-three (23) 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 February 19, 2019. No members of the public were at the meeting to express support or concerns.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan:

Future Land Use Element (FLUE):

- 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 1.1.10** Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- 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.
- 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.

Recreation and Open Space Element (ROSE):

- 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.

Comprehensive Plan Analysis:

According to the category description for the Suburban Development Area of the Future Land Use Element (FLUE), Low Density Residential (LDR) is primarily intended to provide for low density residential development at up to seven units per acre.

According to the category descriptions for the Suburban Development Area of the FLUE, Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new RPI 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 site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA letter provided in the zoning application, dated January 16, 2019, there is a 16-inch water main within the Elizabeth Lane right-of-way adjacent to the property and a second 16-inch water main within the Airport Center Drive right-of-way. In addition, there is a 4-inch sewer force main within the Elizabeth Lane right-of-way.

The subject property has access to full urban services and is located in a developed area of the City. The proposed land use amendment aids in maintaining a compact and compatible land use pattern and is consistent with FLUE Objective 1.1. RPI is a transitional land use category which provides a gradual transition of densities and intensities between land uses and is consistent with Policies 1.1.10 and 3.1.3.

The proposed amendment to the RPI land use category promotes a compact and compatible combination of office and low intensity commercial uses, facilitates infill redevelopment on an underutilized parcel that is located within the Suburban Development Area and has access to urban services. Therefore, the proposed amendment discourages sprawl and encourages development in areas with existing access to public utilities and infrastructure and is consistent with FLUE Objective 6.3, and Policies 1.1.22, 1.2.9 and 3.1.3.

The proposed land use amendment will be required to comply with Recreation and Open Space Element (ROSE) Policy 2.2.1 concerning the adequate provision of open space.

The proposed amendment has been reviewed and found to comply with the North Jacksonville Vision Plan pursuant to FLUE Policy 4.1.8B; see below.

Vision Plan

The subject property is located within the boundaries of the North Jacksonville Vision Plan near the North Jacksonville Town Center. This area is targeted as a commercial corridor. The plan recommends a long term and phased program of redevelopment and improvement to the existing commercial sections. The proposed land use amendment is consistent with the North Jacksonville Visions Plan due to the transitional nature of the land use category and it will facilitate infill development on an underutilized property.

JIA-CRA

The subject site is located within the boundaries of the Jacksonville International Airport Community Redevelopment Area (JIA-CRA). The JIA-CRA was enacted to help stimulate development and fund infrastructure improvements. Information pertaining to this application was sent to the JIA-CRA via the Office of Economic Development. The JIA-CRA did not provide any recommendation.

Strategic Regional Policy Plan

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

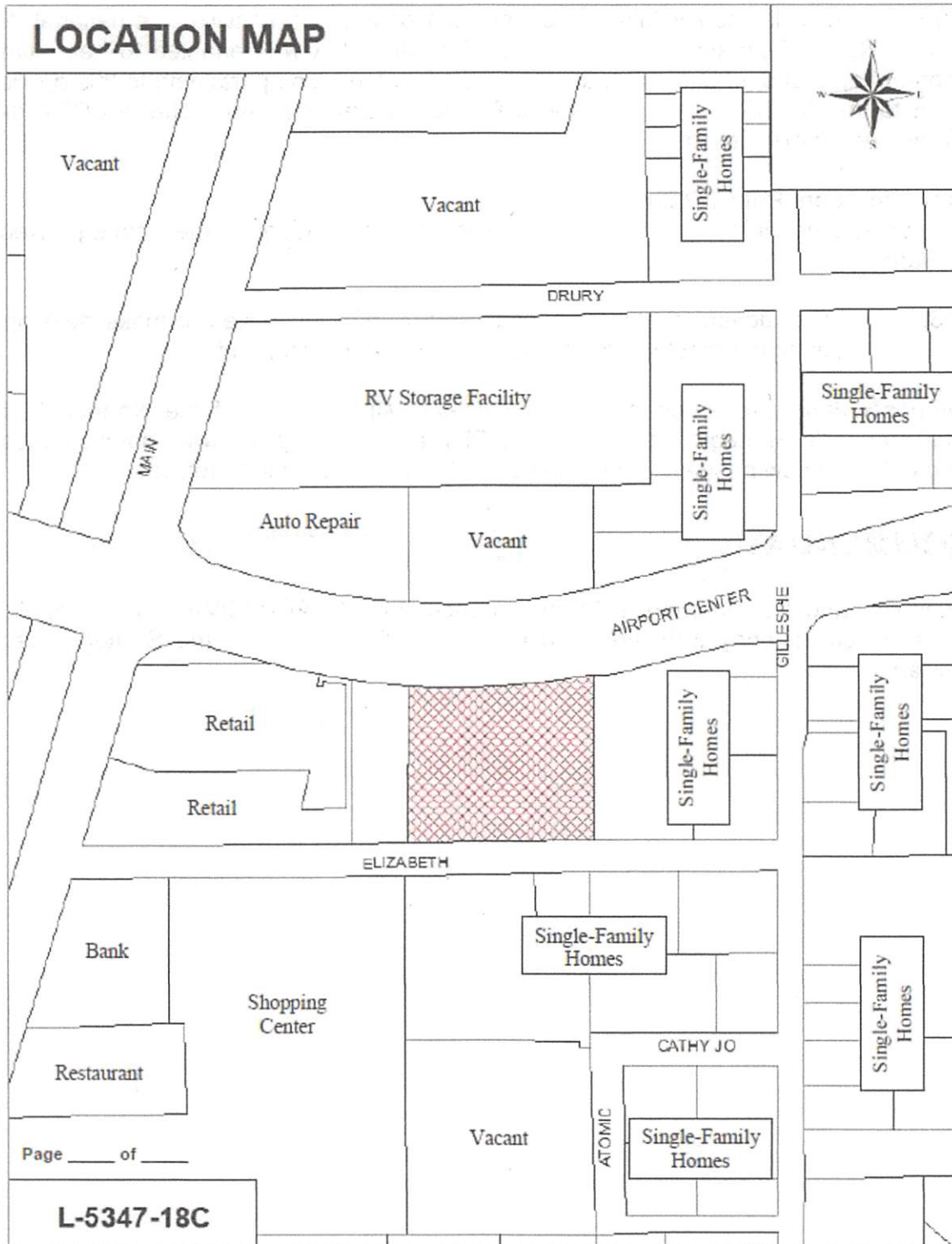
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities 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.

ATTACHMENT A (Existing Land Utilization):



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: February 7, 2019

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister
Transportation Planning Division

SUBJECT: Transportation Review: Land Use Amendment L-5347-18C

A trip generation analysis was conducted for Land Use Amendment L-5347-18C, located 107 Elizabeth Lane, south of Airport Center Drive E and between Main Street N and Gillespie Avenue, in the Suburban Development Area of Jacksonville, Florida. Currently, a single family home occupies the subject site and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Residential/Professional/Institutional (RPI) non-residential development on approximately 2.17 +/- 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 LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 11 homes (ITE Land Use Code 210) which could generate 104 daily vehicular trips. The proposed the RPI non-residential land use category allows for 0.5 FAR per acre resulting in a development potential 47,263 SF of office/institutional space (ITE Land Use Code 710), generating 460 new daily vehicular trips. This will result in 357 net new daily vehicular trips if the land use is amended from LDR to RPI non-residential, as shown in Table A.

ATTACHMENT B (Continued):

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
LDR	210	11 SFDUs	T = 9.44 (X)	104	0.00%	104
					Total Section 1	104
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
RPI	710	47,263 SF	T = 9.74 (X) / 1000	460	0.00%	460
					Total Section 2	460
					Net New Daily Trips	357

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

Additional Information:


Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. 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 3.

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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:	12/20/18	Date Staff Report is Available to Public:	3/1/2019
Land Use Adoption Ordinance #:	2019-070	Planning Commission's LPA Public Hearing:	3/7/2019
Rezoning Ordinance #:	2019-071	1st City Council Public Hearing:	3/12/2019
JPDD Application #:	L-5347-18C	LUZ Committee's Public Hearing:	3/20/2019
Assigned Planner:	Chris Schoenig	2nd City Council Public Hearing:	3/26/2019
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information:		Owner Information:	
L MANN		MARY ALBERT	
MANN-PELLICER		107 ELIZABETH STREET	
165 ARLINGTON ROAD		JACKSONVILLE, FL 32218	
JACKSONVILLE, FL 32211		Ph: 9047211546	
Ph: 9047211546		Fax: 9047211582	
Fax: 9047211582		Email: CHARLIEMANN1@COMCAST.NET	
Email: CHARLIEMANN1@COMCAST.NET			
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	2.17	General Location:	NORTH SIDE OF ELIZABETH STREET, 300 FEET EAST OF MAIN STREET
Real Estate #(s):	A portion of 107587 0000	Address:	107 ELIZABETH ST
Planning District:	6		
Council District:	7		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	MAIN STREET and GILLESPIE AVENUE		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: SINGLE FAMILY			
Current Land Use Category/Categories and Acreage:			
LDR 2.17			
Requested Land Use Category: RPI		Surrounding Land Use Categories: CGC	
Applicant's Justification for Land Use Amendment:			
TO CREATE A TRANSITIONARY LAND USE AND ZONING FOR THE PROPERTY, ALLOWING OFFICE AND LOW INTENSITY COMMERCIAL SUPPORT USES.			
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:			
RLD-60 2.17			
Requested Zoning District: CRO			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D (Aerial Map):

