



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

OVERVIEW

ORDINANCE: 2019-228

APPLICATION: L-5359-19C-1-7

APPLICANT: CALEB RACICOT

PROPERTY LOCATION: 648 East Union Street

Acreeage: 7.35

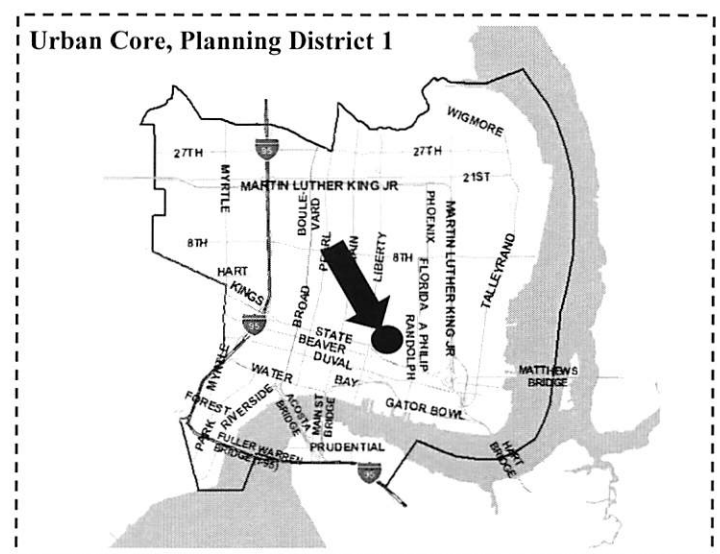
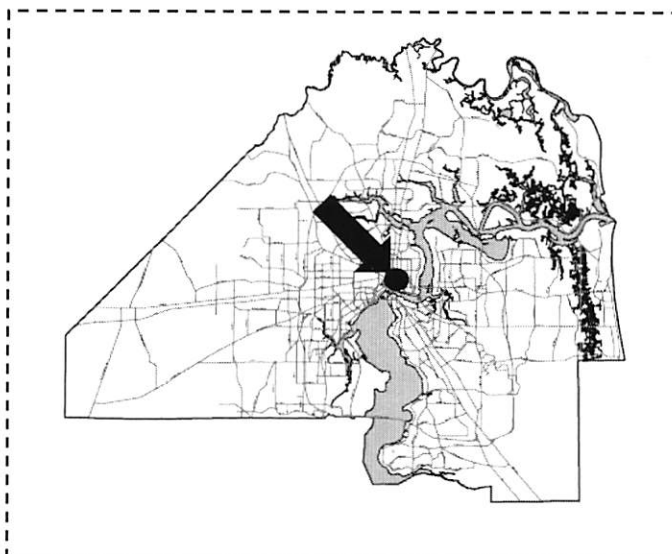
Requested Action:

	Current	Proposed
LAND USE	LI and RPI	CGC, with site specific FLUE Policy 4.4.10
ZONING	IL and CRO	PUD

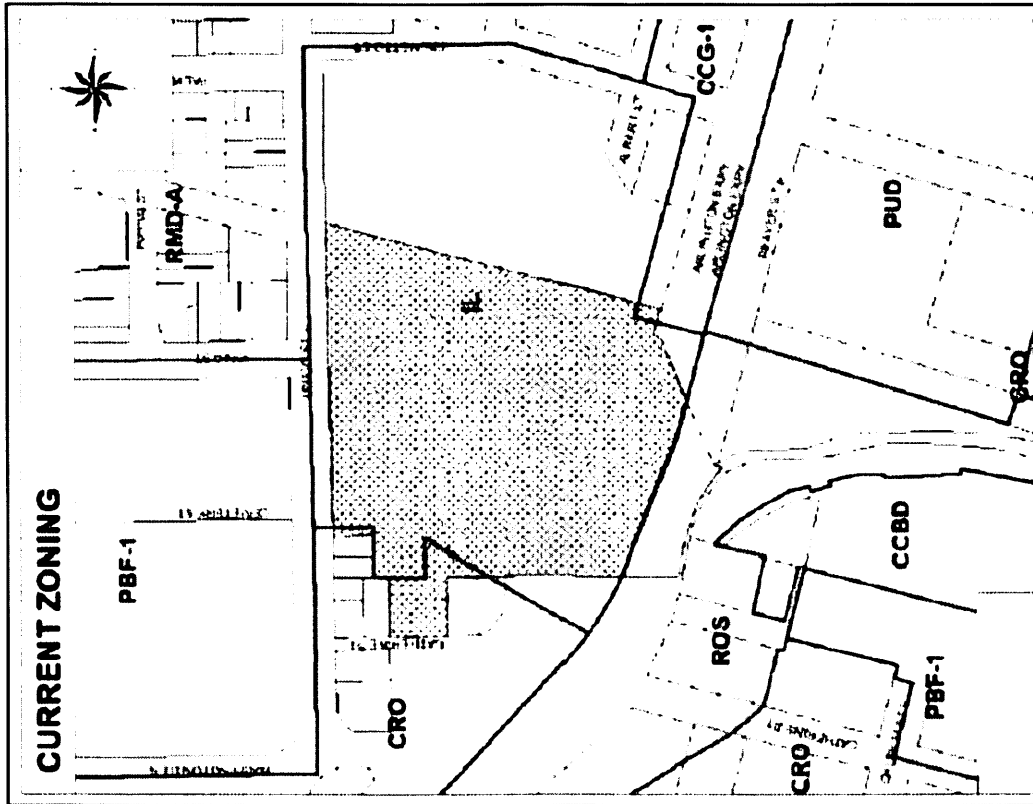
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LI and RPI	CGC	N/A	473 DU per site specific FLUE Policy 4.4.10	123,710 sq. ft. (LI) and 5,445 sq. ft. (RPI)	112,058 sq. ft. (CGC)	Increase of 473 DU	Decrease of 17,097 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

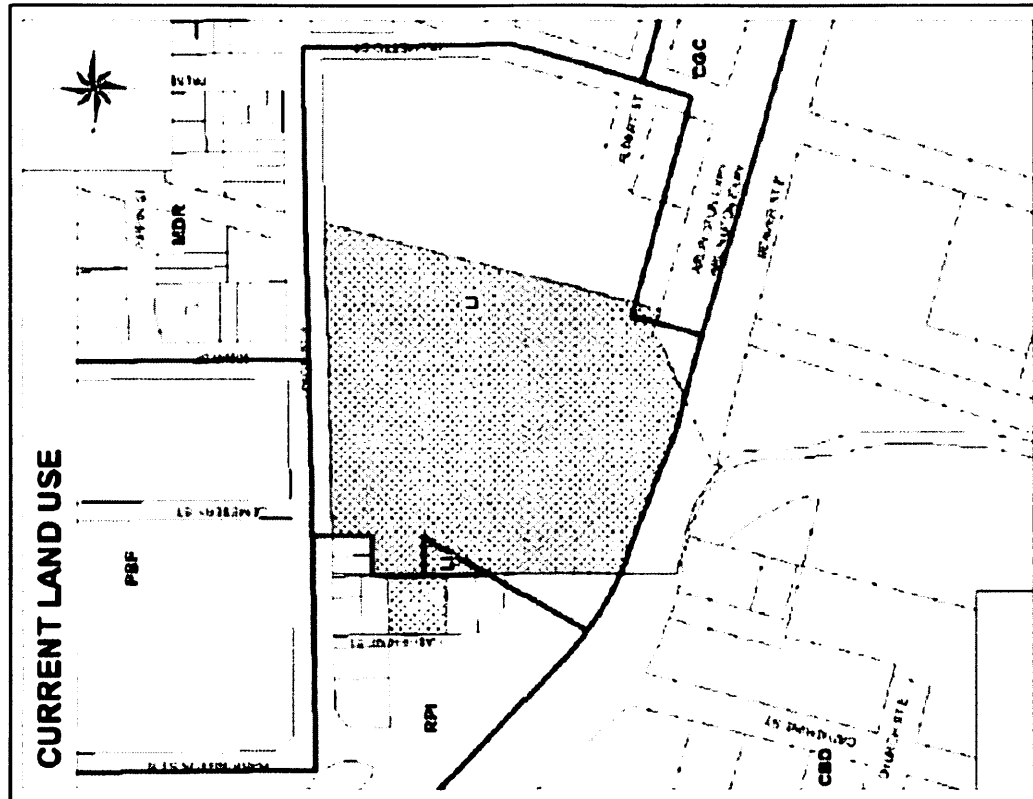


DUAL MAP PAGE



Current Zoning District(s): Commercial Residential Office (CRO) and Industrial Light (IL)

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



Existing FLUM Land Use Categories: Residential-Professional-Institutional (RPI) and Light Industrial (LI)

Requested FLUM Land Use Category: Community / General Commercial (CGC)

ANALYSIS

Background:

The subject site is 7.35 acres and is home to the century old Union Terminal Warehouse Company building. The property is located on the south side of Union Street, a local road in this location, at the intersection of Union Street and Ionia Street. The site abuts the Arlington Expressway overpass to the north but has no frontage along that roadway. The subject site is in the Urban Priority Area as identified within the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the *2030 Comprehensive Plan* and is within the boundaries of the Urban Core Planning District (PD 1), the Urban Core Vision Plan, and Council District 7.

The applicant proposes a future land use map amendment from Residential-Professional-Institutional (RPI) and Light Industrial (LI) to Community / General Commercial (CGC), with a site specific policy in the FLUE (detailed below) and a rezoning from Industrial Light (IL) and Commercial Residential Office (CRO) to Planned Unit Development (PUD) in order to allow for the revitalization of the property with a mixed use development including multi-family residential, commercial, and light industrial (storage, fabrication, maker-spaces, etc) uses. As mentioned, the map amendment to CGC is being proposed in conjunction with a site specific policy which would allow for a compatible subset of industrial uses, consistent with the current and historic use of the property. The site subject to the proposed map amendment is a portion of a larger site; the remaining 0.5 of an acre of the parcel lies beneath the Arlington Expressway overpass and is currently designated as Central Business District (CBD) and Recreation and Open Space (ROS zoning district). A land use amendment and companion rezoning were not necessary for this portion due to the overall uses proposed for the development and due to the limitations on development for this portion (because of Expressway). However, the maximum units allowed on the subject site takes this portion of land into consideration as it is an integral component of the overall mixed use development. As such, the site specific policy places a cap on the number of residential units allowed at 473. The site specific policy is included in this report as Attachment E. The subject site is bounded to the north by East Union Street; to the south by the Arlington Expressway overpass; to the west by McCormick Lane and residential properties designated as RPI; and to the east by industrial property designated LI. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-229.

The area surrounding the site is characterized by a mix of uses – the Old City Cemetery and Oakland Park; single-family residential uses; and light industrial uses and warehousing near the Hogan's Creek greenway. The dual land use and zoning map on page 2 and the land utilization map (Attachment A) provide a detailed picture of the existing development pattern for the immediate area.

The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	RPI, Public Buildings & Facilities (PBF), and Medium Density Residential (MDR)	CRO, PBF-1, and Residential Medium Density-A (RMD-A)	cemetery, park, residential
South	RPI & CBD	CRO & ROS	Hogan's Creek greenway
East	LI	IL	industrial
West	RPI	CRO	residential

Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this Section.

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition). The applicant indicates in the application that JEA water and sewer are available to the site.

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.

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 3,504 net new 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

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 10.

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 10 is 0.42.

The subject site will be accessible via Union Street East, which is a local road that could be significantly impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change. A methodology meeting with the Transportation Planning Division should be held prior to commencement of the study. The traffic analysis is subject to approval of Planning and Development Department and the City of Jacksonville Traffic Engineer.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. 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.

Wellhead Buffer Zone

The land use amendment site is within the 500-foot and 750-foot buffer of a wellhead. The application was routed to the Environmental Quality Division for review of possible impacts. Per their comments, the property at 648 East Union Street is within the wellhead protection area known as Main Street Well 4. Well records document a monitor well, J-5874 on the parcel. Any well applications and/or notifications of well activities should be sent to the Environmental Quality Division, Well Permitting.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent

of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

Flood Zones

Approximately one (1) acre of the subject site is located within the AE flood zone; see Attachment F. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to

determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

- Policy 2.7.3** The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
 - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
 - C. Incentives, including tax benefits and transfer of development rights.

School Capacity

The 7.35 acre proposed land use map amendment has been reviewed for a potential development impact of 473 mutli-family dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

School Impact Analysis

LUA L-5359-19C

Development Potential: 473 Residential Units

School Type	CSA	2018-19 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	1	13,689	70%	79	63%	7,341
Middle	1	8,312	83%	35	88%	349
High	1	8,272	82%	44	76%	3,111
Total New Students				158		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2 **Adopted Level of Service (LOS) Standards**
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2018/19)	% OCCUPIED	4 YEAR PROJECTION
Andrew Robinson ES #262	1	79	990	761	77%	79%
Matthew Gilbert MS #146	1	35	787	390	50%	50%
William Raines HS #165	1	44	1,817	1,379	76%	78%

- Does not include ESE & room exclusions
- Analysis based on **473** maximum dwelling units – L-5359-19C

Evacuation Zone

The subject site is within Evacuation Zones B and C. As such, the land use application was routed to the City’s Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change. Per EPD’s attached memo, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. Their complete analysis is included within this report as Attachment G.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Brownfields

This site is located within the Brownfields Pilot Study Area by Resolution 2000-125-A as defined in F.S. 376.79(4). The property may or may not have contamination.

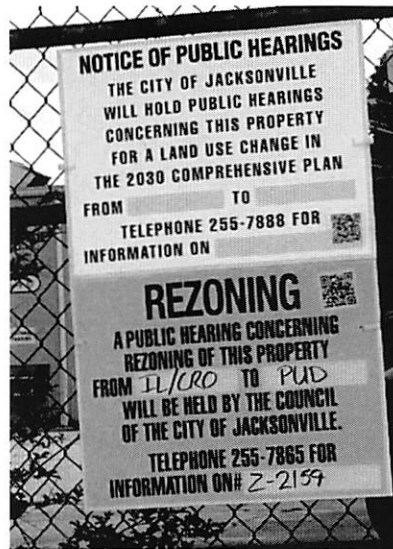
Since the property is located within a Brownfields Area, the owner may request the property be designated a Brownfield Site. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. The property owner may qualify for tax credits.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification	Union Street (local)	
Plans/Studies	Urban Core Vision Plan; Springfield Neighborhood Plan '77	
	CURRENT	PROPOSED
Site Utilization	Warehouse	Mixed-use dev
Land Use/Zoning	LI & RPI / IL & CRO	CGC (with site specific policy) / PUD
Development Standards For Impact Assessment	0.4 FAR on 7.10 ac & 0.5 FAR on 0.25 ac	0.35 FAR
Development Potential	123,710 sf industrial uses; and 5,445 sf commercial/office uses	473 multi-family units (per site specific policy); and 112,058 sf commercial uses
Population Potential	N/A	1,112 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	High & low	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X - discharge
Well Head Protection Zone	X – 500 and 750' buffer	
Boat Facility Siting Zone		X
Brownfield	X – study area	
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 3,504 new net daily vehicular trips	
Potential Public School Impact	158 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 112,145 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 84,109 gpd	
Potential Solid Waste Impact	Increase of 1,017 tons per year	
Drainage Basin / Sub-Basin	Upstream of Trout River / Hogan Creek (stream)	
Recreation and Parks	Hogan's Creek Greenway Expansion and Oakland Park	
Mass Transit	Yes – routes 11, 19, and 86	
NATURAL FEATURES		
Elevations	13 feet +/-	
Land Cover	1400 (commercial and services); 1550 (other light industrial); 8140 (roads and highways)	
Soils	72 (Urban land-Ortega-Kershaw complex, 0-8% slopes); 69 (Urban land); 7 (Arents, nearly level)	
Floodzone	AE	
Wetlands	N/A	
Wildlife (sites greater than 50 acres)	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 5, 2019, the required notices of public hearing signs were posted. Fifty-one (51) 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 Information Meeting was held on April 15, 2019, and only the applicant attended. No members of the public were present.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, 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 proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- 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 1.1.25 The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown, and
6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Policy 1.3.6 The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

Policy 2.3.1 Recognize the Central Business District (CBD) and its periphery as a significant urban area of the City appropriate for residential and mixed use projects at higher densities/intensities than the remainder of the City. Overall guidelines are included in the master plan for the downtown "Celebrating the River: A Plan for Downtown Jacksonville" adopted by City Council in 2000.

The City's Land Development Regulations have been amended to include the Downtown Zoning Overlay and the Downtown Signage Overlay for the CBD which includes regulatory incentives for development/redevelopment in the CBD.

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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

According to the Category Descriptions identified within the FLUE, RPI in the Urban Priority Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes.

Community / General Commercial (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. Development that includes residential uses is preferred to provide support for commercial and other uses. A combination of compatible mixed uses should be vertically integrated within a multistory building. 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 an arterial or higher on the Functional Highway Classification Map. Principal uses include commercial retail sales and service establishments; restaurants; hotels and motels; offices; financial institutions; multi-family dwellings; live/work units; and commercial recreational and entertainment facilities sales among other uses.

According to Property Appraiser data, the existing warehouse building was built in 1912. The railroads that historically accessed the site were abandoned decades ago, and because the warehouse was built prior to tractor-trailer invention/distribution models, the building is not fit for modern large-scale logistics, manufacturing, and distribution. The subject site is ripe for redevelopment because it is currently underutilized and not well suited for modern industrial needs and is located in an urbanized and developed area of the city, abutting the Central Business District (CBD), with access to full urban services. Further, the site is approximately 1.25 miles to the east of Interstate-95 (I-95), just north of the Arlington Expressway, and is accessed from Union Street. For these reasons, the proposed land use amendment to CGC, which includes a residential component, is consistent with FLUE Objectives 1.1 and 6.3 and FLUE Policies 1.3.6, 2.3.1, and 3.2.2.

Consistent with FLUE Goal 3, the site is surrounded by a balanced land development pattern, including residential uses, a commercial corridor (A. Philip Randolph Boulevard, ¼ mile east of the site), small-scale light industrial properties, a park, and the Old City Cemetery. Further, these uses are supported by an efficient and connected transportation network, consistent with FLUE Policy 1.1.22. The proposed land use amendment to CGC would allow the property to be redeveloped into a mixed-use project, consisting of residential uses, commercial uses, and light industrial uses, which are small in scale and compatible with a commercial designation, furthering the intent of FLUE Objective 3.2. As previously mentioned, the companion site-specific policy provides details regarding limitations on the light industrial uses as well as a cap on the number of multi-family uses permitted.

The applicant has filed a companion PUD rezoning. The companion rezoning application will promote the opportunity for smart growth techniques and innovative site planning and the site utilizes city water and sewer services, consistent with FLUE Policies 1.1.12, 1.1.25, and 1.2.9.

Vision Plan Consistency

The subject property is located within the boundaries of the Urban Core Vision Plan. Guiding Principle Two of the Plan is to “promote mixed-use/mixed-income redevelopment and infill.” The proposed land use amendment is consistent with sub-principles 2.1, redevelopment and infill, and 2.2, create a range of housing opportunities and choices, as it allows for the redevelopment of the property into a mixed-use project, inclusive of a residential component.

Strategic Regional Policy Plan

The proposed land use 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.

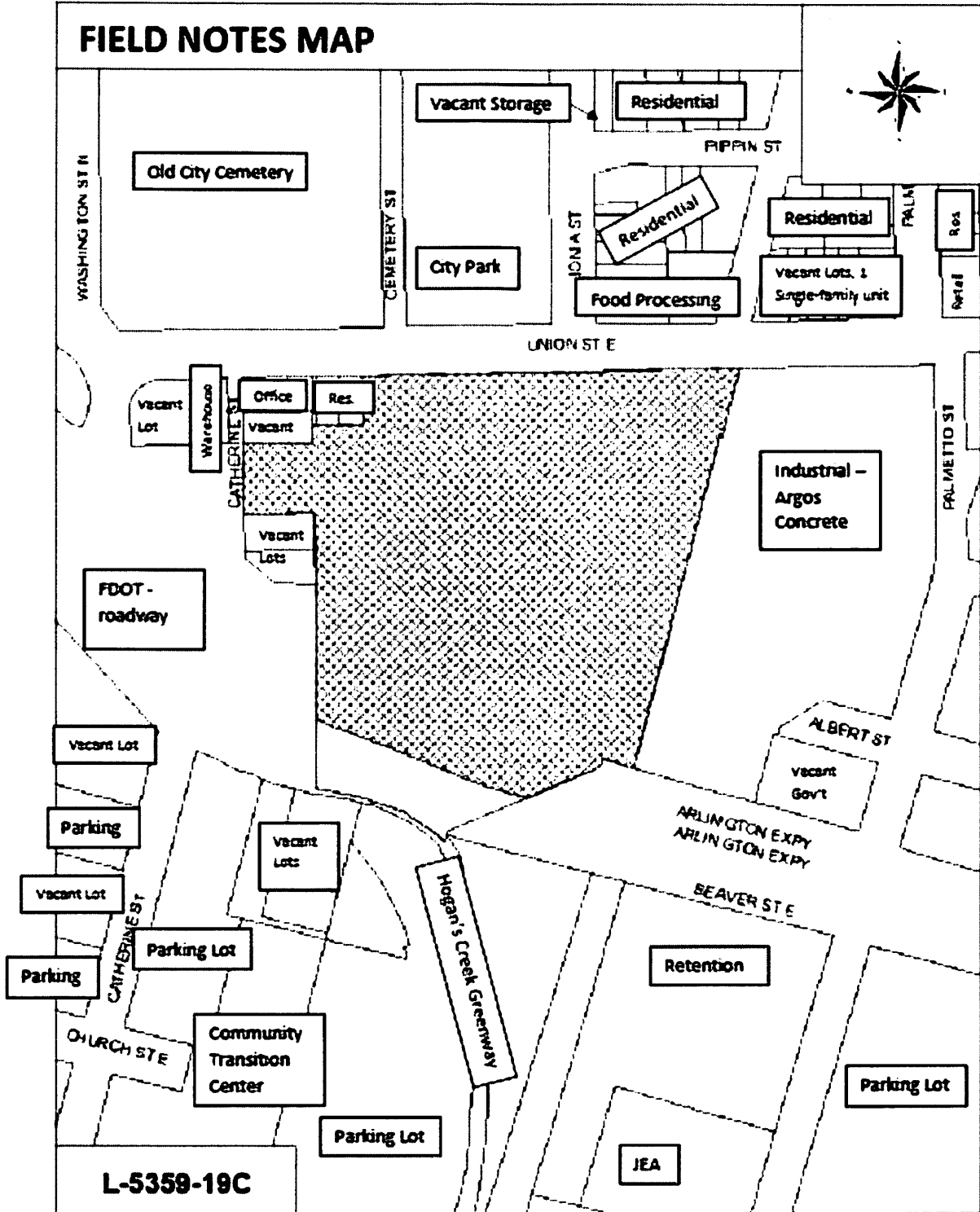
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan, as it would promote commercial development on an underutilized parcel with access to full urban services.

RECOMMENDATION

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


ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

	<h3>City of Jacksonville, Florida</h3>
<p>ONE CITY. ONE JACKSONVILLE</p>	<p><i>Lenny Curry, Mayor</i></p>
	<p>City Hall at St. James 117 W. Duval St. Jacksonville, FL 32202 (904) 630-CITY www.coj.net</p>
<h3><u>MEMORANDUM</u></h3>	
<p>DATE: April 12, 2019</p>	
<p>TO: Susan Kelly Community Planning Division</p>	
<p>FROM: Lurise Bannister Transportation Planning Division</p>	
<p>SUBJECT: Transportation Review: Land Use Amendment L-5359-19C</p>	
<p>A trip generation analysis was conducted for Land Use Amendment L-5359-19C, located at 648 Union Street E, north of Arlington Expressway between McCormick Lane and Palmetto Street in the Urban Priority Development Area of Jacksonville, Florida. The subject site is occupied by a 15,641 SF warehouse and office space on approximately 7.35 +/- acres and has an existing Light Industrial (LI) and Residential/Professional/Institutional (RPI) nonresidential land use category. The proposed land use amendment is to allow for Medium Density Residential (MDR) and Community General Commercial (CGC) uses.</p>	
<p>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 LI land use category development impact assessment standards allows for 0.4 FAR per acre, resulting in a development potential of 123,710 SF of industrial space (ITE Code 110) which could generate 862 daily vehicular trips. The RPI nonresidential land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 5,445 SF of office/institutional space (ITE Code 710) which could generate 53 daily vehicular trips. The proposed CGC and MDR land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 112,058 SF of commercial space (ITE Code 820) and 473 multi-family dwelling units which could generate 4,419 daily vehicular trips. This will result in 3,504 net new daily vehicular trips if the land use is amended, as shown in Table A.]</p>	

ATTACHMENT B

Traffic Analysis, 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
RPI	710	5,445 SF	T = 9.74 (X) / 1000	53	0.00%	53
LI	110	123,710 SF	T = 6.97 (X) / 1000	862	0.00%	862
Total Section 1						915
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	231	473 MFDUs	T = 3.44 (X)	1,627	0.00%	1,627
CGC	820	112,058 SF	T = 37.75 (X) / 1000	4,230	34.00%	2,792
Total Section 2						4,419
Net New Daily Trips						3,504

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 10.


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 10 is 0.42

The subject site will be accessible via Union Street E which is a local road that could be significantly impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change. A methodology meeting with the Transportation Planning Division must be held prior to commencement of the study. The traffic analysis is subject to approval of Planning and Development Department and the City of Jacksonville Traffic Engineer.

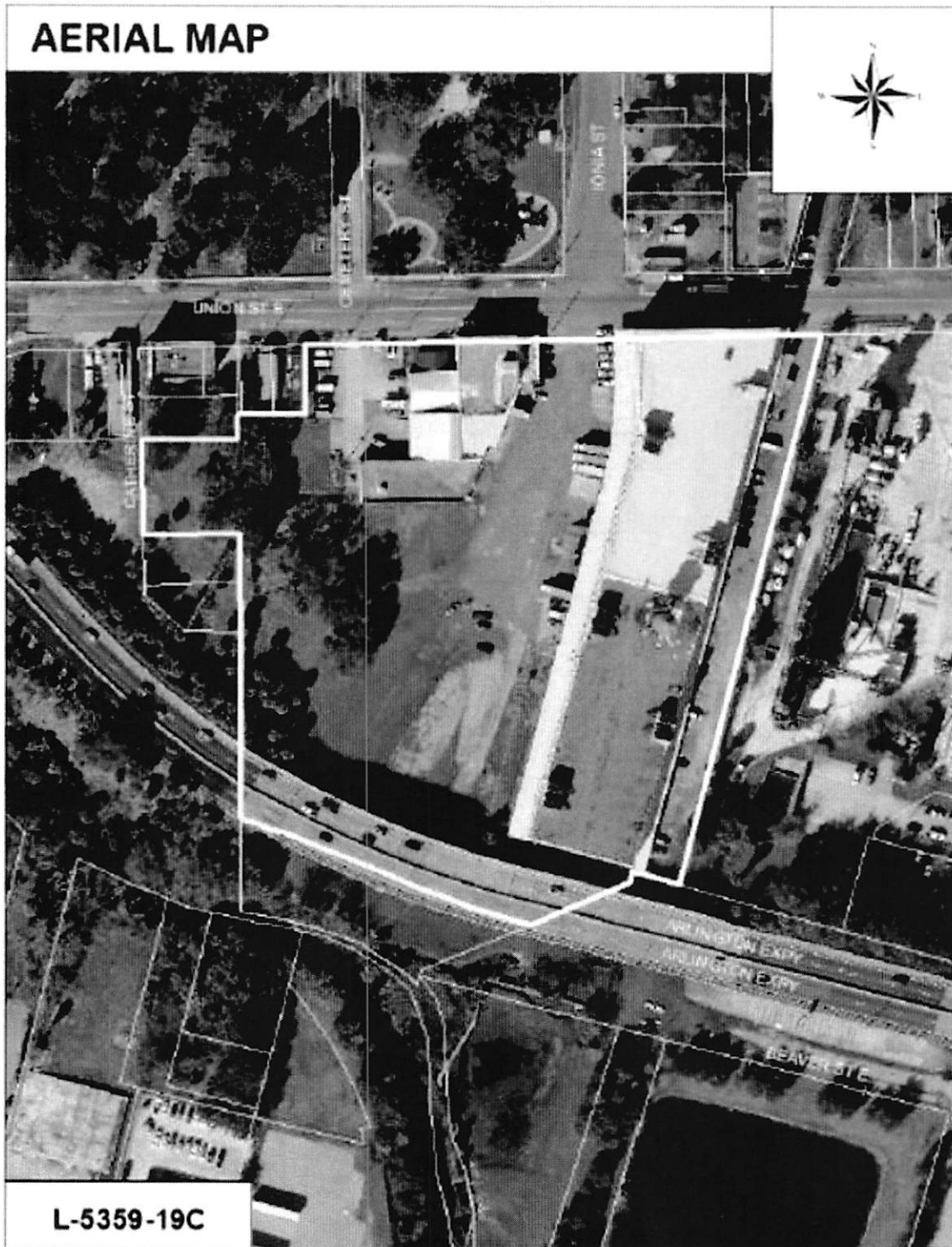
ATTACHMENT C

Land Use Amendment Application:

 APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted: 1/17/2019 Land Use Adoption Ordinance #: 2019-228 Rezoning Ordinance #: 2019-229 JPOD Application #: L-5359-19C Assigned Planner: Susan Kelly	Date Staff Report is Available to Public: 5/3/2019 Planning Commission's LPA Public Hearing: 5/9/2019 1st City Council Public Hearing: 5/15/2019 (Wed.) LUZ Committee's Public Hearing: 5/21/2019 2nd City Council Public Hearing: 5/28/2019
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>	
Applicant Information: CALEB RACICOT TSW 1447 PEACHTREE STREET NE, SUITE 850 ATLANTA, GA 30309 Ph: 4048736730 Email: CRACICOT@TSW-DESIGN.COM	Owner Information: DILLON BAYNES EAST UNION PROPERTY OWNER LLC 1718 PEACHTREE STREET NW, SUITE 684 ATLANTA, GA 30309 Ph: 4042291387
<u>DESCRIPTION OF PROPERTY</u>	
Acreage: 7.35 Real Estate #(s): 122092 0000 (portion of)	General Location: 648 EAST UNION STREET
Planning District: 1 Council District: 7 Development Area: URBAN PRIORITY AREA Between Streets/Major Features: MCCORMICK LANE and PALMETTO STREET	Address: 648 UNION ST E
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>	
Current Utilization of Property: COMMERCIAL AND LIGHT INDUSTRIAL Current Land Use Category/Categories and Acreage: LI 7.10 RPI 0.25	
Requested Land Use Category: CGC Surrounding Land Use Categories: LI Applicant's Justification for Land Use Amendment: TO SUPPORT THE CONVERSION OF A FORMER INDUSTRIAL SITE INTO A NEW RESIDENTIAL, COMMERCIAL, AND LIGHT INDUSTRIAL SPACES WITH A LEVEL 2 ECONOMICALLY DISTRESSED AREA, AS SET FORTH IN THE PROPOSED PUD REZONING THAT THIS AMENDMENT SUPPORTS. SAID PUD INCLUDES TOOLS THAT ENSURE HIGH QUALITY DESIGN AND SUPPORTS ECONOMIC GROWTH IN A WAY THAT ALLOWS SOME EXISTING BUSINESS TENANTS TO REMAIN ON THE PROPERTY AS ADDITIONAL RESIDENTIAL AND COMMERCIAL USES ARE ADDED.	
<u>UTILITIES</u>	
Potable Water: JEA Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>	
Current Zoning District(s) and Acreage: IL 7.00 CRO 0.35	
Requested Zoning District: PUD	
Additional information is available at 904-255-7888 or on the web at http://maps.coi.net/luzap/	

ATTACHMENT D

Aerial Map:



ATTACHMENT E

Site Specific Policy with L-5359-19C

FUTURE LAND USE ELEMENT

Policy 4.4.10

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2018), Ordinance 2019-228-E for a small scale amendment is approved subject to the following site specific condition:

- The following light industrial uses shall be allowed as principal uses within the Community / General Commercial (CGC) designation when developed as part of a mixed-use development:
 - Wholesaling, warehousing, storage or distribution establishments (but not concrete batch mixing plants) and similar uses; and
 - Light manufacturing, processing (including food and drink processing, breweries, wineries, and similar uses, but not including slaughterhouse), packaging or fabricating.
- The mixed use development shall be allowed a maximum of 473 dwelling units.

The site's location in an established mixed use area adjacent to both the Central Business District (CBD) and near the Springfield Historic District provides a mix of residential and supporting commercial uses along with recreation and open space areas (Hogan's Creek Greenway), consistent with Policy 2.3.1. The site is located in close proximity to public transportation, connects to full urban services and is home to an underutilized industrial warehouse built in 1912 according Duval County Property Appraiser data. The revitalization of this site with a mixed use development which establishes the vertical and horizontal integration of commercial, residential, and light industrial (storage, fabrication, maker-spaces, etc.) uses is consistent with Policy 1.1.25. The property for the mixed-use development site includes land within the CBD land use category and the Recreation and Open Space (ROS) zoning district. This portion of the site is being utilized for recreation and open space to serve the residential uses associated with the mixed use development. The property's total acreage, at 60 dwelling units per acre, shall be limited to 473 residential units. Further, the development shall be allowed limited light industrial uses, identified above, to allow for innovative redevelopment of a mixed-use project.

ATTACHMENT F

Flood Zone Map



ATTACHMENT G, continued



EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202

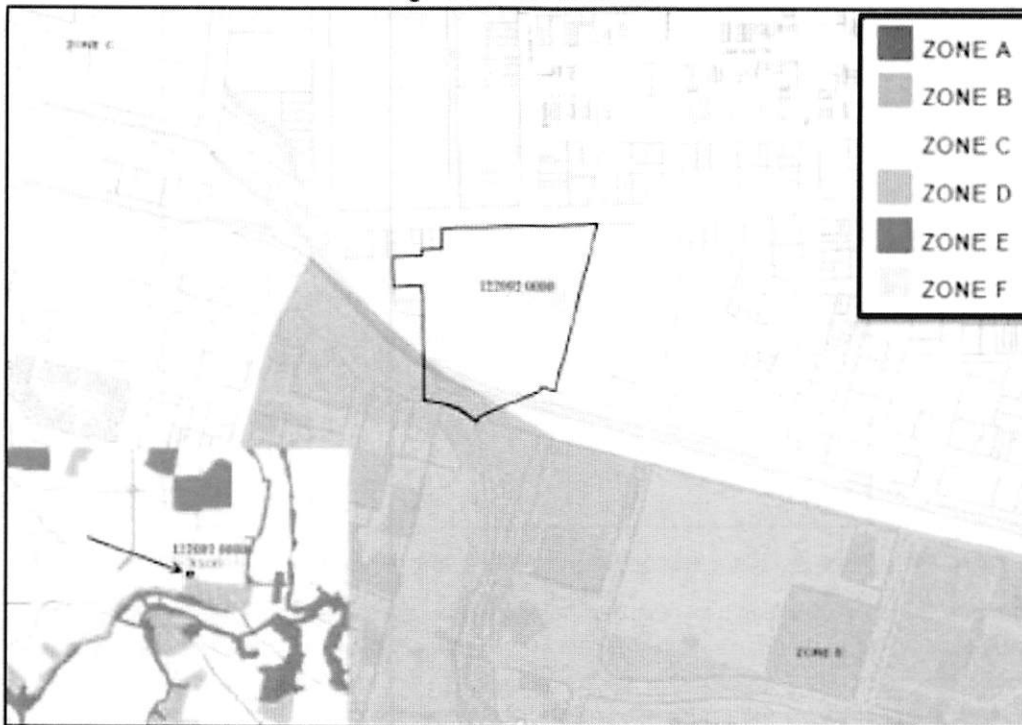


WWW.JAXREADY.COM

Evacuation Zones and Routes

The property described in the land use agreement located between East Union Street and the Arlington Expressway is in Evacuation Zones B and C. Figure 2 illustrates the evacuation zone designations for Zones B (dark yellow), and C (canary yellow).

Figure 2: Evacuation Zones



Source: <http://maps.coj.net/DuvalProperty/#>; JAXGIS Duval County - Evacuation Zone Layer

The primary evacuation routes for Duval County are the major highways Interstate 95N and Interstate 10E, which allow for evacuation to the North and West respectively. The Arlington Expressway is a key artery for residents in the area who are north of the St. Johns River and intend to connect to the primary 95N evacuation route. Main St N also serves as a secondary evacuation route to evacuate northbound from the County. Main St N is approximately 0.41 road miles to the west of this location via State Street.

ATTACHMENT G, continued

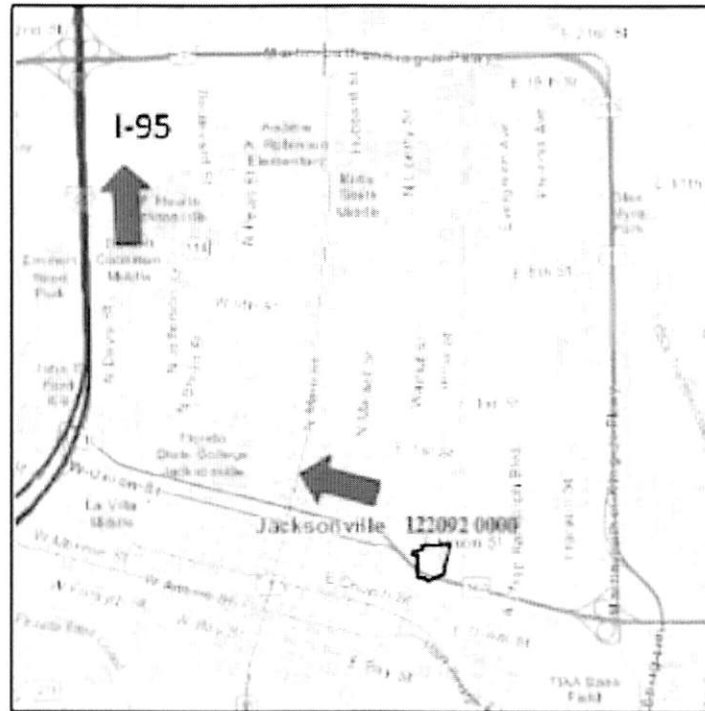


EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202



WWW.JAXREADY.COM

Figure 3: Evacuation Routes



Source: <http://map.floridadisaster.org/gator/map.html>; GATOR Situational Awareness Tool – Evacuation Route Layer

In consideration of Objective 7.1 of the 2030 Comprehensive Plan, all lanes of Interstate 95 N may be designated to be routed northward during times of increased volume in order to reduce excessive evacuation times. Evacuees will utilize the predetermined evacuation routes until they have entered a public shelter, reached a safe area in the county, or departed the county.

Evacuation Shelters

In relation to Objective 7.2, Duval County has 27 designated evacuation shelters. Most are located in schools. Duval County Health Department is responsible for operating Special Needs Shelters. Individuals going to special needs shelters must pre-register with the Duval County Emergency Management. If needed, transportation will be provided for those who pre-register. Information on special needs registration including transportation is found on the Duval County Emergency Management website, JaxReady.com. Clients must register for access to the special needs shelters each year. Current information regarding shelter openings can be found at www.jaxready.com or by calling (904) 630-CITY (630-2489).

ATTACHMENT G, continued



EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202



WWW.JAXREADY.COM

Impacts to Evacuation Timing & Shelter Populations

According to the proposal, the applicant intends to convert a former industrial site into 473 residential dwelling units, commercial spaces, and light industrial spaces. When contrasted with the relatively low number of permanent residents in the immediate area coupled with close proximity to main evacuation routes, the proposed plan should not have an adverse impact on timely evacuation. Any localized traffic impacts would likely be observed at the off-ramp of the Arlington Expressway at State Street E, as evacuees travel westbound. An alternate evacuation route exists via the Martin Luther King Jr PKWY, which will alleviate excessive delays. Should a disaster become imminent and shelters are opened, there may be several that are close to this location capable of providing shelter for those who do not evacuate the County.

The proposal also includes commercial and light industrial spaces. It should be noted that the City of Jacksonville has no authority to direct the operations of private companies. However, the City of Jacksonville encourages all citizens to heed all warnings and evacuation orders. During an imminent natural disaster, particularly a tropical cyclone event, commercial retail and service establishments are encouraged to prepare for the impacts of the event and allow their employees to make personal preparations at home and seek appropriate shelter arrangements.

Conclusion

In consideration of the factors mentioned above, the existing evacuation zones, and nearby evacuation routes, the Emergency Preparedness Division determines that the impact of a small-scale land use amendment detailed in Application # L-5359-19C on countywide evacuation timing would be negligible. Localized impact to traffic at the off-ramp of the Arlington Expressway at State Street E may be observed. Shelters would similarly remain unaffected by this land use amendment. Site design techniques which minimize the impact to local traffic flow are encouraged.

4