

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



**OVERVIEW**

**ORDINANCE: 2014-140**

**APPLICATION: 2013C-023-5-14**

**APPLICANT: L. CHARLES MANN**

**PROPERTY LOCATION:** Northeast of the intersection of Edgewood Avenue and Mayflower Street.

**Acreage:** 0.51 Acres

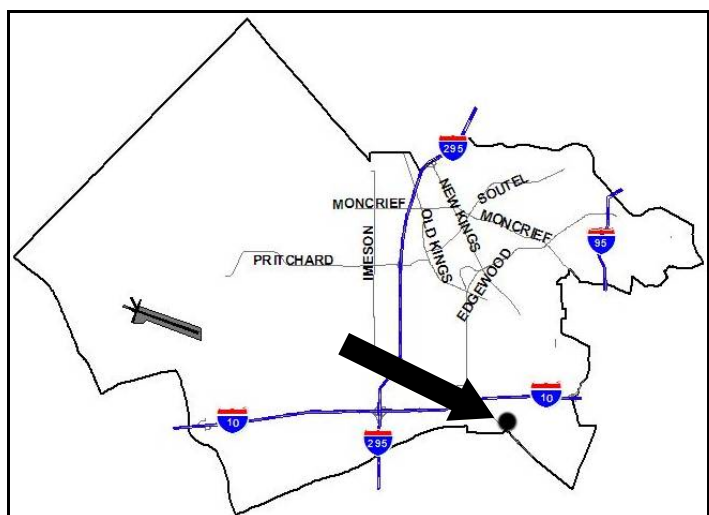
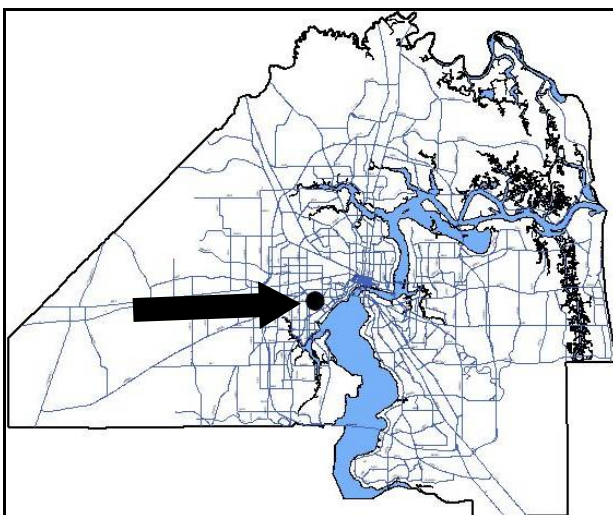
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>MDR</b>	<b>CGC</b>
<b>ZONING</b>	<b>RLD-60</b>	<b>PUD</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 (Increase) in Potential Floor Area
MDR	CGC	15 DU/Ac 7 M/F Dwelling Units	0 DU/AC 0 S/F Dwelling Units	0 SF	7,775 SF Commercial	Decrease of 7 Dwelling Units at 15 DU/Ac	Increase of 7,775 SF

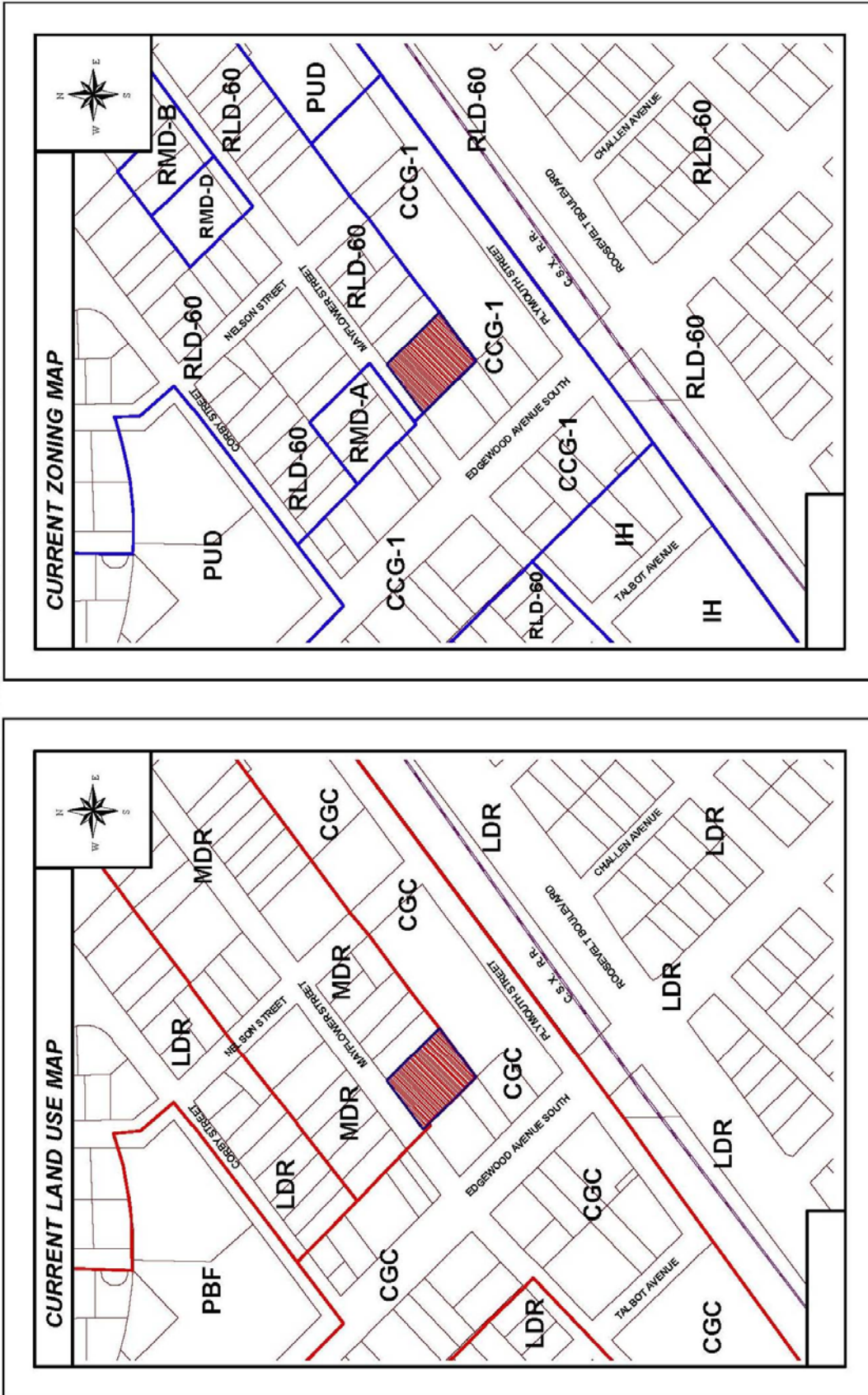
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



# DUAL MAP PAGE

## SMALL-SCALE LAND USE APPLICATION 2013C-023



**Current Zoning District(s):** Residential Low Density-60 (RLD-60)  
**Requested Zoning District(s):** Planned Unit Development (PUD)

**Existing FLUM Land Use Categories:** Medium Density Residential (MDR)  
**Requested FLUM Land Use Category:** Community/General Commercial (CGC)

# ANALYSIS

## Background:

The subject property is located on the southeast side of Mayflower Street and approximately 150 feet northeast of the Edgewood Avenue-Mayflower Street intersection. Access to the application's 0.51 acre vacant lot is from Mayflower Street by way of Edgewood Avenue. Edgewood Avenue is classified as "Collector" roadway while Mayflower Street is classified as a "Local" road. The applicant proposes a future land use amendment from Medium Density Residential (MLD) to Community/General Commercial (CGC) and a rezoning from Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD).

North, northeast, and northwest from the subject site and along Mayflower Street are single-family homes with a few multifamily homes in a MDR land use category and RLD-60 zoning district. South and southwest of the site and along Edgewood Avenue is a mix of retail, nightclubs, church, service garage and office in a Community General Commercial (CGC) land use category and Commercial Community/General-1 (CCG-1) zoning district. Jones College with its associated parking lot is immediately abutting the southeast edge of the subject site with frontage along Plymouth Street. This too is in the same land use category and zoning districts of the various retail and businesses along Edgewood Avenue

The applicant proposes to convert the vacant lot of the land use amendment site into a thirty-five (35) space parking lot to allow for parking for the nearby businesses on Edgewood Avenue. Edgewood Avenue lies just outside the Murray Hill Town Center Initiative Corridor.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Urban Area" of the City. The proposed land use will not have a residential component in its request. Therefore there is no school capacity issues related to the proposed land use amendment.

## Impacts and Mitigation:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

## 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).

## **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 229 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. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

**IMPACT ASSESSMENT      2013C-023      0.51 Acres**

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Parking Lot
Land Use Category	MDR	CGC
Development Standards For Impact Assessment	15 Multi-Family Dwelling Units/Ac	0.35 Floor Area Ratio (FAR)
Development Potential	7 Multi-Family DU	7,775 Sq Ft Office
Population Potential	16 people	0 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone	500 feet restriction for NAS Jax & Herlong Air Fields	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X- Low
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 229 daily trips	
Water Provider	JEA	
Potential Water Impact	Possible decrease in demand of 86.05 gpd. LOS maintained.	
Sewer Provider	JEA	
Potential Sewer Impact	Possible decrease in demand of 64.54 gpd. LOS maintained.	
Potential Solid Waste Impact	Possible increase in demand of 17.34 tons per year. LOS maintained.	
Drainage Basin / Sub-Basin	St. Johns River Basin and McCoy Creek Sub-basin	
Recreation and Parks	Murray Hill Playground	
Mass Transit	Served by JTA WS 2 Line on Edgewood and Roosevelt Intersection	
NATURAL FEATURES		
Elevations	25 feet	
Soils	69 –Urban Land (60%) and 74 – Pelham-Urban land complex (40%)	
Land Cover	1300 – Residential High Density	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

**PROCEDURAL COMPLIANCE****Signs, Notices and Preview Workshop**

Upon site inspection by the Planning and Development Department on February 21, 2014, the required notices of public hearing signs were posted. Forty-three (43) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Preview Workshop on March 26, 2012. There was one speaker in support of the application and one speaker who had concerns of the hours of operation of the parking lot and wondered if the lot would be used for the nearby nightclub with late night hours. However, it was stated that the parking lot will have limited hours.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan Consistency

The proposed amendment is consistent with the following Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- |                |  |
|----------------|--|
| Objective 1.1  | Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.  |
| Policy 1.1.22  | Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.   |
| Objective 2.10 | Apply urban development characteristics as defined in this element to suburban mixed-use development projects as a means of promoting the development of complementary uses that include cultural, recreational, and integrated commercial and residential components, in order to reduce the negative impacts of urban sprawl.  |
| Policy 2.10.1  | The City shall incorporate, in the Land Development Regulations, a system of incentives to promote development and redevelopment opportunities through mixed and multi-use projects.   |
| Policy 2.10.2  | <p>The City shall include incentives in the development review process to encourage residential development with supporting uses such as retail, restaurant, recreation and open space that relate physically and visually to nearby areas of the City through a design concept, which includes, but is not limited to:</p> <ol style="list-style-type: none"><li>1. Residential development with a full range of urban uses and support facilities; and</li><li>2. Physically connected neighborhoods bound together by pedestrian paths and public spaces.</li></ol> |
| Policy 3.2.4   | The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the residential character of and   |

precludes non-residential traffic into adjacent neighborhoods and meets design criteria set forth in the Land Development regulations.

The land use amendment of CGC on the vacant land within an urban area of the City allows for infill development thereby making use of the existing infrastructure system of the City which is consistent with FLUE Objective 1.1. In addition the subject property has access to full urban services, including mass transit, and is located in a developed area of the City. Therefore, the proposed commercial land use designation aids in maintaining a compact land use pattern and helps to maintain an increasingly efficient urban service delivery system, consistent with FLUE Policy 1.1.22.

The proposed parking lot is adjacent to the Murray Hill business district of Edgewood Avenue and near the Murray Hill Town Center Initiative Corridor. Many of the retail shops and restaurants have no parking spaces of their own and have to rely on on-street parking which at times is insufficient. By providing additional parking spaces to serve the nearby businesses it improves economic activity of the area thereby promoting Objective 2.10 and Policies 2.10.1 and 2.10.2. In addition business traffic using the proposed parking area will most likely enter and exit from Edgewood Avenue where no other on-street parking is available at times thereby satisfying Policy 3.2.4.

According to the category description of the Future Land Use Element (FLUE), Medium Density Residential (MDR) permits housing densities of up to 20 dwelling units per acre when full urban services are available. Generally, high density single-family detached housing and multi-family housing will be the predominant land use in this category. Additionally, certain secondary and supporting uses are permitted in all residential categories including nursing homes, emergency shelter homes, foster care homes, rooming houses, residential treatment facilities, private clubs and supporting commercial and service establishments is located at road intersections when roads are classified as "Collector" or higher.

The CGC Future Land Use Element category permits commercial establishments offering a wide range of goods and services. Uses such as retail stores, restaurants, automobile sales and repair, professional and business offices and financial institutions are permitted.

## **Vision Plan**

The application site lies within the Northwest Jacksonville Vision Plan and just outside the Murray Hill Town Center Vision Plan areas. Both plans discuss increasing the need of economic activities for the area. The parking area can provide an opportunity to provide increased business to the nearby commercial uses by providing parking spaces for customers. The vision plan also encourages parking areas behind existing commercial structures as an incentive along major corridors such as Edgewood Avenue. The proposed PUD plan creates an opportunity to achieve this vision, thereby illustrating the proposed land use amendment's consistency with the Northwest Jacksonville Vision Plan.

## Strategic Regional Policy Plan Consistency

The proposed land use amendment is consistent with the following Comprehensive Economic Development Strategy process for economic development:

Policy 55C: Make Northeast Florida conducive to small business success. Promote business incubators and relationships with colleges and universities. Increase access to capital and the purchasing power of small businesses through joint and cooperative efforts. Support efforts that give priority to small business and business in the Region in government contracting.

The proposed land use amendment is consistent with Policy 55C as it promotes the conversion of residential land to a parking lot serving nearby businesses and Jones College. This use will provide an opportunity for the expansion of business uses in a nodal area the City. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

## State Comprehensive Plan Consistency

The proposed amendment is consistent with the following Policy of the State Comprehensive Plan, Land Use Element:

187.201(15)(b)(1) F.S. Promote state programs, investments, and development and redevelopment activities which encourage efficient development and occur in areas which will have the capacity to service new population and commerce.

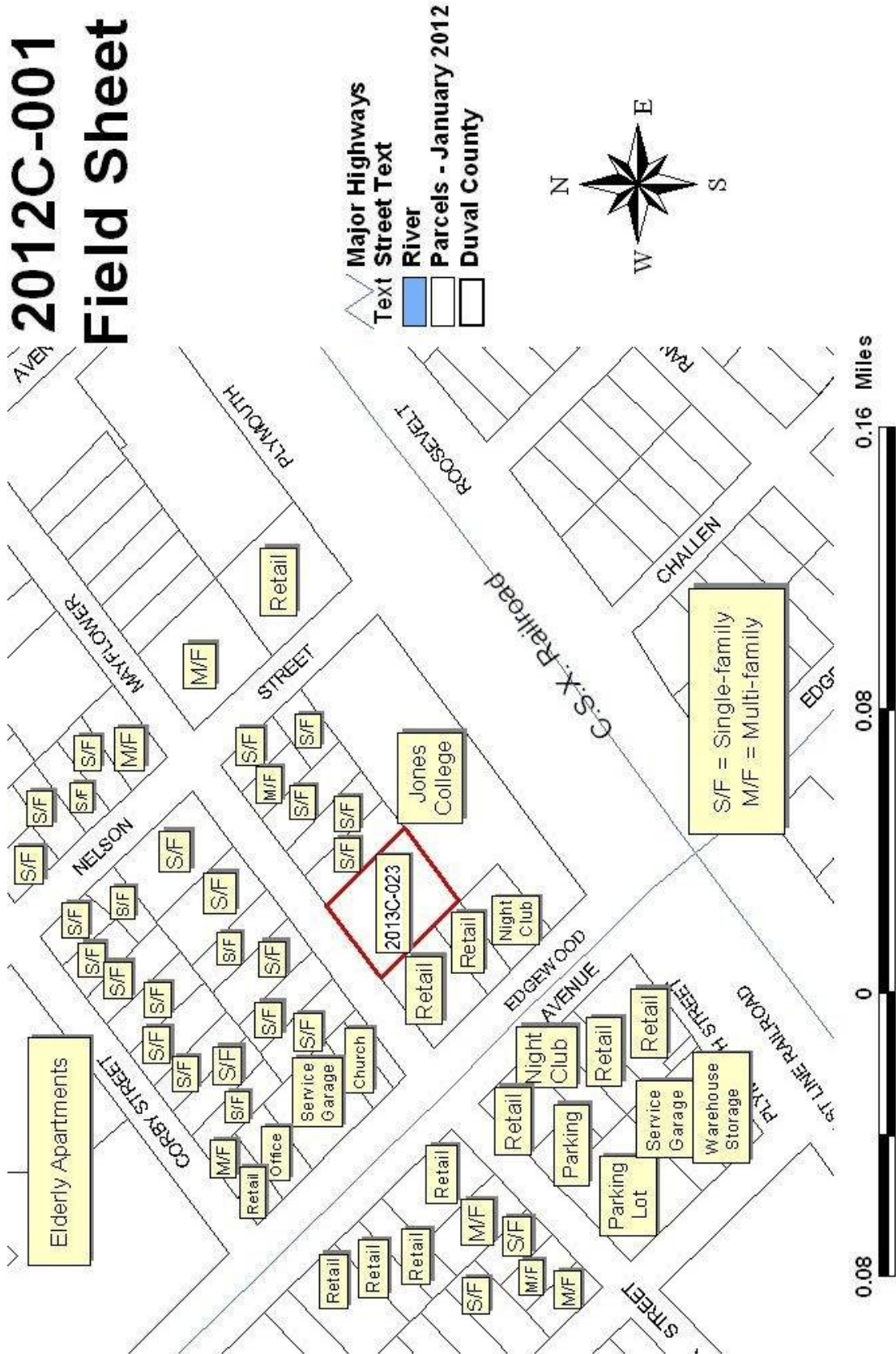
The proposed land use amendment is located near a collector roadway (Edgewood Avenue) which will encourage efficient development in an area that has the capacity to service new population and commerce by providing much needed parking for nearby businesses. Therefore, the proposed amendment is consistent with Florida Statute 187.201(15)(b)(1).

## RECOMMENDATION

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

# ATTACHMENT A

## 2012C-001 Field Sheet



# ATTACHMENT B

## Traffic Analysis:

Produced by: Planning and Development Department  
Application Number: 2013C-023

LB  
Date: 2/21/2014  
Mobility Zone / Development Area: 7 / Urban  
Planning District: 5  
Council District: 14

**Table A**

### Generation Estimation Section 1

Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
MDR / RLD-60	0.51								
Total Section 1									

### Section 2

Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
MDR / RLD-60	0.51	220	8	DUs	T = 6.65(x)	53	0.00%	0.00%	53
Total Section 2									53

### Section 3

Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC / PUD	0.51	820	7,775	1,000 SF OF GLA	T = 42.7(X) / 1000	332	0.00%	15.00%	282
Total Section 3									282
*Net New Trips = Section 3 - Section 2 - Section 1									229

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

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**Table B**

**Net New Daily External Trip Distribution**

	<b>a</b> 229	<b>= Total Net New External Trips (Table A)</b>	<b>b</b>	<b>(a*b)</b>
Link ID Number	Roadway Name	From / To	Percent of Total Net New Daily Amendment Trips	Net New Daily External Amendment Trips
55	POST ST (SR 228)	CASSAT AVE TO MCDUFF AVE	12.80%	29
188	ROOSEVELT BLVD (SR 15)	PARK ST TO EDGEWOOD AVE	16.51%	38
189	ROOSEVELT BLVD (SR 15)	ROOSEVELT BLVD EXPY (US 17) TO POST/COLLEGE ST	0.81%	2
190	ROOSEVELT BLVD EXPY (SR 15)	EDGEWOOD AVE TO MCDUFF AVE	19.90%	46
222	MCDUFF AVE	ST. JOHNS AVE TO ROOSEVELT BLVD EXPY	1.17%	3
313	EDGEWOOD AVE	CASSAT AVE TO POST ST	20.25%	46
314	EDGEWOOD AVE	POST ST TO ROOSEVELT BLVD	40.30%	92
315	EDGEWOOD AVE	ROOSEVELT BLVD TO ST. JOHNS AVE	3.07%	7
695	ROOSEVELT BLVD EXPY (SR 15)	MCDUFF AVE S TO I-10	19.65%	45

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LB  
 Date: 2/21/2014  
 Mobility Zone / Development Area: 7 / Urban  
 Planning District: 5  
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**Table C**

**Roadway Link Analysis**

Link ID Number	Road Name	Termini	Roadway Classification	State or City Road	Numbers of Lanes	Adopted Service Volume	Background Traffic		Existing Daily Trips Link LOS	Amended Trips Daily External	Total Trips Daily External	Percent Capacity Used with Amended Trips
						Daily	Daily Volumes	1 Year Growth %				
						a	b	c	d	e	f	g
55	POST ST (SR 228)	CASSAT AVE TO MC DUFF AVE	Minor Arterial	FDOT	2	11,840	6,400	1.00%	6,726	29	6,756	57.06%
188	ROOSEVELT BLVD (SR 15)	PARK ST TO EDGEWOOD AVE	Principal Arterial	FDOT	6	59,900	48,000	1.00%	50,448	38	50,486	84.28%
189	ROOSEVELT BLVD (SR 15)	ROOSEVELT BLVD EXPY (US 17) TO POST/COLLEGE ST	Principal Arterial	FDOT	4	39,800	2,300	1.00%	2,417	2	2,419	6.08%
190	ROOSEVELT BLVD EXPY (SR 15)	EDGEWOOD AVE TO MC DUFF AVE	Principal Arterial	FDOT	6	59,000	48,000	1.00%	50,448	46	50,494	85.58%
222	MC DUFF AVE	ST. JOHNS AVE TO ROOSEVELT BLVD EXPY	Minor Arterial	CITY	2	11,232	2,891	1.00%	3,038	3	3,041	27.08%
313	EDGEWOOD AVE	CASSAT AVE TO POST ST	Collector	CITY	4	31,121	6,556	1.00%	6,890	46	6,937	22.29%
314	EDGEWOOD AVE	POST ST TO ROOSEVELT BLVD	Collector	CITY	4	24,336	9,477	1.00%	9,960	92	10,053	41.31%
315	EDGEWOOD AVE	ROOSEVELT BLVD TO ST. JOHNS AVE	Collector	CITY	2	11,232	5,277	1.00%	5,546	7	5,553	49.44%
635	ROOSEVELT BLVD EXPY (SR 15)	MC DUFF AVE S TO I-10	Principal Arterial	FDOT	4	39,800	49,500	1.00%	52,025	45	52,070	130.83%

**Major Intersections List**

SIS Interchanges/ SHS Intersections within Impact Area

## **ATTACHMENT C**



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

Date Submitted:	7-17-2013	Date Staff Report is Available to Public:	03-07-2014
Land Use Adoption Ordinance #:	2014-140	1st City Council Public Hearing:	03-11-2014
Rezoning Ordinance #:	2014-141	Planning Commission's LPA Public Hearing:	03-13-2014
JPDD Application #:	2013C-023	LUZ Committee's Public Hearing:	03-18-2014
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	03-25-2014

#### **GENERAL INFORMATION ON APPLICANT & OWNER**

##### **Applicant Information:**

L. CHARLES MANN  
165 ARLINGTON ROAD  
JACKSONVILLE, FL 32205

Ph: (904) 721-1546

Email: CHARLIEMANN1@COMCAST.NET

##### **Owner Information:**

L. CHARLES MANN  
EDGEWOOD PROPERTY GROUP, LLC.  
165 ARLINGTON ROAD  
JACKSONVILLE, FL 32205  
Ph: (904) 721-1546

#### **DESCRIPTION OF PROPERTY**

Acreage: 0.51  
Real Estate #(s): 061489 0000

##### **General Location:**

NE OF THE INTERSECTION OF EDGEWOOD AVE S. AND  
MAYFLOWER STREET

Planning District: 5  
Council District: 14  
Development Area: URBAN AREA  
Between Streets/Major Features:  
EDGEWOOD AVENUE S. and NELSON STREET

##### **Address:**

0000 MAYFLOWER ST

#### **LAND USE AMENDMENT REQUEST INFORMATION**

Current Utilization of Property: UNIMPROVED PARKING LOT

Current Land Use Category/Categories and Acreage:  
MDR 0.51

Requested Land Use Category: CGC  
Justification for Land Use Amendment:

Surrounding Land Use Categories: CGC

TO PERMIT THE LEGITIMACY OF AN EXISTING OFF-STREET PARKING LOT, PROVIDING FOR THE DEMAND AND VIABILITY  
OF THE ADJACENT COMMERCIAL DEVELOPMENT ALONG EDGEWOOD.

#### **UTILITIES**

Potable Water: JEA

Sanitary Sewer JEA

#### **COMPANION REZONING REQUEST INFORMATION**

Current Zoning District(s) and Acreage:  
RLD-60 0.51

Requested Zoning District: PUD

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