

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 14, 2020

Ordinance/Application No.: 2020-47/ L-5422-19C

Property Location: 3018 Lenox Avenue, between McDuff Avenue South and Shearer Avenue

Real Estate Number(s): a portion of 063333 0000

Property Acreage: 0.40 of an acre

Planning District: District 5, Northwest

City Council District: District 9

Applicant: Steve Diebenow, Esquire

Current Land Use: LDR

Development Boundary: Urban Priority Area

Proposed Land Use: CGC

Current Zoning: RLD-60

Proposed Zoning: CCG-2

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks to unify zoning on the property which is currently split.

BACKGROUND

The 0.40 of an acre subject site is an undeveloped portion of a larger 1.44 acre parcel. 1.04 acres of the parent parcel is currently designated Community/General Commercial (CGC) and Commercial Community/General-2 (CCG-2) and contains a vacant commercial structure. The applicant is proposing a future land use map amendment from Low Density Residential (LDR) to CGC and a companion rezoning application from Residential Low Density-60 (RLD-60) to CCG-2 for the 0.40 of an acre portion of the site, to unify the land use and zoning on the entire parcel, which is currently split. The companion zoning application is pending concurrently as Ordinance 2020-48.

The site fronts on Waller Street right in front of the Interstate 10 (I-10) access ramp.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: RPI, CGC
 Zoning: CCG-2, CCG-1, CRO
 Property Use: Office, Bank, Vacant commercial building

South: Land Use: MDR, CGC, LDR
 Zoning: RMD-A, RLD-60, CCG-2
 Property Use: Single-family, Commercial, I-10

East: Land Use: CGC
 Zoning: CCG-1, CCG-2
 Property Use: Shopping center, Commercial, Vacant commercial building

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family, Undeveloped

The proposed amendment does not include a residential component, therefore, school capacity will not be impacted.

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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Fronts Waller Street, local; Larger Parcel abuts McDuff Avenue, major arterial roadway	
Plans and/or Studies	Lackawanna NAP -1980 ; Northwest Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Commercial
Land Use / Zoning	Current: LDR/RLD-60	Proposed: CGC/CCG-2
Development Standards for Impact Assessment	Current: 5DU/Acre	Proposed: 0.35 FAR
Development Potential	Current: 2 Single-family DUs	Proposed: 6,098 Sq. Ft.
Net Increase/Decrease in Maximum Density	Decrease of 2 DUs	

Development Analysis		
Net Increase/Decrease in Potential Floor Area	Increase of 6,098 Sq. Ft.	
Population Potential	Current: 5 people	Proposed: Not applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500' – NAS Jax and Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	Yes- Brownfield Study Area	
Public Facilities		
Potential Roadway Impact	246 net new daily external trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 227 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 170 gallons per day	
Potential Solid Waste Impact	Increase of 4 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River/McCoy's Creek	
Recreation and Parks	Mallison Park and Center	
Mass Transit Access	Rt. 14	
Natural Features		
Elevations	22-25 feet	
Land Cover	1400- commercial and services	

Development Analysis	
Soils	69- urban land
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	n/a

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).

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated December 17, 2019. The letter states that the subject site has existing water services and access to centralized sewer adjacent to the property, consistent with FLUE Policy 1.2.9.

Future Land Use Element

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.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment has the potential to result in 246 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) 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.

Policy 2.4.2 of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is **0.84**.

The proposed land use amendment based on impact assessment standards has the development potential of 6,098 SF of general commercial and could generate approximately 246 net daily vehicular trips onto the roadway network. Subject site is

accessible via Lenox Avenue and McDuff Avenue, functionally classified as collector and minor arterial respectively, and has sufficient capacity to accommodate the proposed 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 500 foot Height and Hazard Zone for the Jacksonville Naval Air Station and Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Brownfields Study Area

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 21, 2020, the required notices of public hearing signs were posted. Thirty (30) 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 February 3, 2020. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)

Development Area

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

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| Goal 1 | To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation. |
| 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 1.1.10 | 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.
- 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.
 - Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
 - 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.
 - Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
 - 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.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Priority Area is intended to provide for low density residential development. Further, it is intended to promote neighborhoods in need of redevelopment and to provide a compact single-family development typology that is supportive of transit, neighborhood commercial uses and services.

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. 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 Highway Functional Classification Map.

The applicant is proposing a future land use map amendment from LDR to CGC and a companion rezoning application from Residential Low Density-60 (RLD-60) to Commercial Community/General - 2 (CCG-2), to unify the land use and zoning on the entire parcel, which is currently split.

The 0.40 of an acre subject site is part of a larger parcel that is already designated CGC with CCG-2 zoning. The subject site is undeveloped, however there is a vacant commercial structure on the larger parcel in the CGC category. The proposed amendment

would allow for the unification of zoning and land use on the subject site, and the abutting larger parcel. The larger parcel has frontage along McDuff Avenue, which is classified as a minor arterial road, consistent with the locational criteria for the CGC land use category.

The area surrounding the proposed amendment to the east, along McDuff Avenue South, includes primarily commercial uses, while uses west of the subject site include single-family residential, and office uses. There are single-family uses located to the west of the subject site and south of the subject site is Interstate 10 (I-10), a limited access highway. The proposed change from LDR to CGC would result in a logical extension of the abutting CGC use. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objective 1.1, and Policy 1.1.10.

In addition, the proposed amendment would strengthen the existing commercial corridors along both Lenox Avenue and McDuff Avenue, while maintaining a well-balanced and organized combination of residential and non-residential land uses within the area. As such, the amendment is consistent with Goal 3 and Policies 3.2.1 and 3.2.7 of the FLUE.

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated December 17, 2019. The letter states that the subject site has existing water services and access to centralized sewer adjacent to the property, consistent with FLUE Policy 1.2.9.

The proposed amendment would allow for infill commercial development to occur on a site that has access to infrastructure, utilities, and public facilities, which would maintain a compact and compatible land use pattern and is therefore consistent with FLUE Objective 6.3 and Policies 1.1.22 and 3.2.2.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The site is located within the Historic Intown character area and the Traditional Building Area of the Vision Plan. Theme 1 of the Vision Plan suggests that older intown neighborhoods located within the Traditional Building Area are desired locations for redevelopment. The proposed development would allow for infill redevelopment to occur within the Traditional Building Area. Therefore, the proposed amendment is consistent with the recommendations of the Northwest Vision Plan.

Lackawanna Neighborhood Study (1980)

The subject site is within the boundaries of the Lackawanna Neighborhood Study. The study identifies the subject site as an area with a proposed commercial land use. The study further explains that the proposed commercial development within the study area is recommended where it currently exists, along the major arterial roads including Lenox Avenue and McDuff Avenue. Therefore, the proposed amendment to CGC is consistent with the Lackawanna Neighborhood Study.

Strategic Regional Policy Plan

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the expansion of existing business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

