

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 28, 2020

Ordinance/Application No.: 2020-088 / L-5423-19C

Property Location: 2939 Manitou Avenue between Ortega Boulevard and Baltic Circle

Real Estate Number(s): 101602-0000

Property Acreage: 0.37 of an acre

Planning District: District 4, Southwest

City Council District: Council District 14

Applicant: Jeremy Thomas Hill

Current Land Use: CGC

Proposed Land Use: RPI

Development Area: Urban

Current Zoning: CN

Proposed Zoning: PUD

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To provide a product for residents who want to downsize while remaining in Ortega.

BACKGROUND

The 0.37 of an acre subject property is presently developed with a single-family dwelling unit. The applicant would like to change the land use category from Community/General Commercial (CGC) to Residential-Professional-Institutional (RPI) to allow a duplex.

The area immediately surrounding the amendment site consists of a mix of uses in the CGC, Low Density Residential (LDR), and Medium Density Residential (MDR) land use categories. The application site also fronts on the north side of Manitou Avenue, a local road. Attachment A-1 shows the proximate land use categories in the area, and Attachment A-2 shows the land utilization surrounding the application site.

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

North: Land Use: CGC

Zoning: Commercial Neighborhood (CN) and Planned Unit Development (PUD)

Property Use: single-family dwellings, retail, offices and church

South: Land Use: LDR and MDR

Zoning: Residential Low Density-90 (RLD-90) and Residential Medium Density-D (RMD-D)

Property Use: single-family dwellings and condominiums

East: Land Use: CGC and LDR

Zoning: CN and Public Buildings and Facilities-1 (PBF-1)

Property Use: single-family dwellings, school, bank, and park

West: Land Use: CGC and LDR

Zoning: CN and Public Buildings and Facilities-1 (PBF-1)

Property Use: offices, parking lot, and single-family dwellings

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.

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban Development Boundary	
Roadway Frontage Classification / State Road	Local road	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Single-family Home	Proposed: Duplex
Land Use / Zoning	Current: CGC / CN	Proposed: RPI / PUD

Development Analysis		
Development Standards for Impact Assessment	Current: 0.35 FAR	Proposed: 15 DUs/Acre or 0.5 FAR
Development Potential	Current: 5,641 sq. ft. of commercial space (potential) / Current Use 1 Single-family home	Proposed: Duplex / 5 multi-family DUs (potential) or 8,058 sq. ft. office space
Net Increase/Decrease in Maximum Density	Decrease of 5,641 sq. ft. commercial space (Potential)	
Net Increase/Decrease in Potential Floor Area	Increase of 5 multi-family DUs (Potential) or 8,058 sq. ft. officespace	
Population Potential	Current: 0 people (Existing use – 1 single-family dwelling – 2 people)	Proposed: 11 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 foot height restriction zone for Naval Air Station Jacksonville and Military Notice Zone	
Industrial Preservation Area	No	
Cultural Resources	Old Ortega National Register Historic District	
Archaeological Sensitivity	Low sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No new daily external trips	
Potential Public School Impact	De minimus, less than twenty dwelling units	
Water Provider	JEA	
Potential Water Impact	Increase of 909.00 gallons/day	

Development Analysis	
Sewer Provider	JEA
Potential Sewer Impact	Increase of 681.74 gallons/day
Potential Solid Waste Impact	Increase of 10.4 tons/year
Drainage Basin/Sub-basin	St. Johns River Basin upstream of Trout River and Sub-basin
Recreation and Parks	Cortez Park
Mass Transit Access	Bus stop 1440 on St. Augustine Road; Route 17
Natural Features	
Elevations	8 to 12 feet above mean sea level
Land Cover	1400; Commercial and Services
Soils	100% (75) Urban Land Hurricane-Albany complex
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

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, which is on file, and determined that the proposed amendment has the potential to result in no 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

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.

This Comprehensive Plan policy ensures 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 7.

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 7 is **0.66**.

The proposed land use amendment based on impact assessment standards has the development potential of 8,059 SF of office/institutional space or 5 multi-family dwelling units. Either proposed development will not have any significant impacts on the external roadway network.

The transportation review for this proposed land use amendment is on file with the Planning and Development Department.

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.

Old Ortega Historic District

The application site is located within the Old Ortega Historic District. The area was listed with the National Register of Historic Districts on July 14, 2004. Old Ortega is home to hundreds of mid-size to large, turn-of-the-century homes and Southern-style mansions. Many of these homes are situated directly on the river, and the nature of the "island" allows ease of access to the waterways for all residents. Along with Avondale and Riverside, Ortega is home to some of the wealthiest of Jacksonville families. It is marked by a distinctly traditional Southern culture complete with one of the South's most exclusive debutante coteries. The island is almost all residential, the only exception being a small square in the section known as "Old Ortega" on the north side where a small collection of restaurants, boutiques, and a pharmacy are found. Ortega, with its giant oaks, waterfront mansions, and series of parks is widely considered one of the most beautiful residential areas of Northeast Florida.

Airport Environment Zone

The site is located within the 150 feet Height and Hazard Zone for Naval Air Station Jacksonville. Zoning will limit development to a maximum height of less than 150 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.

The subject site is also located within the military notification zone. The US Navy was contacted regarding the proposed land use amendment. There were no issues of concern.

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.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 13, 2020, the required notices of public hearing signs were posted. Sixty-three (63) 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 18, 2020. No members of the public were present at the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generation uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA) the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use category.

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 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.
- Policy 1.1.12 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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable

requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 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.

Currently the site has a Community/General Commercial (CGC) land use designation. According to the FLUE, CGC in the Urban Development Area is intended to provide compact development in nodal and corridor development patterns while promoting the advancement of existing commercial land uses and the use of existing infrastructure. 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 arterial or higher on the Functional Highway Classification Map.

The Residential-Professional-Institutional (RPI) land use category is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. 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. Single-use developments shall be limited to residential or office. Single use residential developments shall be pursuant to the requirements of the Medium Density Residential (MDR) category of up to 20 dwelling units per acre.

According to the JEA letter provided with the companion zoning application, dated December 18, 2019, there is an 8-inch gravity sewer main and a 4-inch water main within the Manitou Avenue right-of-way. Therefore, FLUE Policy 1.2.9 is satisfied.

The proposed amendment is a reuse of a residential property that maintains a compact and compatible land use pattern by promoting infill development in the Urban Development Area consistent with the Operative Provisions of the FLUE and with FLUE Policies 1.1.2 and 1.1.22.

The proposed amendment to RPI with a proposed rezoning to PUD promotes a compact and compatible land use pattern while providing for an opportunity to increase multi-family residential development, diversifying the housing opportunities in the area. It also allows for infill development on an existing residential, underutilized property. Therefore, meeting the criteria of FLUE Goal 3, Objectives 1.1, 3.1, 6.3 and Policy 1.1.12.

The proposed amendment has been reviewed and found to be compatible with the Southwest Vision Plan pursuant to FLUE Policy 4.1.8B; see below.

Vision Plan

The application site lies within the “Traditional Building Area” of the Southwest Jacksonville Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan provides suggestions for this area such as focus on protecting the neighborhood and to spur intown development and redevelopment. The proposed land use amendment allows increased housing opportunities advocating for infill redevelopment since the application site is on underutilized residential property. The plan also suggests the redevelopment incorporate historic development patterns to match the neighborhood.

Strategic Regional Policy Plan

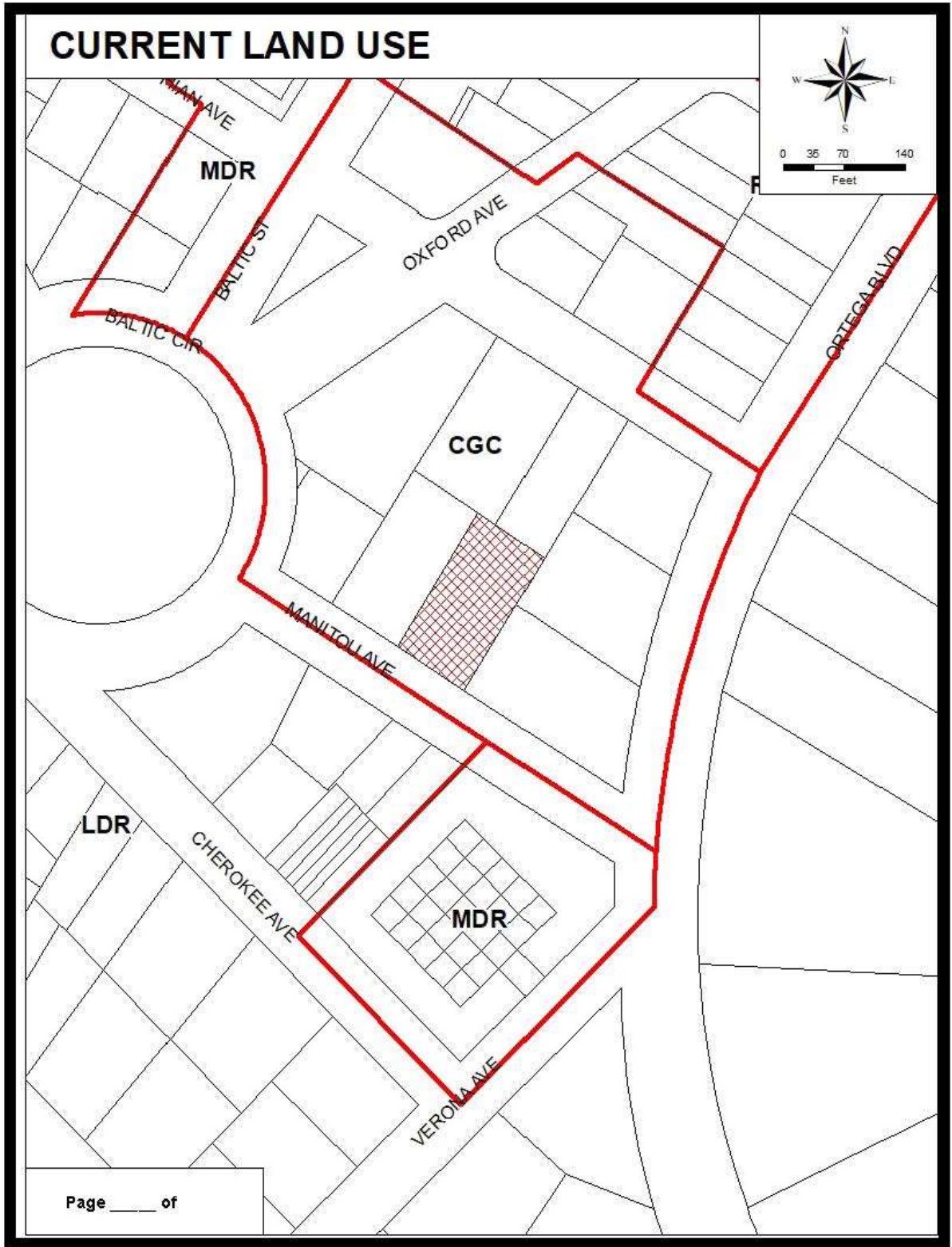
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

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 infilling of residential development in an established residential area.

A-1: LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP



A-2: CURRENT LAND UTILIZATION MAP

