Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 17, 2020

Ordinance/Application No.: 2019-874 / L-5403-19C

Property Location: 1845 Cherry Street and 2762 Vernon Terrace, between

Cherry Street and Bayard Place, adjacent to the Saint

Johns River

Real Estate Number(s): 077847 0000 and 078437 0000

Property Acreage: 0.77 of an acre

Planning District: District 5, Northwest

City Council District: The Honorable Randy DeFoor, District 14

Applicant: T.R. Hainline, Esquire

Current Land Use: MDR (0.21 of an acre) and LDR (0.56 of an acre)

Development Boundary: Urban Area

Proposed Land Use: HDR (0.21 of an acre) and MDR (0.56 of an acre)

Current Zoning: RMD-B (0.46 of an acre) and RLD-60 (0.56 of an

acre)

Proposed Zoning: PUD (1.02 acres)

RECOMMENDATION: APPROVE Subject to:

• Revised Exhibit 1 Dated January 8, 2020

• Revised Exhibit 2 Dated January 13, 2020

• Revised request to 0.56 acres from LDR to

MDR

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The land use amendment is being submitted to bring the density of the existing use into compliance with the densities allowed by the 2030 Comprehensive Plan.

BACKGROUND

The 0.77 of an acre subject site consists of two parcels, one is located along the north side of Cherry Street, between the St. Johns River and St. Johns Avenue and the second

property is located along the east side of Vernon Terrace, between Vernon Terrace and the St. Johns River.

Currently there are apartments located on the two sites subject to the amendment. These apartments are associated with the Riviera Parkway apartment complex which is located between the subject properties. The applicant is proposing a future land use map amendment from Medium Density Residential (MDR) and Low Density Residential (LDR) to High Density Residential (HDR) and MDR and a companion rezoning application from Residential Medium Density-B (RMD-B) and Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD), to bring the density of the existing use into compliance with the densities allowed by the 2030 Comprehensive Plan. The companion zoning application the PUD is pending concurrently as Ordinance 2019-875 and includes an additional 0.25 acres of land.

After filing the application the applicant has indicated the intent to withdraw a 0.21 of an acre portion of the proposed amendment located at 1845 Cherry Street, which was proposed to change from MDR to HDR. In accordance with this request a revised Exhibit 1 dated January 8, 2020 (Legal Description) and a revised Exhibit 2 dated January 13, 2020 (Pre-Adoption/ Post-Adoption Land use Map) are included at the end of this report.

The uses surrounding the subject site are single-family or multi-family residential uses.

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

North: Land Use: HDR, LDR Zoning: PUD, RLD-60

Property Use: Single-family residential, Multi-family residential

South: Land Use: MDR, HDR Zoning: RMD-B, PUD

Property Use: Single-family residential, Multi-family residential, Cherry

Street Park

East: Land Use: HDR, MDR Zoning: PUD, RMD-B

Property Use: Multi-family residential, the St Johns River

West: Land Use: MDR, HDR Zoning: RMD-B, PUD

Property Use: Single-family residential, Multi-family residential

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

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 Area	
Roadway Frontage Classification / State Road	Cherry Street-Local Roadway, Vernon Terrace-Local Roadway / No	
Plans and/or Studies	Northwest vision plan	
Site Utilization	Current: Multi-family Apartments	Proposed: Multi-family Apartments
Land Use / Zoning	Current: LDR and MDR / RMD-B	Proposed: MDR and HDR / PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre (LDR) and 15 DU/Acre (MDR)	Proposed: 15 DU/Acre (MDR) and 45 DU/Acre (HDR)
Development Potential	Current: 6 DUs	Proposed: 17 DUs
Net Increase/Decrease in Maximum Density	Increase of 9 DU	
Net Increase/Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 14 people	Proposed: 39 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 ft. NAS Jax and Herlong Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	Riverside-Avondale Historic District	
Coastal High Hazard/Adaptation Action Area	Yes	
Groundwater Aquifer Recharge Area	Discharge	

Development Analysis		
Wellhead Protection Zone	No	
Boat Facility Siting Zone	Acceptable with conditions	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	48 net new daily trips	
Potential Public School Impact	De minimis	
Water Provider	JEA	
Potential Water Impact	Increase of 2492 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 1869 gallons per day	
Potential Solid Waste Impact	Increase of 28.6 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River/ St Johns River	
Recreation and Parks	Cherry Street Park	
Mass Transit Access	500 ft. from stop for Route 16	
Natural Features		
Elevations	0 to 5 feet	
Land Cover	1300 – Residential, high density and 1400 – commercial and services	
Soils	75	
Flood Zones	0.2 percent chance and AE Flood zones	
Wetlands	No	
Wildlife (applicable to sites greater than 50 acres)	Not applicable	

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).

JEA has provided a memo, dated December 20, 2019, for the proposed application stating that the subject site is currently connected to the JEA water and sewer system.

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.

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 an increase of forty-eight (48) 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

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.

<u>Supplemental Transportation Information</u>

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 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 17 multi-family dwelling units and could generate approximately 99 daily vehicular trips onto the roadway network. Subject site is accessible via local roads which intersects with St. Johns Avenue (SR 211), a 2-lane undivided arterial facility which is under the jurisdiction of the Florida Department of Transportation, and is subject to review and access management requirements.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station and the Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

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

Historic District

The project site is located within the boundaries of the Riverside-Avondale Historic District. Vertical construction and changes to existing structures on site must be reviewed by the Planning and Development Department, and potentially the Jacksonville Historic Preservation Commission.

Historic Preservation Element

Policy 1.1.3 The City shall continue to submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district.

Manatee Protection Plan Boat Facility Siting Zone

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, the St Johns River is an acceptable with conditions zone and allows for construction of 5 boat slips per 100 linear feet of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

Conservation Coastal Management Element

Policies 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any Vision Plan, and any other special study or plan adopted by the City, such as the Boat Facilities Siting Plan located in the MPP.

Flood Zones

The entire subject site is located within either the 0.2 PCT Annual Chance Flood Hazard flood zone or the AE flood zone. 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 or 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 0.2 PCT Annual Chance Flood Hazard flood zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within

these flood zones. The areas are deemed to be subject to moderate flood hazards. 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.

Coastal High Hazard Area (CHHA) / Adaptation Action Area (AAA)

Approximately 652 square feet of the subject site bordering the St. Johns River is located within a Coastal High Hazard Area (CHHA) and Adaptation Action Area (AAA). No development currently exists or is proposed on the portion of the subject site that is located within the CHHA/AAA.

Conservation/Coastal Management Element

- Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.
- Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.
- Policy 11.5.1 The City of Jacksonville shall recognize the Coastal High Hazard Area (CHHA) identified in Map C-18 as also encompassing the Adaptation

Action Area (AAA) for those low-lying coastal zones that may experience coastal flooding due to extreme high tides and storm surge and are vulnerable to the impacts of rising sea level. (§163.3177(6)(g)(10), F.S.) Land within the AAA is subject to potential high tide inundation under a horizon 2060 two foot sea level rise scenario.

- Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.
- Policy 11.5.3 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a conservation land use category, Conservation zoning district, and/or conservation easement.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 13, 2019, the required notices of public hearing signs were posted. Fifty-six (56) 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 December 13, 2019. Six (6) members of the public attended and stated that they were in opposition to the proposed amendment. A range of concerns were voiced including that a higher density at the site could lead to more traffic and other nuisances such as drainage issues, damage to the seawall, and similar issues.

CONSISTENCY EVALUATION

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

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 1.1.12 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.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominate development typology. The maximum allowable density within the LDR category is 7 units/acre. Medium Density Residential (MDR) is a category primarily intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses, and public and semi-public use areas. The maximum allowable density within the MDR category is 20 units/acre, while the minimum density is 7 units/acre.

HDR is a mixed use category intended to provide compact high density residential development and transitional uses between lower density residential uses and commercial uses and public and semi-public areas. High rise multi-family and mixed use developments should be the predominate development typology. Mixed uses shall be provided in developments with a density greater than 25 units/acre. According to the companion rezoning application, the proposed development will not exceed a density of 25 units/acre, therefore a mix of uses will not be required. The maximum gross density for HDR in the Urban Development Area is 60 units/acre and the minimum density is 20 units/acre.

Currently, the subject site contains multi-family apartment units. The applicant is proposing a change from LDR to MDR, for one parcel located on Vernon Terrace, and a change from MDR to HDR, for a separate parcel located on Cherry Street, in order to bring the densities of the existing uses into compliance. The applicant is also proposing a companion rezoning from Residential Medium Density-B (RMD-B) and Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD), which is larger than the land use amendment with an additional parcel on Cherry Street. All of the parcels are associated with the Riviera Parkway Apartments, which consists of another larger parcel, which is currently designated as HDR and directly abuts the subject site.

The area surrounding the proposed amendment is residential, with both single family and multi-family residential uses. The proposed change from LDR to MDR would provide a gradual transition of densities and intensities between the properties to the east of the Vernon Terrace parcel, which are currently designated as LDR, and the existing HDR to the west of that portion of the amendment site. As such, the proposed amendment is consistent with Policy 1.1.10 of the FLUE.

The proposed amendment and its companion rezoning application to PUD seek to retain the current multi-family residential uses on the site, which will allow the proposed amendment to maintain a compact and compatible land use pattern that does not alter the existing character of the neighborhood, consistent with FLUE Goal 1, Objective 1.1, and Policies 1.1.12 and 1.1.22.

By preserving the existing residential uses on the subject site, the proposed amendment

will continue to allow for a well-balanced mix of uses in the area, while providing an adequate amount of residential land. Therefore, the proposed amendment is consistent with Goal 3 and Objective 3.1of the FLUE.

The proposed amendment is currently being served by JEA for both sewer and water, according to a memo dated December 20, 2019, consistent with FLUE Policy 1.2.9.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The subject site is located within the Traditional Building Area of the Vision Plan. Theme 1 of the Vision Plan places emphasis on strengthening existing neighborhoods and states that new growth has the potential to detract from the existing neighborhood character. The proposed amendment seeks to retain the existing uses and structures on the subject site, and therefore will not alter the existing character of the neighborhood. Therefore, the proposed amendment does not conflict with Northwest Vision Plan.

Strategic Regional Policy Plan

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

Objective: Housing options that provide choices to all of our residents and promote

demographic and economic diversity as one way to ensure that our

communities are viable and interesting places for the long term.

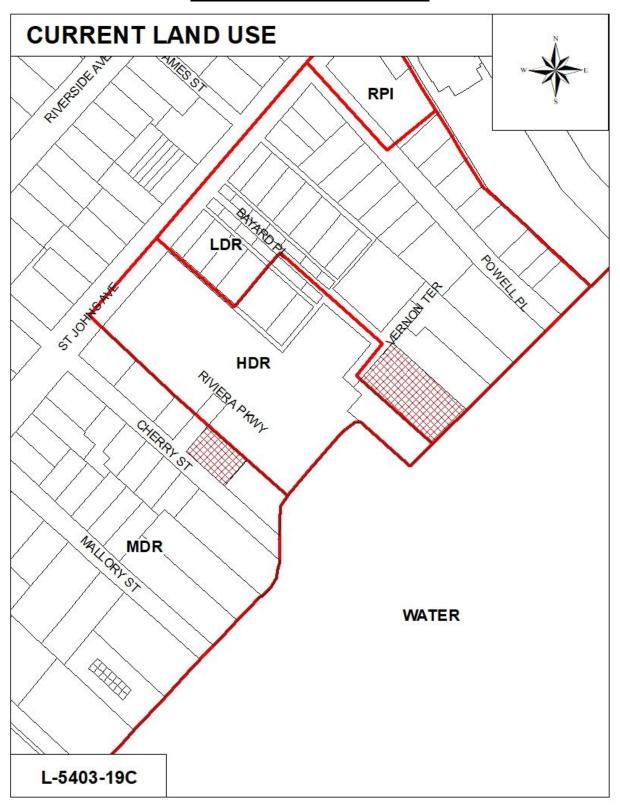
Policy 21: The Region supports diverse and sufficient housing stock to provide

choices for all households from single persons to extended families with

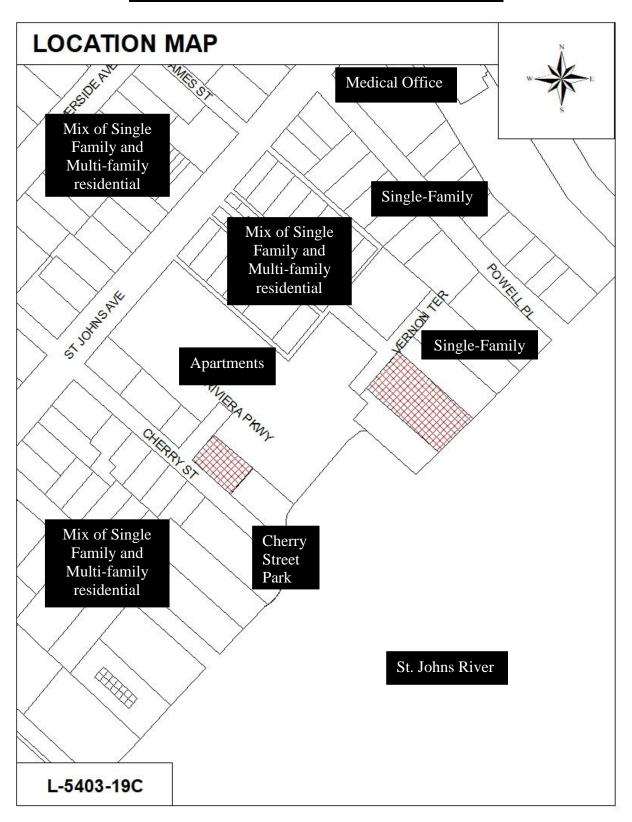
children.

The proposed land use amendment seeks to develop new housing options, and is therefore consistent with Policy 21 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it will increase and diversify the existing housing stock.

LAND USE AMENDMENT SITE LOCATION AND CURRENT LAND USE MAP



LAND USE AMENDMENT SITE FIELD MAP



REVISED EXHIBIT 1 DATED JANUARY 8, 2020 (LEGAL DESCRIPTION)

Legal Description

REVISED January 8, 2020

2762 VERNON TERRACE:

EAST ½ OF LOT 31 AND ALL OF LOT 33, PHILLIPS REPLAT OF BLOCKS 7 AND 8, JAMES SUBDIVISION, ACCORDING TO PLAT THEREOF RECORDED IN PLAT BOOK 2, PAGE 97 OF THE CURRENT PUBLIC RECORDS OF DUVAL COUNTY, FLORIDA, AND LOT "B." WILSON, CLARKSON AND WILLIAMS SUBDIVISION, ACCORDING TO PLAT THEREOF RECORDED IN PLAT BOOK 8, PAGE 21 OF THE CURRENT PUBLIC RECORDS OF DUVAL COUNTY, FLORIDA.

UNNUMBERED PARCEL LYING BETWEEN LOTS B AND C, WILSON, CLARKSON AND WILLIAMS SUBDIVISION, AS RECORDED IN PLAT BOOK 8, PAGE 21 OF THE CURRENT PUBLIC RECORDS OF DUVAL COUNTY, FLORIDA.

LOT 34, PHILLIPS REPLAT OF BLOCKS 7 AND 8, JAMES SUBDIVISION, ACCORDING TO PLAT THEREOF RECORDED IN PLAT BOOK 2, PAGE 97 OF THE CURRENT PUBLIC RECORDS OF DUVAL COUNTY, FLORIDA.

Exhibit 1 Page 1 of 1

REVISED EXHIBIT 2 DATED JANUARY 13, 2020 (PRE-ADOPTION AND POST-ADOPTION LAND USE MAP)

