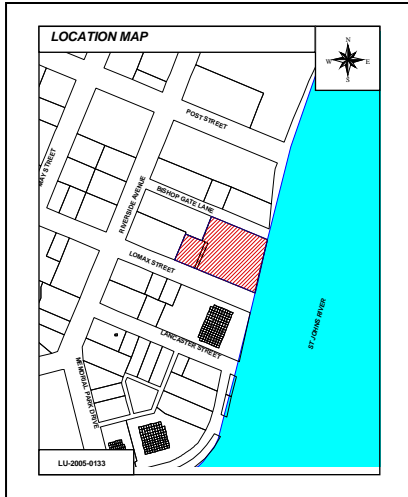


Review of Small-Scale Amendment to the 2010 Comprehensive Plan

Ordinance 2006-126
Application 2005C-047-1-14-232

City of Jacksonville, Florida



Location of proposed change is outlined.



Location of proposed change is outlined.

Applicant:

R. Paige Hobbs Johnston
Rogers Towers, P.A.
1301 Riverplace Boulevard, Suite 1500
Jacksonville, Florida 32207
(904) 346-5553

Site Location:

500 Bishop Gate Lane

RE # for Approximate Location: 090148 0000

Total Site Acreage: 1.34 acres

Planning District: 1- Urban Core

City Council District: 14- The Honorable Michael Corrigan

NAP/Vision Plan Area: None

Current Land Use Category: RPI

Requested Land Use Category: HDR

Current Zoning District: CRO

Requested Zoning District: PUD

Existing Use: office building

Recommendation: APPROVAL

Plan Consistency:

The amendment is consistent with the City's 2010 Comprehensive Plan, Strategic Regional Policy Plan, and the State Comprehensive Plan, including the following Goals, Objectives and Policies:

- 2010 Comprehensive Plan: FLUE Objective 2.2
FLUE Policies 1.1.2, 1.1.10, 1.1.20
- Strategic Regional Policy Plan: Policy 5.2.3
- State Comprehensive Plan: Policies 187.201(15) (b) (3) F.S and 187.201(16) (b) (12) F.S

I. General Analysis

Area Description

The subject property is located at 500 Bishop Gate Lane within the Urban Core planning District and near the Riverside/Avondale Historic District. The site contains 1.34 acres and is developed with a 10,639 square-foot commercial office structure. The structure was built circa 1946, and is currently occupied by Robin Shepherd Studios, Inc. The proposed future land use amendment seeks to change the existing Future Land Use Map (FLUM) designation of Residential Professional Institutional (RPI) to High Density Residential (HDR), and the companion rezoning application seeks to change the zoning district from Commercial Residential Office (CRO) to Planned Unit Development (PUD). As illustrated in Attachment A on Page 8, the adjacent and nearby land use category is RPI, while the adjacent and nearby zoning districts are CRO and PUD.

According to the Future Land Use Element, the existing RPI Land Use category is a mixed-use category primarily intended to accommodate office, limited commercial retail and service establishments, institutional and medium density residential uses. Large scale institutional uses, which require supporting residential and office components, are also permitted; as are office-professional uses as well as mixed-use developments utilizing the "Traditional Neighborhood Design" (TND) concept, which are predominantly residential but also include a broad mixture of supporting recreational, commercial, public facilities and services, subject to the standards and criteria in the Land Development Regulations. This category also permits housing and mixed-use developments in a gross density range of up to twenty dwelling units per acre when full urban services are available to the site. Generally, low rise multi-family dwellings such as apartments, condominiums, townhomes and row houses will be the predominant land use in this category.

The HDR category permits housing developments at gross densities of twenty to sixty dwelling units per acre outside the Central Business District (CBD). Because of the traffic and other infrastructure impacts such uses generate, HDR areas must be located in close proximity to an arterial road and be supplied with full urban services in order for development to occur. HDR areas shall be sited in or adjacent to mass transit corridors, particularly those served by fixed guideway systems. Generally, high rise multi-family and mixed use developments will be the predominant land use in this category. It is not intended to permit the maximum allowable density throughout the area depicted for this category on the Future Land Use Map series.

The Historic Riverside neighborhood is located immediately southeast of downtown Jacksonville. The uses surrounding the proposed land use designation change would meet the criteria of the HDR land use description in the Comprehensive Plan. Surrounding uses include a commercial movie studio, three office buildings, a restaurant, Memorial Park, and three other high rise residential structures. Because this is an urban neighborhood, many services are within walking distance of the current office and proposed residences.

The Future Land Use designations and existing uses surrounding the site are as follows:

- North: Residential Professional Institutional (Duval County Medical Society)
- East: Water (St. Johns River)
- South: Residential Professional Institutional (15-story condominium with 58 units)
- West: Residential Professional Institutional (3-story and 2-story office buildings)

The subject property is accessed by Lomax Street and Bishop Gate Lane, both are classified as local roadways. These local roads connect to Riverside Avenue (U.S. 17) which is a state road classified as a principal arterial from Post St. to Water Street.

Project Description

The applicant is proposing to raze the 1946 commercial office building and construct a sixteen-story condominium building with a pool, recreation area, on-site parking, and a three-slip boat dock. The companion PUD (Ord. 2006-127) will address specifics such as height and architectural design. The proposed condominium tower may be developed with up to eighty units, which would be the maximum permitted with the High Density Residential Land Use classification. If the applicant maintained the RPI classification at twenty units per acre, the subject property would be limited up to twenty-six residential units. The other three residential towers in the immediate neighborhood are each at a density of forty to fifty units per acre. The other towers in the immediate vicinity are between thirteen and fifteen stories. Based on the existing towers in the area which range from 155-feet to 192-feet, the height of the proposed structure would be in character with these residential towers.

The current zoning category of the immediate area is designated CRO and PUD. The proposed zoning will be a PUD and the applicant has proposed a sixteen-story condominium structure that could house up to eighty units. The intensity and range of uses permitted in each specific land use category are subject to the provisions of this and other elements of the 2010 Comprehensive Plan, and all applicable Land Development Regulations.

According to the Duval County Manatee Protection Plan, the project is located within a boat sitting zone (Zone 11) that would not permit any new marinas, ports, or boat ramps. If a boat slip is constructed, it would need to be permitted through the Florida Fish and Wildlife Commission and the Department of Environmental Protection.

The following schools serve the site: West Riverside Elementary School (383 enrollment/ 420 capacity), Lake Shore Middle School (1183 enrollment/1406 capacity), and Lee High School (1890 enrollment/1582 capacity). Capacity issues regarding Lee High school and the proposed development's impact on them will be addressed by the conditions addressing school capacity in the PUD.

According to the Capital Improvements Element of the 2010 Comprehensive Plan, the site is located within the "Urban Area" of the city.

II. Plan Consistency

2010 Comprehensive Plan Consistency

The proposed amendment is consistent with the following Goals, Objectives, and Policies of the 2010 Comprehensive Plan, Future Land Use Element:

- Policy 1.1.2 The Land Development Regulations shall include locational criteria and standards for densities or intensities of use for each future land use category as described in the Plan Category Description of the Operative Provisions. In order to ensure the development of a variety of neighborhoods and living environments, the Land Development Regulations shall include several zoning districts with different minimum lot size and density of development requirements in each residential land use category.
- Policy 1.1.10 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 1.1.20 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.
- Objective 2.2 By 1999, develop a comprehensive urban revitalization strategy for the City's blighted areas, and those areas threatened by blight, which will address maintenance, improvement or replacement of existing structures, permit the transition of run-down or grossly under-utilized commercial properties to alternate uses, and support the re-emergence of diverse urban neighborhoods in proximity to the City's CBD.

The proposed Future Land Use amendment will meet the goal of policy 1.1.20 by ensuring that through compatible and diverse land uses, the uniqueness of the Riverside neighborhood is recognized. Also, construction of an eighty unity condominium will discourage urban sprawl by maintaining the compact urban service delivery system. This property is not located within the boundaries of the Riverside/Avondale Historic District, but the applicant has met with the neighborhood and the adoption of this land use will maintain the character of the urban neighborhood. The use of a rezoning to Planned Unit Development will ensure that certain development criteria and school capacity issues are

met. This project will support the continuing re-emergence of the Riverside / Avondale urban neighborhood, which is in proximity of the Central Business District; therefore this proposed land use amendment would be consistent with Objective 2.2.

Strategic Regional Policy Plan Consistency

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

Policy 5.2.3 Concentrate high-density land uses (such as compact residential, commercial, and mixed-use land use patterns) and infill development along multi-modal transportation corridors.

The proposed land use designation and rezoning are consistent with Regional policy 5.2.3 in that increasing the density will encourage the ridership of public transit. Concentrating a high density of mixed-uses will also reduce the number of single occupancy vehicular trips by providing retail and services near high-density, compact residential units.

State Comprehensive Plan Consistency

The proposed amendment is consistent with the following Policies of the State Comprehensive Plan Land Use and Urban and Downtown Revitalization Elements:

187.201(15)(b)(3) F.S. Enhance the livability and character of urban areas through the encouragement of an attractive and functional mix of living, working, shopping, and recreational activities.

187.201(16)(b)(12) F.S. Promote infill development and redevelopment as an important mechanism to revitalize and sustain urban centers.

The proposed amendment would allow for a residential re-use of the site, thus enhancing the area through an increased mix of uses. The Riverside/ Avondale neighborhood is one of the oldest neighborhoods within the city of Jacksonville and supports the urban core with housing as well as neighborhood commercial needs. The proposed land use amendment will provide for redevelopment to occur in a revitalizing urban neighborhood.

III. Specific Mitigation of Potential Impacts

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of medium and high 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.

2010 Comprehensive Plan: Impacts Analysis Methodology

Proposed small-scale land use map amendments are reviewed for potential impacts based on the hypothetical standards for impact assessment for land use categories on the future land use map, as detailed in Attachment C. These potential standards produce development potentials shown on the impacts analysis on Page 8. The development potentials are analyzed using standard assumptions used by JEA for water consumption and sewer use and by the Solid Waste Division for the generation of solid waste. In addition, the proposed amendments and/or their companion rezonings are distributed to agencies listed in Attachment B: Data Source List for their input regarding the potential impacts of the proposed land use map amendment.

For proposed amendments to the Residential-Professional-Institutional (RPI) land use category, the greatest impacts are assumed.

IV. Procedural Compliance and Recommendation

The proposed amendment qualifies as a small-scale amendment pursuant to s. 163.3187(1)(c) F.S. because it is urban infill, urban redevelopment, or downtown revitalization as defined in s. 163.3164 F.S.

Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on November 30, 2005, the required notices of public hearing signs were posted. 157 notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

There was numerous opposition opinions expressed at the Preview Workshop held by the Planning and Development Department on December 12, 2005. Many of these concerned the blocking of the river view, traffic, and the height of the structure.

Recommendation

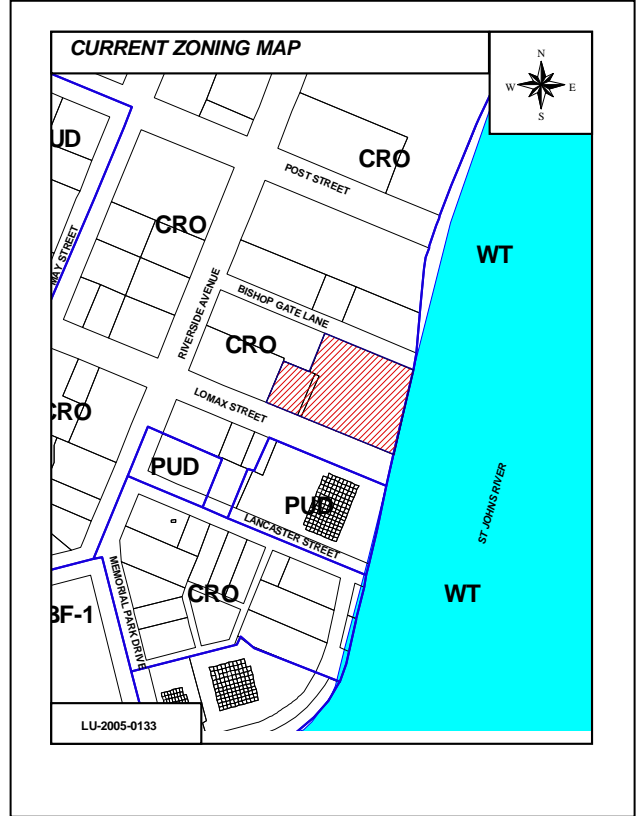
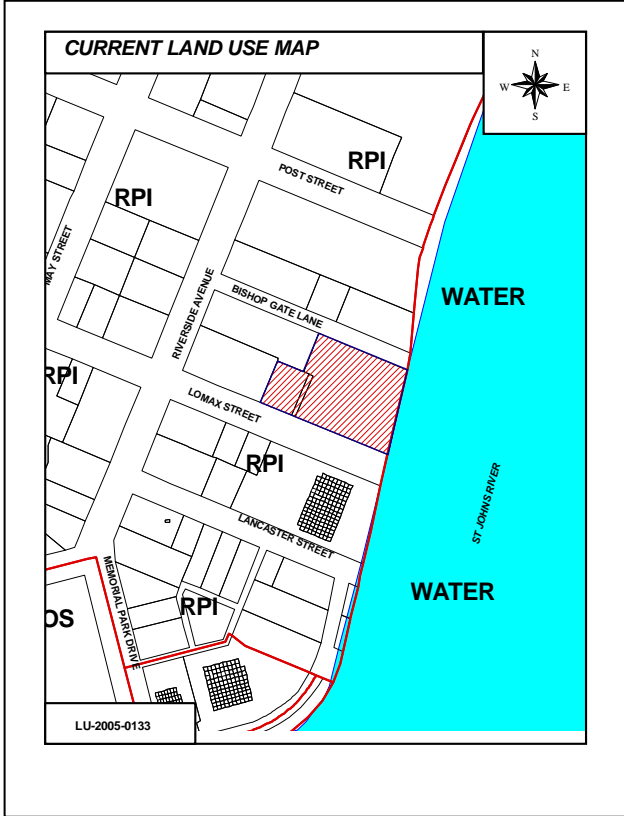
The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2010 Comprehensive Plan, Strategic Regional Policy Plan, and State Comprehensive Plan.

Impacts and Existing Conditions

Natural Features	
<i>Elevation</i>	5 Feet
<i>Soils</i>	69- Urban land
<i>Vegetation</i>	1300-Residential High Density
<i>Flood Zone</i>	X5/AE/VE
<i>Wetlands</i>	None
<i>Wildlife</i>	None
Land Use Analysis	
<i>Existing Use</i>	10,639 square foot office building
<i>Current Development Potential</i>	20 dwelling units or 20,430 square feet of office space
<i>Proposed Development Potential</i>	80 Units
<i>Current Population Projection</i>	47 People
<i>Proposed Population Projection</i>	188 People
Special Designated Areas	
<i>Aquatic Preserve</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
<i>AICUZ</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
<i>Historic/Archaeological Preserve</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
<i>Archaeological Sensitivity</i>	<input checked="" type="checkbox"/> YES <input type="checkbox"/> NO <i>Medium and High</i>
<i>Historic District</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
<i>Coastal High Hazard Area</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO <i>CHHA Acreage _____</i>
<i>Groundwater Aquifer Recharge Area</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
<i>Wellhead Protection Zone</i>	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
Public Facilities	
<i>Water Provider</i>	JEA
<i>Impact</i>	Possible increase in demand of 12,666 gpd. LOS maintained.
<i>Sewer Provider</i>	JEA
<i>Impact</i>	Possible increase in demand of 9,500 gpd. LOS maintained.
<i>Roadway Impact</i>	Possible increase of 21 Peak Hour and 286 Average Daily Trips. LOS maintained.
<i>Mass Transit</i>	Numerous JTA lines run through the Riverside neighborhood and within walking distance of this property; namely the P4
<i>Drainage Basin/Sub-basin</i>	St. Johns River / St. Johns River
<i>Recreation & Parks</i>	Memorial Park
<i>Solid Waste</i>	Possible increase of 123 tons per year. LOS maintained.
Source: See Data Source List (Attachment B)	

Attachment A

Current Land Use and Zoning Maps



Site Pictures

Left: Subject property from Bishop's Gate La



Right: River side of property along Lomax Street and trees to be preserved



Attachment B

DATA SOURCE LIST

For Review
Of
**Small-Scale Land Use Amendments
To The
2010 Comprehensive Plan**

Natural Features

United States Geological Service Topographical Maps
United States Department of Agriculture, Natural Conservation Service.
Federal Emergency Management Agency
St. Johns River Water Management District
City of Jacksonville Planning and Development Department

Land Use Analysis

Development Standards for Impact Assessment of Land Use Categories on FLUMS, City of Jacksonville Planning and Development Department and Florida Department of Community Affairs, 1998.

Specially Designated Areas

Florida Department of Environmental Protection
City of Jacksonville Planning and Development Department
City of Jacksonville Planning and Development Department, Historic Preservation Section
Northeast Florida Regional Planning Council
Florida Department of Community Affairs
St. Johns River Water Management District
City of Jacksonville Department of Regulatory and Environmental Services

Public Facilities

JEA
Duval County School Board
City of Jacksonville Planning and Development Department, Transportation Planning Section/ MPO
Jacksonville Transportation Authority (JTA)
City of Jacksonville Public Works Department, Drainage Division
City of Jacksonville Public Works Department, Traffic Engineer
City of Jacksonville Parks, Recreation, and Entertainment Department
St. Johns River Water Management District

Attachment C

DEVELOPMENT STANDARDS FOR IMPACT ASSESSMENT OF LAND USE CATEGORIES ON FLUMS

<u>LAND USE CATEGORY</u>	<u>SITE DEVELOPMENT POTENTIAL</u>
AGRICULTURE (iv) - [AGR(iv)]	1 DU PER 2.5 ACRES (UP TO 40 ACRE LOT)
AGRICULTURE (iii) - [AGR(iii)]	1 DU PER 10 ACRES (40+ TO 160 ACRE LOT)
AGRICULTURE (ii) - [AGR(ii)]	1 DU PER 40 ACRES (160+ TO 640 ACRE LOT)
AGRICULTURE (i) - [AGR(i)]	1 DU PER 100 ACRES (640+ ACRES LOT)
RURAL RESIDENTIAL (RR)	2 DUs PER ACRE (WITH WATER & SEWER) 1 DU PER ACRE (NO WATER & SEWER)
LOW DENSITY RESIDENTIAL (LDR)	5 DUs PER ACRE
MEDIUM DENSITY RESIDENTIAL (MDR)	15 DUs PER ACRE
HIGH DENSITY RESIDENTIAL (HDR)	45 DUs PER ACRE
RESIDENTIAL/PROFESSIONAL/INSTITUTIONAL (RPI)	15 DUs PER ACRE (RESIDENTIAL) OR 35 % OF SITE AREA (NON-RESIDENTIAL)
NEIGHBORHOOD COMMERCIAL (NC)	35 % OF SITE AREA
COMMUNITY/GENERAL COMMERCIAL (CGC)	35 % OF SITE AREA
REGIONAL COMMERCIAL (RC)	35 % OF SITE AREA
CENTRAL BUSINESS DISTRICT (CBD)	PER APPROVED DRI
BUSINESS PARK (BP)	35 % OF SITE AREA
LIGHT INDUSTRIAL (LI)	25 % OF SITE AREA 1.71 EMPLOYEES PER 1,000 SQUARE FEET
HEAVY INDUSTRIAL (HI)	25 % OF SITE AREA 1.81 EMPLOYEES PER 1,000 SQUARE FEET
WATER DEPENDENT-WATER RELATED (WD-WR)	25 % OF SITE AREA 1.81 EMPLOYEES PER 1,000 SQUARE FEET
MIXED-USE (MU)	PER APPROVED DEVELOPMENT PLAN/POLICY
PUBLIC BUILDINGS & FACILITIES (PBF)	35 % OF SITE AREA
RECREATION AND OPEN SPACE (ROS)	2% OF SITE AREA (PASSIVE NEIGHBORHOOD) 5 % OF SITE AREA (ACTIVE NEIGHBORHOOD) > 50-ACRE SITE = 50 ACRE REGIONAL PARK
RESIDENTIAL DENSITIES>	SINGLE-FAMILY: 2.66 POP./DU ; MULTI-FAMILY: 2.35 POP./DU

Source: City of Jacksonville Planning and Development Department
f:\data\comp\LANDUSE\FORMS-Manuals-Templates\FORMS – Land Use Related\Site Development Standards for Impact Assessment....Revised 1/22/04.....Per 1998 DCA Agreement

Attachment D

2005C-047

Trip Generation

			Trip Generation Current Land Use				Trip Generation Current Land Use					Net Trip Generation Current Land Use vs. Proposed Land Use	
Land Use Amendment	Acreage	Current Land Use	Current Land Use ITE Code	Current Land Use Development Potential	Peak Hour Traffic	Average Daily Traffic	Proposed Land Use	Proposed Land Use ITE Code	Proposed Land Use Development Potential	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic
2004C-047	1.34	RPI/HDR	710	20,429 SF	30	225	CRO/PUD	220	80 MFDU	62	631	20	272
	1.34		220	20 MFDU	12	134							
					42	359				62	631	20	272

1998 Traffic Analysis

			Adopted LOS Capacities ¹		Comprehensive Plan Background Traffic Volumes		Amendment Trips <i>(Net increase over current designation)</i> ²		Total 1998 Trips		
Impacted Roadway	Number of Lanes	Adopted LOS Standard	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Maintain LOS
Riverside Ave	4	E	3,390	35,700	2,300	25,000	12	163	2,312	25,163	Yes

1. Capacities based on FDOT LOS Manual, 2002.

2. Trip Distribution equals 60 % to Riverside Ave

2015 Traffic Analysis

			Adopted LOS Capacities ¹		Comprehensive Plan Background Traffic Volumes		Amendment Trips <i>(Net increase over current designation)</i> ²		Total 2015 Trips		
Impacted Roadway	Number of Lanes	Adopted LOS Standard	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Peak Hour Traffic	Average Daily Traffic	Maintain LOS
Riverside Ave	4	E	3,390	35,700	2,956	32,130	12	163	2,968	32,293	Yes

1. Capacities based on FDOT LOS Manual, 2002.

2. Trip Distribution equals 60 % to Riverside Ave

Field Map

