

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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November 19, 2020

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2020-653/Application No. L-5477-20A**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2020-653 on November 19, 2020.

P&DD Recommendation

DENY

PC Issues:

There were two speakers in opposition that provided a petition in opposition to the amendment with over 40 signatures and the speakers expressed concerns regarding the following topics:

- Compatibility with existing low density single-family development
- Narrow and unmarked roads
- High crime area
- Poorly rated local schools
- Septic systems

The Commission discussed information presented by the applicant including the following topics:

- Data depicting a 100+ acre area surrounding the site comprising 30% MDR land use
- The intent to develop at nine units per acre as compared to the maximum seven units per acre permitted in the LDR
- The intent to develop fee simple townhomes promoting home ownership and neighborhood improvement
- Development to the north of the site on 25 foot wide lots

The Commission also discussed the intensity of uses permitted under the existing PBF land use designation and the potential for homeownership to reduce crime.

**PC Vote: 6-0 APPROVE**

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

*Kristen D. Reed*

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**Report of the Jacksonville Planning and Development Department**

**Large-Scale Future Land Use Map Amendment – November 13, 2020**

**Ordinance/Application No.:** 2020-653 / L-5477-20A

**Property Location:** 5555 Radio Lane between Ellis Road South and Lasota Avenue

**Real Estate Number(s):** 067216-0000

**Property Acreage:** 14.24 acres

**Planning District:** District 4, Southwest Jacksonville

**City Council District:** District 14

**Applicant:** L. Charles Mann

**Development Area:** Urban Development Area

**Current Land Use:** PBF

**Proposed Land Use:** MDR

**Current Zoning:** PBF-2

**Proposed Zoning:** RMD-D

***RECOMMENDATION: DENY***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

To permit residential infill at an appropriate density.

**BACKGROUND**

The 14.24 acre subject site is located on the east side of Ellis Road South, north side of Radio Lane and west side of Lasota Avenue. According to the City’s Functional Highways Classification Map, Ellis Road South and Radio Lane are local roadways. Both paved roads are narrow with no sidewalks. Lasota Avenue east of the application site is not an open right-of-way. Presently, the property includes an office building and two radio transmission towers. The amendment will change the land use category from Public Buildings and Facilities (PBF) to Medium Density Residential (MDR) to develop multi-family housing. The zoning is currently Public Buildings and Facilities-2 (PBF-2) and the applicant proposes a rezoning to Residential Medium Density-D (RMD-D). The property

is located within the Urban Development Area. The applicant intends to file a companion rezoning for the subject site during the adoption round of public hearings.

Single-family development is the predominant land use to the north and west of the subject property, vacant undeveloped land to the east, and a school, church, and single family homes are located to the south and across Radio Lane.

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

North: Land Use: Low Density Residential (LDR) and MDR  
 Zoning: Residential Low Density-60 (RLD-60) and Residential Medium Density-A (RMD-A)  
 Property Use: Single-family subdivisions

South: Land Use: PBF and LDR  
 Zoning: PBF-2, RLD-60 and Planned Unit Development (PUD)  
 Property Use: School, church and single-family dwellings

East: Land Use: LDR  
 Zoning: RLD-60  
 Property Use: Vacant undeveloped land

West: Land Use: LDR and MDR  
 Zoning: RLD-60, Residential Medium Density-B (RMD-B) and PUD  
 Property Use: Single-family subdivisions and vacant undeveloped land

**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 – Application Number L-5477-20A**

<b>Development Analysis of 14.24 Acres</b>		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Radio Lane – Local Road Ellis Road – Local Road	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Office and radio transmission towers	Proposed: Multi-family residential

**Development Analysis of 14.24 Acres**

Land Use / Zoning	Current: PBF / PBF-2	Proposed: MDR / RMD-D
Development Standards for Impact Assessment	Current: 0.3 FAR	Proposed: 15 DUs per acre
Development Potential	Current: 186,088 sq. ft. of PBF space	Proposed: 213 Multi-family dwelling units
Net Increase or Decrease in Maximum Density	Increase of 213 dwelling units	
Net Increase or Decrease in Potential Floor Area	Decrease 186,088 sq. ft. of Public buildings and facility space	
Population Potential	Current: 0 people	Proposed: 500 people

**Special Designation Areas**

Aquatic Preserve	No
Septic Tank Failure Area	No
Airport Environment Zone	300 Ft. Height Restriction Zone for Herlong Recreational Airport
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	High and Low
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No; Discharge area
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No

**Public Facilities**

Potential Roadway Impact	No net new daily trips
Potential Public School Impact	Increase of 69 new students
Water Provider	JEA
Potential Water Impact	Increase 36,996 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase 27,747 gallons per day
Potential Solid Waste Impact	Increase 256.06 tons per year

<b>Development Analysis of 14.24 Acres</b>	
Drainage Basin/Sub-basin	Otega River Basin / Cedar River Sub-basin
Recreation and Parks	Criswell Park
Mass Transit Access	Bus service located on Park Street
<b>Natural Features</b>	
Elevations	18 to 27 feet above mean sea level
Land Cover	(8200) Communications
Soils	(2) Albany fine sand and (51) Pelham fine sand
Flood Zones	None
Wetlands	None
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).

### **Transportation**

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in no 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. A copy of the transportation analysis is on file with the Planning and Development 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 7.

Subject site is accessible via Radio Lane, a 2-lane local road which intersects with Ellis Road to the west and Lake Shore Boulevard. Lake Shore Boulevard is a 2-lane collector facility operating at 30% of its capacity. The proposed development has the potential to generate 1,559 daily trips on the roadway network and the Transportation Planning Division recommends ongoing coordinating efforts with Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 14.24 acre proposed land use map amendment has a development potential of 213 dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- **Elementary School**
  - Concurrency Service Area (CSA) 2
  - 2020/2021 enrollment: 5,804
  - Current utilization: 71%
  - New student development from amendment: 35
  - 5-year utilization: 76%
  - Available seats in CSA 2: 1,787
  - Available seats in adjacent CSA(s): 1 and 8 is 7,874
  
- **Middle School**
  - CSA 2
  - 2020/2021 enrollment: 2,812
  - Current utilization: 74%
  - New student development from amendment: 15
  - 5-year utilization: 82%
  - Available seats in CSA 2: 113
  - Available seats in adjacent CSA(s): 1 and 7 is 132
  
- **High School**
  - CSA 2
  - 2020/2021 enrollment: 3,201
  - Current utilization: 82%
  - New student development from amendment: 19
  - 5-year utilization: 91%
  - Available seats in CSA 2: 557
  - Available seats in adjacent CSA(s): 1 and 8 is 3,210

The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

#### Public School Facilities Element

Policy 2.3.2      The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other



land use decisions so that these decisions coordinate with adequate school capacity.

**Policy 2.3.3** The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

**Supplemental School Information:**

The following additional information regarding the capacity of the assigned neighborhood schools is provided by the Duval County School Board. This information is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Hyde Grove K-2 School #214
  - CSA 2
  - Amendment student generation: 18
  - School Capacity including permanent spaces and portables: 690
  - Current enrollment 20 day county for 2020/2021: 481
  - Percent Occupied: 70%
  - 4-year projection: 89%
  
- Hyde Park 3-5 School #77
  - CSA 2
  - Amendment student generation: 17
  - School Capacity including permanent spaces and portables: 541
  - Current enrollment 20 day county for 2020/2021: 240
  - Percent Occupied: 44%
  - 4-year projection: 47%
  
- Lake Shore Middle School #69
  - CSA 2
  - Amendment student generation: 15
  - School Capacity including permanent spaces and portables: 1,328
  - Current enrollment 20 day county for 2020/2021: 1,081
  - Percent Occupied: 81%
  - 4-year projection: 77%
  
- Robert E. Lee High School #33
  - CSA 2
  - Amendment student generation: 19
  - School Capacity including permanent spaces and portables: 1,844
  - Current enrollment 20 day county for 2020/2021: 1,682
  - Percent Occupied: 91%
  - 4-year projection: 99%

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and 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 and/or 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 feet Height and Hazard Zone for 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.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on October 30, 2020, the required notices of public hearing signs were posted. Seventy-two (72) 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 November 2, 2020. After a representative for the applicant discussed plans on how the property would be developed, three neighbors spoke against the application. Issues raised include the narrow neighborhood roads and their ability to handle the increased traffic, development will create a potential danger for the adjacent school, crime in the neighborhood, and the proposed multi-family housing is not compatible with the surrounding single-family neighborhoods.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### *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.

#### **Future Land Use Element:**

- Objective 1.1      Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.5      The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- 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 1.1.21      Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected

pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

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.

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 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

According to the Category Description of the Future Land Use Element (FLUE), PBF in the Urban Development Area is a broad land use category intended to accommodate major public use or community service activities. Activities that provide community service functions vary in character and locational need. A primary consideration in locating these uses is to ensure that each use will function as it is intended, as an important part pf the urban service delivery system.

MDR land use category in the Urban Development Area is a category intended to provide compact medium density residential development which are supplied with full urban services and in locations which serve as a transition between commercial and residential uses. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR allows residential development at up to 20 dwelling units per acre.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the City's GIS Infrastructure map there is a 6-inch sewer main at the corner of Ellis Road South and Royce Avenue located 160 feet north of the land use amendment site. In addition, there is an existing 12-inch water main within the Ellis Road South right-of-way (ROW) running along the entire length of the subject site.

The subject site has access to centralized water and sewer facilities and the proposed amendment to MDR would allow for development of additional housing options in the North Planning District to accommodate future growth and development through the planning timeframe of the 2030 Comprehensive Plan. The property is underutilized land in the Urban Development Area and development of this site is considered infill development. Therefore, the amendment is consistent with FLUE Objectives 1.1 and 3.1, and Policies 1.1.5, 1.1.21, 1.1.24 and 3.1.6.

The amendment to MDR results in an incompatible development pattern with abutting low density residential land use categories to the north, east and west of the subject site. The land use to the east of the site consists of vacant undeveloped land in the LDR land use category. However, the community north and west of the application site is developed with single-family dwellings and is a sharp contrast to multifamily development. In addition MDR is a transitional land use category which is used for buffering a lower density category such as LDR to a higher density category such as High Density Development (HDR) or a high intensity category such as commercial or industrial uses. Therefore the proposed land use amendment to MDR is inconsistent to FLUE Policies 1.1.10 and 3.1.3.

### **Vision Plan**

The application site lies within the Southwest Jacksonville Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the plan does specify issues of new development detracting from the existing character of neighborhoods. Except for the immediate adjacent PBF land use category to the south, the subject site is surrounded by the LDR land use category. The proposed land use change to MDR would detract from the surrounding single-family residential neighborhood and would create an incompatible transition between housing types in the area. Therefore, MDR at this location is inconsistent with the vision plan.

### **Strategic Regional Policy Plan**

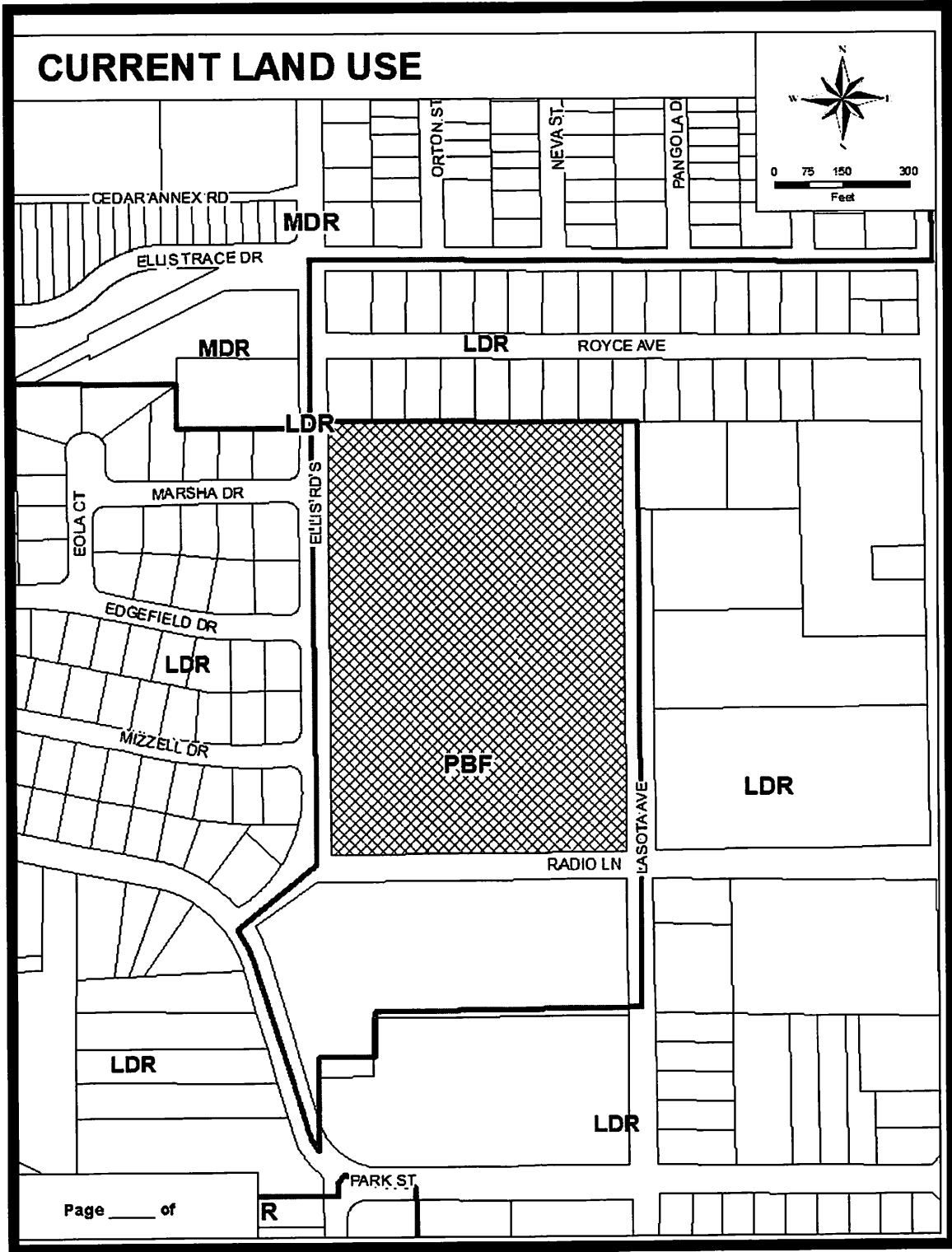
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

**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.

# SITE LOCATION AND CURRENT LAND USE MAP



**FIELD / CURRENT USES MAP**

