

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

November 5, 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. 2020-468/Application No. L-5443-20A**

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 2020-468 on November 5, 2020.

P&DD Recommendation

APPROVE

PC Issues:

A representative from Council Member Becton's office read the attached letter, dated November 5, 2020, into the record on behalf of the Council Member.

**PC Vote:**

**6-0 APPROVE**

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Absent

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*

Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KReed@coj.net](mailto:KReed@coj.net)



**OFFICE OF THE CITY COUNCIL**

**DANNY BECTON**  
COUNCIL MEMBER, DISTRICT 11  
OFFICE (904) 630-1383  
FAX (904) 630-2906

SUITE 425, CITY HALL  
117 WEST DUVAL STREET  
JACKSONVILLE, FLORIDA 32202  
E-MAIL: DBECTON@COJ.NET

Date: November 5<sup>th</sup>, 2020 (Planning Commission)

Subject: Ordinance 2020-468

Dear Commissioners,

The Bill before you this afternoon is a land area that I have had extensive discussions and negotiations with the owner, the Jacksonville Transportation Authority (JTA), and the potential buyer as to concerns and issues for which I have shared within the following white paper that I would like to place on the record.

This land area is referred to as Parcel C (Illustration #1) of a three-parcel set of properties that JTA owned by way of eminent domain many years ago and without any further use, began to sell off, beginning with named Parcels A, B, and now C. Parcels A & B were rezoned with my support, to PUDs for multi-family in 2018 (2018-514,515; for 370 Units) & 2019 (2019-311,312; for 360 Units). Upon those rezoning's, as a result of concerns for the area that include: 1) over-saturation of multi-family, 2) lack of mixed-use development and 3) deficiency of dedicated active park space for its residents, I firmly stated to JTA and any would-be purchaser that I would not support further Land-Use changes for the remaining Parcel C unless these concerns were addressed to my satisfaction.

As a result of recent progress and agreements which include a revised sales agreement by JTA and a formal "Letter of Intent" by the proposed purchaser, these agreements now provide a major step forward to addressing one or more of the concerns for which my opposition was based. Therefore, with these agreements in place, I am currently in support for this "transmittal" of Bill 2020-468 that proposes a Land Use change for Parcel C from CGC (Community/General Commercial) to (HDR) High Density Residential.

As these agreements are vital to remedying my concerns, my future support for adoption legislation will be contingent upon an executed "Development Agreement" based on the Letter of Intent as agreed upon.

In conclusion, I would like to say Thank you to this Commission and it is my sincere appreciation that you provided the patience that has allow us to have the time for this progress to be made for the good of our City.

Thank you again,  
Council Member, Danny Becton, District 11

## Concerns for the Land-Use Change for Parcel C

- 1) The A.C. Skinner Corridor has become way "too saturated" (Illustration #2) with multi-family in the fact that within a 1.8 mile stretch of roadway, it includes almost exclusively the following multi-family communities:

- JTB Apartments
- Lost Lakes Apartments
- Steele Creek Apartments
- Loree Apartments
- Summer Key
- Deerwood Place Assisted Living
- New Multifamily Development Under Construction (Parcel A)
- New Multifamily to be Developed (Parcel B)

Also,

- Portiva Apartments
- Clifton Village Multi-Family Community
- Sunrise Assisted Living Facility

- 2) I support "Mixed-Use Development" within growth areas as smart growth, combining residential with commercial to allow for local shopping, working and recreational activities in nearby areas. Without that type of development, our transportation corridors within our city break down and create congestion and traffic ties-up whereby residents have no choice but to commute rather than the concept of "live-here, work-here, play-here".

Retaining the CGC Land Use with a zoning of CO (Commercial Office) on Parcel C provides for that Mix of Uses along this overly saturated area of A C Skinner Parkway. CGC/CO in conjunction with the multi-family and nearby business parks, creates uses that are needed which might include:

### Current Zoning is CO

- Medical & Dental or Chiropractor Offices
- Professional or Business Offices
- Cosmetology and Similar Uses
- Day Care Centers incidental to a professional office.
- Essential Services, including water, sewer, etc.
- Single family dwelling

### By Exception:

- Day care centers
- Churches
- Off-Street Parking Lots

*The CGC Land Use Category is the best way to achieve Mixed-Use development, especially since it does permit Multi-Family uses, so long as residential uses are Not the Sole Use [2030 Future Land Use Element of the Comprehensive Plan].*

- 3) This area is central to the Southside adjoining Districts Four and Five which lack "Active Recreation" infrastructure (Illustration #3) to support these high density and saturation of residential units throughout this corridor and adjacent corridors of Gate Parkway and Town Center Parkway to the North. It is this additional need that became the area of interest and possible inclusion in the city's CIP (Capital Improvement Plan) with multiple discussions with the city's administration and the Mayor's office dating back to June of 2019, whereby the purchase of this property was highly recommended and encouraged for this reason.

In a letter of support for this idea, in July of 2019 (Illustration #4), the Southeast CPAC (Citizens Planning Advisory Committee) made their Annual CIP Report Recommendation for this need, stating that "the City of Jacksonville should purchase Parcel C from JTA and develop the land into a multi-faceted active park". It is the lack of active park resources for youth team sports including football, soccer and other activities that this area desperately lacks.

The current legislation before the Council, 2020-468 is an Ordinance requesting a "Transmittal for State Review of a proposed Large-Scale Revision to the Future Land Use Map of the 2030 Comprehensive Plan, designating a change from (CGC) Community/General Commercial to (HDR) High Density Residential on approximately 42.55 acres located in District 11." This request is an intensification of the land-use with the proposed purchase and development of another multi-family community.

**This request is a Policy Decision**, not a Quasi-Judicial matter. The Planning & Development Report in its approval is a result of providing a context that because of available capacity of the roadway and its use is compatible with surrounding areas, it begs the consideration that **"Just because you can, isn't always justification for whether you should and a decision for doing it"**.

Attached, I have presented policies of the 2030 Comprehensive Plan that support Mixed-Use Development. I have also provided Policies that support the city objectives to provide active and passive recreational facilities as a matter of maintaining sufficient levels of service for our growing city.

The Southside has been and continues to be inundated with residential and commercial growth. As the District Council Member for one of our higher growth areas within our city, it has been challenging to say the least, to find public supporting facilities for that growth which includes fire stations and active park space for those community team activities which include youth sports. Unless we identify and plan today for these essential services, the allocation for these current and future needs will be impossible.

I also would like to point out, at its August 24<sup>th</sup>, 2020 meeting, the Southeast CPAC (Illustration #5) also voted, **unanimously** in agreement that this application should be **denied** for these reasons, that have been presented here.

## **CONSISTENCY EVALUATION**

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

#### **Future Land Use Element (FLUE)**

- Goal 3** To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Policy 3.1.6** 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.
- Policy 3.1.14** The City shall allow a broad mixture of supporting recreational, commercial, public facilities and services in mixed use residential developments utilizing the "Traditional Neighborhood Design" (TND) concept and in Locally Designated Historic Preservation Districts, in accordance with the standards and criteria in the Land Development Regulations without the application of nodal considerations and other location criteria in this element.
- Policy 3.1.20** The City shall recognize and maintain neighborhoods through the development and implementation of district plans and/or neighborhood plans, which identify the needs of the City's neighborhoods and the opportunities to improve and maintain those neighborhoods in light of continued growth and development pressures within and surrounding them.
- Policy 3.2.7** The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- Policy 3.2.18** The City shall permit business parks in locations adjacent to, or near, residential areas, subject to Development Areas and the Plan Category Descriptions of the Operative Provisions and applicable Land Development Regulations.
- Objective 3.4** Where feasible, the City shall encourage all new developments to conform to a compact and connected growth pattern with land use diversity and improved interrelationships among living, working, shopping, education and recreational activities.
- Policy 3.4.2** The City will evaluate opportunities to promote and encourage development and redevelopment opportunities for mixed and multi-use projects. The Land Development Regulations should be amended, as appropriate, to incorporate such incentives.

**Policy 3.4.3**

The City will evaluate and where appropriate include incentives in the development review process to encourage residential development with supporting uses such as retail, restaurant, recreation and open space that relate physically and visually to nearby areas of the City through a design concept, which includes, but is not limited to:

1. Residential development with a full range of urban uses and support facilities; and
2. Physically connected neighborhoods bound together by pedestrian paths and public spaces.

## **Recreation and Open Space Element (ROSE)**

**GOAL 1**

**To provide a variety of recreational facilities, both active and passive, in order to achieve and maintain adopted standards for levels of service.**

**Objective 1.1**

The City shall provide a variety of recreational facilities in the recreation and park system in order to achieve and maintain adopted levels of service standards.

**Policies 1.1.1**

The City shall maintain the following Level of Service (LOS) standards for the provision of parks in the City as shown in the Capital Improvements Element of this comprehensive plan:

The City shall provide 1.93 acres per thousand population of "Active/Passive" parks by Planning District.

The City shall provide 2.50 acres per thousand population of "Regional" parks Citywide.

However, in no event shall existing park and open space acreage be reduced in accordance with Section 122.408 of the Ordinance Code.

**Policies 1.1.2**

The City shall provide one week of open public swimming at all public aquatic facilities per each 70,000 population.

The City shall provide one athletic field per each 2,000 population.

The City shall provide one court per each 2,400 population.

The City shall provide one mile of trail per each 50,000 population.

**Policies 1.1.3**

On an on-going basis the Planning and Development Department shall track the participation/use data collected by the Recreation and Community Services Department in order to track recreational participation trends based on demand and further define recreation facility needs.

**Objective 1.2**

**The City shall ensure that recreation facilities are added to keep up with new growth and development.**

- Policies 1.2.1** The City shall implement an ongoing mechanism or system that will provide additional resources for the provision of recreation and open space. An investigation into a variety of funding sources and mechanisms shall be conducted.
- Policies 1.2.2** The City shall examine all possibilities for land acquisition including purchase, scenic easement, eminent domain, open space zoning, tax concessions, property exchange, and lease of private lands, and community and private donation.
- Policies 1.2.3** The City shall accept or purchase parcels of land for park purposes that are of sufficient size, location and configuration to handle their intended purpose(s). The Recreation and Community Services Department shall maintain objective standards for considering any parcel. The standards are based on the matrix criteria of the FOCUS Plan.
- GOAL 2** **To establish an active/passive park system in the suburban and rural areas of the City which assist in providing identity, form and a visual framework to the City and its communities.**
- Objective 2.1** The City of Jacksonville shall improve, expand and enhance its natural areas such as waterfronts, park lands, and open spaces to preserve the identity of these areas and encourage sectional recognition.
- Policies 2.1.6** The Recreation and Community Services Department and other related City departments will continue to identify lands which are desirable for acquisition under various environmental and other land acquisition programs.
- GOAL 5** **The City, in cooperation with the State and Federal governments, shall utilize stream and tributary areas for open space, watershed and wildlife habitat protection and recreational purposes.**
- Objective 5.1** The City, in cooperation with State, Federal, and private non-profit agencies, shall acquire and preserve major stream valley corridors plus adjacent vital resources such as wetlands, wooded areas, and conservation areas when deemed necessary for watershed protection.
- GOAL 6** **To promote economic prosperity within the City through increased recreational facility development.**
- Objective 6.1** A needs assessment analysis, based upon the population's needs and desires and in concert with the City's efforts and policies for future economic development, will be used to provide direction in the further development and operation of the park system.



- Policies 6.1.1 The Recreation and Community Services Department, shall continue to inventory its needs and expand its survey research to stay abreast of demand.
- Policies 6.1.2 The Recreation and Community Services Department shall develop economically feasible plans to guide development of park sites and services offered, based on its public input, and shall diversify and expand its facilities and programming.

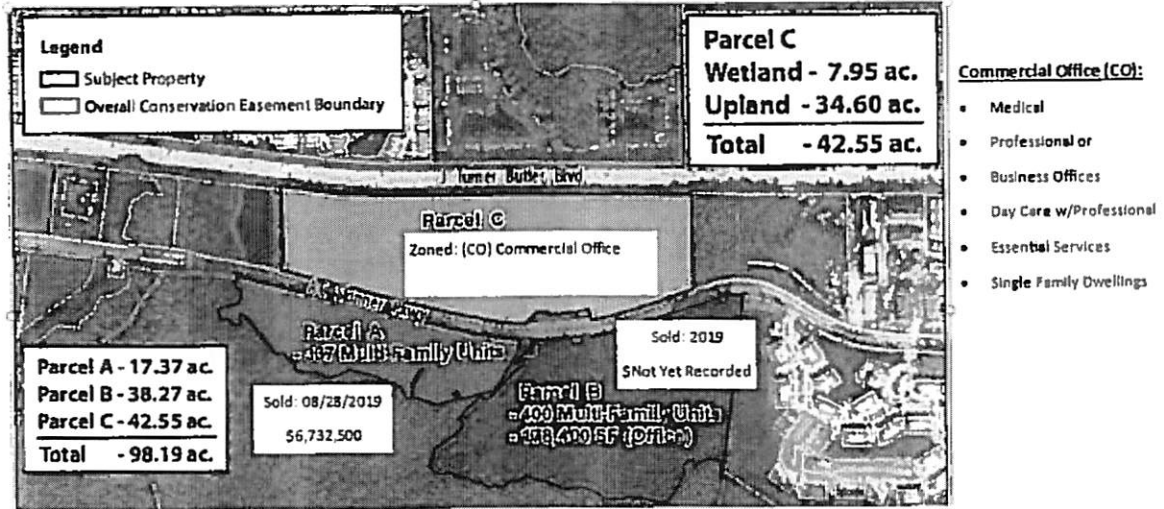
Currently Scheduled to be heard:

- Planning Commission
  - ~~September 3, 2020 @ 1pm;~~
  - ~~Revised: September 17, 2020 @ 1pm~~
  - ~~Revised: October 8, 2020 @ 1pm~~
  - ~~Revised: October 22, 2020 @ 1pm~~
  - Revised: November 5, 2020 @ 1pm
  
- City Council Public Hearing
  - ~~September 8, 2020 @ 4pm~~
  - ~~September 22, 2020 @ 4pm~~
  - ~~October 13, 2020 @ 4pm~~
  - ~~October 27, 2020 @ 4pm~~
  - November 10, 2020 @ 5pm
  -
  
- Land Use and Zoning
  - ~~September 15, 2020 @ 5pm~~
  - ~~October 6, 2020 @ 5pm~~
  - ~~October 20, 2020 @ 5pm~~
  - ~~November 4, 2020 @ 5pm~~
  - November 17, 2020 @ 5pm

(Illustration #1)

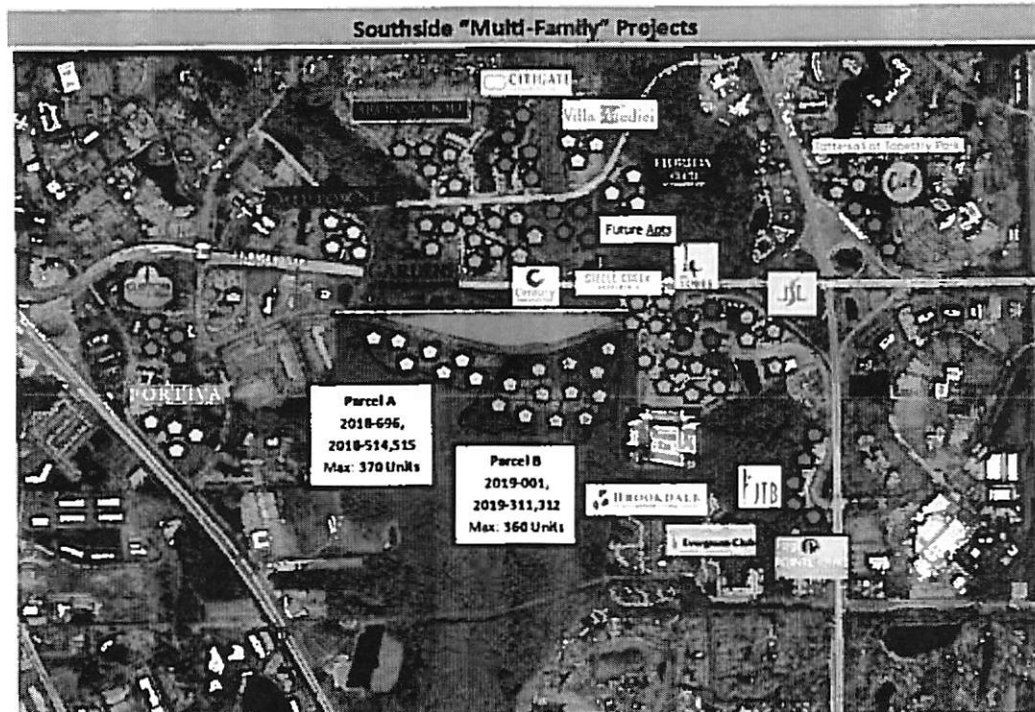
This property is a total of 42.55 acres, Zoned (CO) Commercial Office. Parcels A & B were sold and rezoned in 2018 & 2019 for additional multi-family.

### JTA - AC Skinner Pkwy/Butler Blvd Property



(Illustration #2)

The Southside, within this corridor has been saturated with multi-family development. Just in the 1.8 mile stretch of A C Skinner Parkway, there are 9 current multi-family or assisted living communities. There are two additional communities of 370 units under construction and another 360 units to be developed.



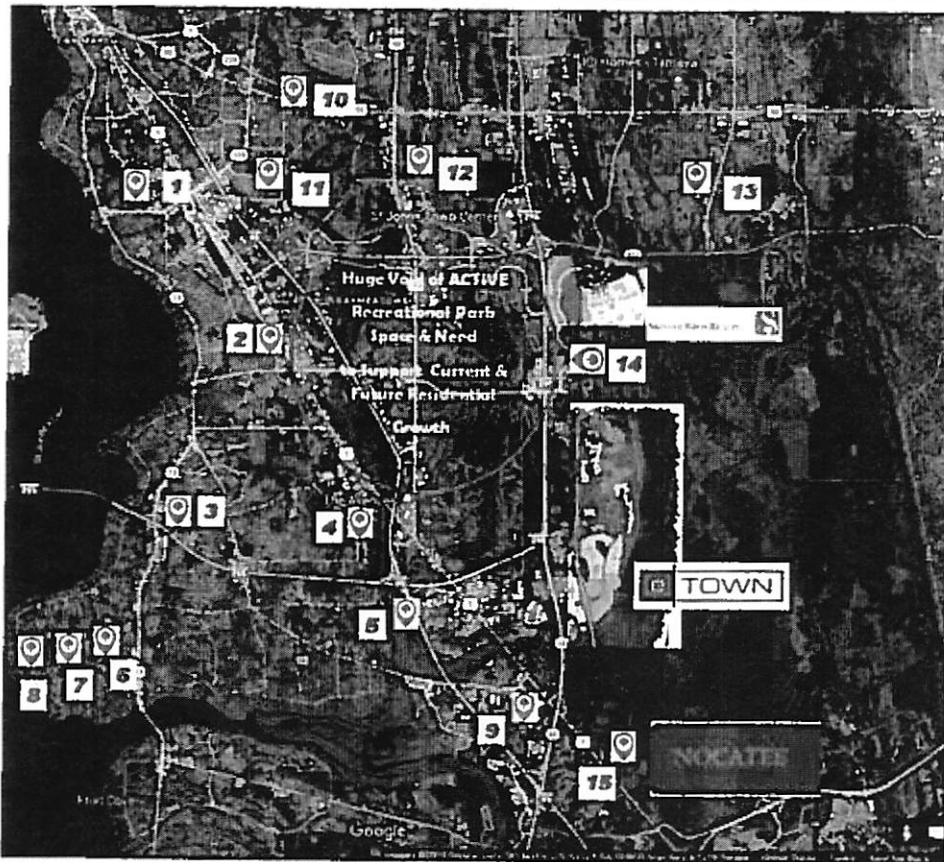
(Illustration #3)

This map of the Southside illustrates the Parks within the region. Not all parks provide "active" recreation, including football, soccer, baseball and other team sports. Regional Parks on the Southside include Losco Park (Hood Rd, #4), Palmetto Leaves (Old St. Augustine Rd #5) and Fort Family (Baymeadows East #14).

Current and future growth within the Southside shows a huge void within a core area of our city which adjoins District 4, 5 and 11 with additional adjacencies for District 1, 6, and 3 that shows a "void" of an area of an 8 by 6-mile radius. These area neighborhoods that have no local essential recreational facilities for which to use.

Southside "Active" Parks

- 1. Earl Johnson
- 2. Baker Skinner
- 3. Burnett Park
- 4. LOSCO
- 5. Palmetto Leaves
- 6. Chuck Rogers
- 7. Flynn Park
- 8. Alberts Field
- 9. Greenland



- 10. Fletcher Morgan
- 11. Pine Forest
- 12. Drew Park
- 13. Patton Park
- 14. Fort Family
- 15. Geneva

(Illustration #4)



**Southeast Citizens Planning Advisory Committee**  
Chair: Carol D'Onofrio Vice Chair: Jon Malmind

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July 22, 2019

To: Scott Wilson, City Council President

Re: Purchase of Parcel C from JTA

In the May 2019 Southeast CPAC CIP Recommendations, it was noted that the Southeast CPAC supports Council Member Danny Becton's recommendation that the City of Jacksonville should purchase Parcel C from JTA and develop the land into a multi-faceted park.

Parcel C is located on A.C. Skinner Parkway and abuts J. Turner Butler Boulevard (JTB) between Belfort Road and Southside Boulevard. Parcel C has a total of 42.55 acres, but only 35 to 40 acres can be developed. Parcel C is currently zoned to be developed as office space, multi-family units or hotels. As mentioned, the Southeast CPAC supports Council Member Becton's recommendation that the City of Jacksonville should purchase Parcel C and develop the land as a multi-facet park. As this area continues to grow in population, there are no parks close to this densely populated area for anyone to enjoy.

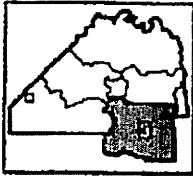
The Southeast CPAC is asking for your support for Council Member Becton and to help bring much needed park space to the fast growing area

Respectfully,

Carol D'Onofrio, Chair  
Southeast Citizens Planning Advisory Committee  
*my Rev*

cc: All City Council Members

(Illustration #5)



**Southeast Citizens Planning Advisory Committee**

**Chair: Carol D'Onofrio**

**Vice Chair: Jon Malmind**

August 26, 2020

To: Michael Boylan, LUZ Chair  
Joshua Garrison, Planning Commission Chair

RE: # 2020-468 Transmittal-  
154271-0100 (O JTB) and 154377-0100 (O A.C. Skinner)

At the August 24, 2020 Southeast CPAC meeting, the membership made a motion which was unanimously approved to request a DENIAL of the Large-Scale Transmittal Bill 2020-468 changing the Land-Use from (CGC) Community/General Commercial to (HDR) High Density Residential on approximately 42.55 acres located on A C Skinner Parkway within District 11.

This change is being opposed due to its conflict with the 2030 Comprehensive Plan specifically the Future Land-Use (FLUE), Transportation and Recreation and Open Space Elements of that plan. The area surrounding this parcel within a 1.8-mile stretch is too saturated with existing and planned multi-family developments including eight existing apartment communities (JTB, Lost Lakes, Steele Creek, Loree, Summer Key, Portiva) and one under construction (Parcel A) and another one (Parcel B) soon to follow. The totality of these high-density communities would result in an overly dense corridor, lacking critical support services contributing to the current traffic congestion of the area and void to the idea of mixed-use planning which the Comprehensive Plan requires.

It is this specific mixed-use concept as currently zoned (CO) Commercial Office that Parcel C is zoned and provides which the 2030 Comprehensive Plan encourages and supports. In addition, as to the Recreation and Open Space Element, this region of our city lacks the critical essential services for "active" park space and resources. It was our letter dated July 23rd, 2019 that the Southeast CPAC requested that Parcel C be purchased by the city to provide for our District 3, CIP initiative. The area is lacking these essential services that would serve the citizens of the southside and the City of Jacksonville along with the vast number of residential communities including multi-family that have been approved and built in this area.

Please support the Denial of Bill 2020-468 and allow Parcel C to remain CGC/CO to support our 2030 Comprehensive Plan and the needs of the Southside area.

Respectfully,

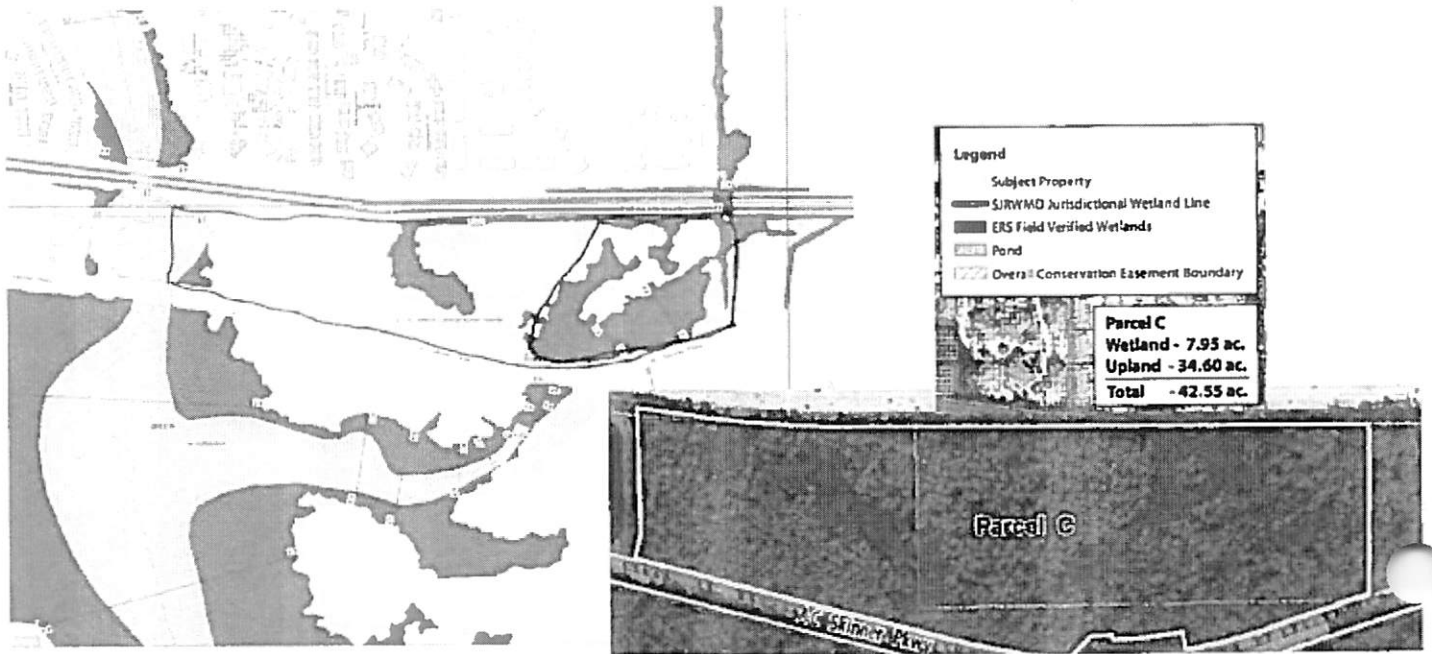
A handwritten signature in black ink that reads "Carol D'Onofrio".

Carol D'Onofrio, Chair  
Southeast CPAC

City of Jacksonville Neighborhoods Department, 214 N. Hogan Street, 5<sup>th</sup> Floor, Jacksonville, Florida 32202  
Rosemary@city.net Rosemary Wozniowski District 2 & 3 Coordinator  
(904) 253-0261

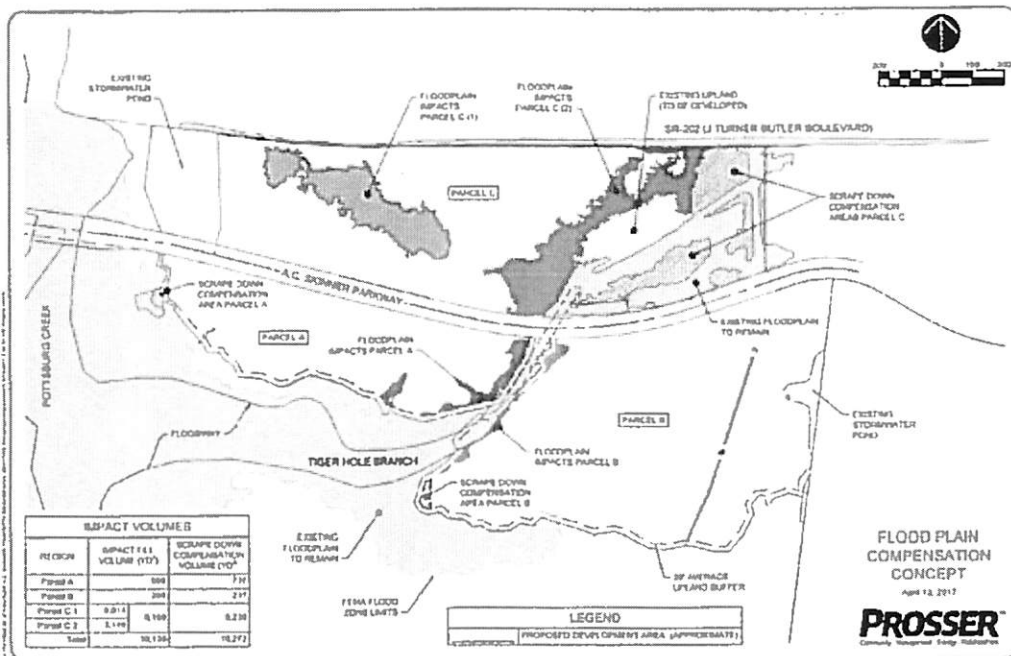
(Illustration #6)

The property has significant wetlands of 8 acres (Illustration #1) and flood plan areas as shown below. The area outlined in blue within the red has been discussed as a "possible" donation of 15.5 acres by the purchaser upon closing on the property. This has been considered as a possible remedy to mitigate the continued impact of more multi-family to the area and as a result of the issues for which I previously discussed. As you can see, this property is very inclusive of wetlands and flood plans. **This land donation is basically "unusable",** in its current state.



(Illustration #7)

Parcel C "FLOOD PLAIN"




**(Illustration #8)**

In addition to the property donation by the purchaser and as a result of the property being undevelopable in its current state, JTA and the purchaser committed as part of a three-party agreement, to provide a \$1 million contribution to the expense of the site development work in order to create the necessary uplands needed to mitigate the Land Use change request from CGC to HDR. As shown here on February 10, 2020, JTA committed to being part of that agreement which sent the other parties forward in future planning and filing of this application.

Jacksonville Transportation Authority  
Chief Executive Officer

## Memo

To: Councilman Danny Becton  
From: Nathaniel P. Ford Sr., CEO   
Date: February 10, 2020  
Re: Coordination on Green Space

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Pursuant to our conversations related to potential green space in District 11, I provide the following:

- On January 27, 2020, the JTA Board of Directors met for a work session to receive updates and provide feedback to staff on projects. One of the topics that was discussed was the JTA's coordination with the City on potential green space. Staff recommended that the Board consider providing a portion of the proceeds from the successful close and transfer of A.C. Skinner Parcel C to the City of Jacksonville for the development or maintenance of greenspace or public park area for the benefit of the community within District 11. A copy of the information presented to the JTA Board is attached hereto.
- After discussion, the Board agreed with staff's recommendation to coordinate with the City; however, the Board requests that the City recognize JTA for this coordination. The recommendation is for the JTA to have naming rights.

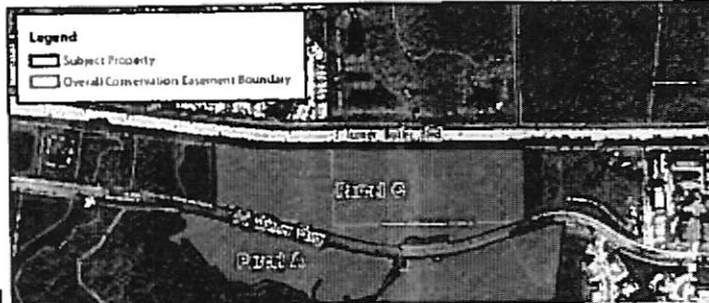
Do not hesitate to contact me if you would like to discuss this matter further

Attachment

Attachments from the above correspondence:

**Update – A.C. Skinner Parcel C**  
 PG Investco, LLC

**Site Overview:**



Parcel A	- 17.37 ac.
Parcel B	- 38.27 ac.
Parcel C	- 42.55 ac.
<b>Total</b>	<b>- 98.19 ac.</b>

**Update – A.C. Skinner Parcel C**  
 PG Investco, LLC

**Update:**

- October 25 - Board of Directors Approved Purchase and Sale Agreement (PSA)
  - PG Investco Working with the City and District Council Member for Park Improvements within the Development
- January 23 – PG Investco Has Signed the PSA
  - 270 Day Due Diligence Period (Three 30 Day Extensions Permitted)
  - 90 Day Closing Period

**Coordination with City:**

- Consideration to provide a portion, up to \$1,000,000, of the proceeds from the successful close and transfer of A.C. Skinner Parcel C to the City of Jacksonville for the development or maintenance of greenspace or public park area for the benefit of the community within District 11

- Legend
- ① Synthetic Turf U17 soccer field (or 3 US Field)
  - ② Parking (— 10 spaces)
  - ③ Playground
  - ④ Pavilion with grille
  - ⑤ Pavilion with redwood
  - ⑥ Fitness/nature trail
  - ⑦ Open lawn
  - ⑧ Sand volleyball
  - ⑨ Seating terrace
  - ⑩ Boardwalk
  - ⑪ Pedestrian bridge
  - ⑫ Forest walk
  - ⑬ Basketball court (or 3 pickleball courts)
  - ⑭ Existing wetland
  - ⑮ Existing stream
  - ⑯ Foundation complementary storage pond with littoral plantings
  - ⑰ Upland area with trail





(Illustration #9)

This following, represents the "Letter of Intent" for which has been executed by the purchaser:

LETTER OF INTENT  
TO ENTER INTO DEVELOPMENT AGREEMENT

RE: A.C. SKINNER PARCEL C

In coordination with the City of Jacksonville, PG Investco, LLC, a Texas limited liability company ("Presidium") of Dallas, Texas, states its intent to enter into a development agreement with the City of Jacksonville, which development agreement shall contain the following terms conceptually:

1. Conveyance of certain lands to the city of Jacksonville by land donation, the terms of which are to be agreed upon by the parties of approximately 15.5 acres shown on the attached site plan dated 1/15/2020 for use as an active park; The date of the conveyance of the land shall be agreed upon by the parties upon execution of the development agreement;
2. To provide base engineering and permitting for development of the park, in accordance with a conceptual plan to be agreed to by the City and Presidium in the future. The conceptual plan shall include stormwater retention, wetland surveys, and information further needed for permitting;
3. Presidium shall make a donation to the City of Jacksonville of \$1 million dollars to be used for site development of the park. The date of the donation shall be agreed upon by the parties upon execution of the development agreement;
4. Identification of stormwater retention for the park, which may include joint use of stormwater facilities, with maintenance responsibilities to be determined; and
5. A dedicated access to the park as shown on the site plan.
6. The development agreement is contingent upon Presidium's acquisition of the Site and attainment of land use and zoning entitlements acceptable to Presidium for its intended use.

PG INVESTCO, LLC  
a Texas limited liability company

By: \_\_\_\_\_

Its: Christina  
Manager

Date: 11/4/2020

437704 4

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

**Large-Scale Future Land Use Map Amendment – August 28, 2020**

**Ordinance/Application No.:** 2020-468 / L-5443-20A

**Property Location:** Between J Turner Butler Boulevard (SR-202) and A.C. Skinner Parkway, west of Southside Boulevard

**Real Estate Number(s):** 154271-0100; 154377-0100, a portion of

**Property Acreage:** 42.55 Acres

**Planning District:** District 3, Southeast

**City Council District:** District 11

**Applicant:** Paul Harden, Esquire

**Current Land Use:** CGC

**Proposed Land Use:** HDR

**Current Zoning:** CO

**Proposed Zoning:** PUD

**Development Area:** Urban

***RECOMMENDATION: APPROVE***

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

To develop property consistent with surrounding uses and zoning districts.

**BACKGROUND**

The 42.55 acre subject property is located along the north side of A. C. Skinner Parkway, an unclassified roadway and on the south side of J. Turner Butler Boulevard (SR-202), a limited access highway, between Southside Boulevard (SR-115) and Belfort Road.

The subject site is presently undeveloped. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) to High Density Residential (HDR) to develop the property consistently with surrounding uses and zoning districts. The rezoning application is not required for the transmittal round of

legislation and will be processed during the adoption round of this large scale future land use amendment.

The uses surrounding the subject site are primarily residential uses to the north, across J. Turner Butler Boulevard (SR-202). A mix of undeveloped land and residential uses are located to the east and south of the subject site, while offices are located to the west.

There have been multiple proximate land use changes to the subject site. North of the subject site, across J. Turner Butler Boulevard, four land use amendments to Residential Professional Institutional (RPI) have occurred between 2001 and 2019. Two of those sites now contain multi-family residential uses (2002-217-E and 2001-254-E), while the other two (2019-184-E and 2005-1218-E) sites are presently undeveloped. South of the subject site, across A.C. Skinner Parkway there have been two recent amendments to residential categories. One amendment changed 17.37 acres from CGC to HDR (2019-226-E) and another amendment changed 38.27 acres from CGC and Business Park (BP) to Medium Density Residential (MDR) (2019-311-E), both proximate amendment sites are presently undeveloped.

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

North: Land Use: RPI and CGC

Zoning: Commercial Residential Office (CRO) and Planned Unit Development (PUD)

Property Use: Multi-family residential, J. Turner Butler Boulevard (SR-202)

South: Land Use: CGC, HDR, MDR, BP

Zoning: Commercial Office (CO), PUD, Residential Medium Density-D (RMD-D), Industrial Business Park (IBP)

Property Use: Undeveloped and wetlands

East: Land Use: CGC

Zoning: PUD

Property Use: Multi-family residential

West: Land Use: BP and CGC

Zoning: IBP and CO

Property Use: Undeveloped

## **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.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

### Impact Assessment Baseline Review

<b>Development Analysis</b>		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Unclassified / A.C Skinner Parkway	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: High Density Residential
Land Use / Zoning	Current: CGC / CO	Proposed: HDR / PUD
Development Standards for Impact Assessment	Current: <u>Scenario 1:</u> CGC - 0.35 FAR <u>Scenario 2:</u> CGC – 20% non-residential at 0.35 FAR CGC- 80% residential at 30 DU/Acre	Proposed: 45 DU / Acre
Development Potential	Current: <u>Scenario 1:</u> 648,717 Sq. Ft. <u>Scenario 2:</u> 129,743 Sq. Ft. and 1,021 DUs	Proposed: 1,914 DUs
Net Increase/Decrease in Maximum Density	Scenario 1: Increase 1,914 DUs Scenario 2: Increase of 893 DUs	
Net Increase/Decrease in Potential Floor Area	Scenario 1: Decrease of 648,717 SF Scenario 2: Decrease of 129,743 SF	
Population Potential	Current: Scenario 1: not applicable Scenario 2: 2,399 people	Proposed: 4,497 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	

<b>Development Analysis</b>	
Airport Environment Zone	500' NAS JAX
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low, Medium and High
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: No net new daily trips Scenario 2: No net new daily trips
Potential Public School Impact	636 students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 417,354 gallons per day Scenario 2: Increase of 203,368 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 313,016 gallons per day Scenario 2: Increase of 152,526 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 3938.5 tons per year Scenario 2: Increase of 2114.2 tons per year
Drainage Basin/Sub-basin	Arlington River/ Pottsburg Creek and Southern Tiger Hole Swamp
Recreation and Parks	Touchton Road Park
Mass Transit Access	Route 25 – 0.5 miles away
<b>Natural Features</b>	
Elevations	19-30 feet
Land Cover	4110: Pine Flatwoods 6170: Mixed Wetland Hardwoods 6250: Hydric Pine Flatwoods
Soils	66 Surrency Loamy Fine Sand 35 Lynn Haven Fine Sand
Flood Zones	AE and 0.2 Percent Chance Flood Hazard
Wetlands	Yes – 9.54 acres

<b>Development Analysis</b>	
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).

Although not required as part of the land use application the applicant has provided a JEA availability letter dated February 19, 2020, consistent with Policy 1.2.9 of the FLUE. According to the letter, the site has access to both water and sewer mains, however the project will require construction of a pump station.

**School Capacity**

The 42.55 acre proposed land use map amendment has a development potential of 1,914 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) 4
  - 2019/2020 enrollment: 5,979
  - Current utilization: 88%
  - New student development from amendment: 319
  - 5-year utilization: 100%
  - Available seats in CSAs 4: 95
  - Available seats in adjacent CSA(s): 3 and 5 is 936
  
- Middle School
  - CSA 4

- 2019/2020 enrollment: 4,199
  - Current utilization: 86%
  - New student development from amendment: 139
  - 5-year utilization: 85%
  - Available seats in CSA 4: 224
  - Available seats in adjacent CSA(s): 3 and 5 is 32
- High School
    - CSA 4
    - 2019/2020 enrollment: 766
    - Current utilization: 60%
    - New student development from amendment: 178
    - 5-year utilization: 76%
    - Available seats in CSA 4: 68
    - Available seats in adjacent CSA(s): 3 and 5 is 91

The analysis of the proposed residential development reveals the High Schools in CSA 4 and the adjacent CSAs do not have sufficient capacity for the potential new student development. 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

**Objective 3.2** **Adopted Level of Service (LOS) Standards**  
 Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This 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.

- Beauclerc Elementary School
  - CSA 4
  - Amendment student generation: 319
  - School Capacity including permanent spaces and portables: 804
  - Current enrollment 20 day county for 2019/2020: 614
  - Percent Occupied: 76%
  - 4-year projection: 73%
  
- Southside Middle School
  - CSA 4
  - Amendment student generation: 139
  - School Capacity including permanent spaces and portables: 977
  - Current enrollment 20 day county for 2019/2020: 972
  - Percent Occupied: 99%
  - 4-year projection: 80%
  
- Englewood High School
  - CSA 4
  - Amendment student generation: 178
  - School Capacity including permanent spaces and portables: 444
  - Current enrollment 20 day county for 2019/2020: 527
  - Percent Occupied: 119%
  - 4-year projection: 102%

**Transportation**

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment will not result in an increase of net new daily vehicular trips under scenario 1 or scenario 2. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element



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

Capital Improvements Element

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

Supplemental Transportation Information:

**Objective 2.4** of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

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

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 1.

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 1 is **0.74**.

Subject site is accessible via A. C. Skinner Parkway, a 4-lane urbanized divided roadway which is currently not functionally classified. The Transportation Planning Division maintains annual traffic counts and this roadway is operating at 50 percent of design service volume. The proposed development could generate approximately 8,517 daily trips and could have significant impacts on the external roadway network. The Transportation Planning Division recommends coordinating efforts with the FDOT and COJ Traffic Engineer Division to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

### **Archaeological Sensitivity**

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

### **Historic Preservation Element**

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

### **Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zones for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

### **Future Land Use Element**

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

### **Flood Zones**

Approximately 31.3 acres of the subject site is located within either the AE or 0.2 Percent Annual Chance Flood Hazard 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 AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory.

The 0.2 Percent 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 the 0.2 Percent Annual Chance Flood Hazard flood zones. These areas are deemed to be subject to moderate flood hazards. 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.

**Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands jurisdictional boundary determination has been provided by the applicant that indicates the location and size, of the wetlands located within the boundaries of the application site. The Planning and Development Department used the City's geographic information data to determine the type(s), quality and functional value of the wetlands within the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 9.54 Acres

**General Location(s):** The wetlands are located at various locations throughout the property

**Quality/Functional Value:** The wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways.

**Soil Types/ Characteristics:** Surrency Loamy Fine Sand (66) - The Surrency series consists of nearly level, very poorly drained soils. In areas in depressions, the high water table generally is at or above the soil surface for very long periods.

Lynn Haven fine sand (35) – The Lynn Haven series consists of gently sloping, poorly drained, sandy, generally found on flats and in steep areas of side slopes, formed in thick beds of sandy marine sediment. The wetland soils areas have water tables near or above the ground surface.

**Wetland Category:** Category III

**Consistency of Permitted Uses:** Any development within the wetlands must meet the performance standards in CCME Policies 4.1.3, 4.1.4, and 4.1.6 below.

**Environmental Resource Permit (ERP):** Not provided by the applicant

**Wetlands Impact:** Insufficient information to determine impacts

**Associated Impacts:** The wetlands are associated with the AE and 0.2 Percent Flood Hazard Flood Zone

**Relevant Policies:**

Conservation/Coastal Management Element

**Goal 4** To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

**Policy 4.1.3** The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(1) Encroachment

In Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(a) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i. The habitat of fish, wildlife and threatened or endangered species,
- ii. The abundance and diversity of fish, wildlife and threatened or endangered species,
- iii. The food sources of fish and wildlife including those which are threatened or endangered,
- iv. The water quality of the wetland, and
- v. The flood storage and flood conveyance capabilities of the wetland; and

(b) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(c) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(d) Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(e) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.4 Public utilities and roadways located in Category I, II, or III wetlands shall be subject to the requirements of (a), (b), and (d) as noted in the performance standards outlined in Policy 4.1.3 above.

Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on August 18, 2020, the required notices of public hearing signs were not posted. Nine hundred and fourteen (914) 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 August 17, 2020. Three members of the public attended the meeting and had questions regarding public park space, amount and style of units proposed, and concerns about school and roadway capacity. The applicant was also in attendance to address the questions and concerns of the citizens.

## **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 generating 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 plan 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 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 1.1.21**      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 1.1.22** 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 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.

**Objective 6.3** The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

According to the Future Land Use Element (FLUE), Community/General Commercial (CGC) in the Urban 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. Development that includes residential uses is preferred to provide support for commercial and other uses.

High Density Residential (HDR) in the Urban Area is intended to provide compact medium to high density mixed use development. Medium to high density residential development which includes limited commercial uses which serve the residential component of HDR developments as well as adjacent neighborhoods is preferred to reduce the number of Vehicle Miles Traveled. HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Locations which serve as a transition between commercial and medium density residential land uses are preferred. Sites which are abutting Low Density Residential (LDR) or Rural Residential (RR) are discouraged. Multi-family housing is a principal use in the HDR land use category. Within the Urban Area, the minimum density in the HDR land use category is 20 unit/acre and the maximum density is 60 units/ acre.

The site has access to full urban services, including water and sewer, according to a JEA availability letter dated February 19, 2020, consistent with Policy 1.2.9 of the FLUE. The subject site is also located within close proximity of JTA stops for route 25, and the arterial roads J. Turner Butler Boulevard (SR-202) and Southside Boulevard (SR-115), and is therefore consistent with the land use category description for HDR in the Urban Development Area. The proposed amendment promotes infill development on a site with existing access to infrastructure in the Urban Development Area, and as such is consistent with FLUE Objective 6.3.

The applicant is proposing a change from CGC to HDR to allow for the development of multi-family residential uses. The proposed amendment would continue to maintain adequate land designated for residential use and allow for a wider mix of uses and housing types in the area, which presently has land designated as HDR to the south, MDR across A.C. Skinner Parkway to the southeast, and BP uses to the west. Additionally, the proposed amendment supports development of additional housing to serve nearby large scale employment and retail centers such as St. Vincent's Medical Center, 1 mile to the west, and Deerwood office parks, 0.5 miles to the east, and the St. Johns Town Center, which is only 1.6 miles to the east. Therefore, the proposed amendment is consistent with FLUE Goal 3, Objectives 1.1 and 3.1, and Policies 3.1.6 and 1.1.22.

According to the Comprehensive Plan land use need analysis, the provision of HDR designated land is just over 100 percent of need through the planning timeframe. The amendment would add HDR designated land in order to meet both the needs of housing for the growing population while providing opportunities for the real estate market to operate. The amendment also promotes development of an underutilized site within the

Urban Development Area that has access to full urban services. Thus, the proposed amendment is consistent with and furthers the intent of FLUE Policies 1.1.5 and 1.1.21.

### **Vision Plan**

The subject property is located within the boundaries of the Southeast Vision Plan. The vision plan identifies a lack of housing choices and characterizes the majority of housing options within this area to be low-density, single-family developments. The proposed amendment would allow for the development of additional housing options, offering more choices to residents. Therefore, the proposed amendment would be consistent with Sub-Principle 2.1 of the Southeast Vision Plan which is to provide for and promote compatible mixed-use development, infill and redevelopment in stable and declining areas and create a range of housing opportunities and choices, where appropriate.

### **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**

