

City of Jacksonville, Florida

Lenny Curry, Mayor

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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. 2020-600/Application No. L-5471-20C

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 2020-600 on November 5, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	5-0 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	Absent
Jason Porter	Aye

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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

Small-Scale Future Land Use Map Amendment - October 30, 2020

Ordinance/Application No.: 2020-600 / L-5471-20C

Property Location: 0 and 16105 Main Street North (US 17), located on the east side of Main Street North and between Yellow Bluff Road and Pecan Park Road

Real Estate Number(s): A portion of 108107-0010 and 108147-0000

Property Acreage: 9.92 acres

Planning District: District 6, North

City Council District: Council District 2

Applicant: Paul M. Harden, Esquire

Current Land Use: CGC - 0.66 of an acre and RR - 9.26 acres

Proposed Land Use: LDR

Development Area: Suburban

Current Zoning: CCG-2 and RR-Acre

Proposed Zoning: PUD

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop consistent with surrounding residential uses.

BACKGROUND

The 9.92 acre subject site is located on the east side of Main Street North (US 17). Main Street North at that location is a state highway and a principal arterial roadway. Presently, the property includes a single family dwelling and vacant undeveloped land. The amendment will change the land use category from Community/General Commercial (CGC) and Rural Residential (RR) to Low Density Residential (LDR) to develop single-family housing. The zoning is currently Commercial Community/General-2 (CCG-2) and Residential Rural-Acre (RR-Acre), and the applicant proposes a Planned Unit Development (PUD) zoning for the development of a single family subdivision. The property is located within the Suburban Development Area.

Single-family development is the predominant land use to the east and south of the subject property with a mix of vacant undeveloped land, single family dwellings, and mobile homes to the north of the application site. Properties to the west and across the street of Main Street North are vacant undeveloped land, single family dwellings and an office.

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

North: Land Use: RR
Zoning: RR-Acre
Property Use: Vacant undeveloped land, single family dwellings, and mobile homes

South: Land Use: LDR
Zoning: PUD
Property Use: Single-family dwellings

East: Land Use: LDR
Zoning: PUD
Property Use: Single family dwellings

West: Land Use: Agriculture-II (AGR-II), and Agriculture-IV (AGR-IV) and Light Industrial (LI)
Zoning: Agriculture (AGR) and Industrial Light (IL)
Property Use: Single-family dwellings, vacant undeveloped land and an office

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

Development Analysis of 9.26 acres		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Main Street North (US 17) – Principal Arterial Road	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Single family dwelling and vacant land	Proposed: Single family dwellings
Land Use / Zoning	Current: RR & CGC / RR-Acre & CCG-2	Proposed: LDR / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 2 SF DUs/Acre and 0.35 FAR Scenario 2: 2 SF DUs/Acre for RR and 80% residential at 15DUs/Acre for CGC and 20 % at 0.35 FAR	Proposed: 5 DUs / acre
Development Potential	Current: Scenario 1: 18 single family dwellings and 10,062 square feet of CGC uses Scenario 2: 18 single family dwellings, 8 multi-family dwelling units and 2,012 square feet of CGC uses	Proposed: 49 Single family dwellings
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 28 dwelling units Scenario 2: Increase of 20 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 10,062 sq. ft. of CGC uses Scenario 2: Decrease of 2,012 sq. ft. of CGC uses	
Population Potential	Current: Scenario 1: 47 people Scenario 2: 65 people	Proposed: 130 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 Ft. Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High Sensitivity	
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	Scenario 1: 0 net new daily trips	

Development Analysis of 9.26 acres	
	Scenario 2: 118 net new daily trips
Potential Public School Impact	Increase of 14 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 6,944.9 gallons per day Scenario 2: Increase of 5,467.4 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 5,208.7 gallons per day Scenario 2: Increase of 4100.6 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 56.7 tons per year Scenario 2: Increase of 48.7 tons per year
Drainage Basin/Sub-basin	Dunn Creek Basin and Deese Creek Sub-Basin
Recreation and Parks	Half Moon Island Park
Mass Transit Access	No bus service at this location
Natural Features	
Elevations	31-38 feet above mean sea level
Land Cover	1100:-Residential Low Density and 4340 Upland mixed coniferous/hardwoods
Soils	(24) Hurricane and Ridgewood soils, (22) Leon fine sand and (51) Pelham fine sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not Applicable

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to a JEA letter dated July 16, 2020 there is an existing 12-inch water main within the Main Street North Right-of-way (ROW), adjacent to this property. In addition, there is an existing 8-inch gravity sewer main within the Hutton Lane ROW, approximately 50 feet south of this property and an existing 10-inch sewer force main within the Main Street North ROW, adjacent to this property.

To achieve up to 7 dwelling units for the proposed LDR category there are special conditions that must be completed in order to acquire full urban services. As specified in the JEA letter connection to existing gravity sewer or wetwell will require the acquisition of a tract of land from the neighboring property owners for the sewer main extension. In addition connection to the JEA owned sewer system will require the design and construction of an onsite pump station and a dedicated force main with at least a four inch minimum sewer pipe.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in 0 net new daily external trips under scenario 1 and 118 net new daily external trips under scenario 2. This analysis is based upon the comparison of what potentially could be built on that site. 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 3.

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 3 is **0.53**.

Subject site is accessible via Main Street (US 17) a 2-lane undivided highway facility and is subject to FDOT review and access management requirements.

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

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. 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 150 feet Height and Hazard Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 feet unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

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

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 9.92 acre proposed land use map amendment has a development potential of 46 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) 7
 - 2019/2020 enrollment: 3,192
 - Current utilization: 89%
 - New student development from amendment: 7
 - 5-year utilization: 84%
 - Available seats in CSA 7: 41
 - Available seats in adjacent CSA(s): 1 and 8 is 7,652

- **Middle School**
 - CSA 1
 - 2019/2020 enrollment: 8,270
 - Current utilization: 83%
 - New student development from amendment: 3
 - 5-year utilization: 88%
 - Available seats in CSA 1: 244
 - Available seats in adjacent CSA(s): 7 and 2 is 408

- **High School**
 - CSA 7
 - 2019/2020 enrollment: 2,163
 - Current utilization: 98%
 - New student development from amendment: 4
 - 5-year utilization: 89%
 - Available seats in CSA 7: 98
 - Available seats in adjacent CSA(s): 1 and 8 is 3,437

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.

- Oceanway Elementary School #270
 - CSA 7
 - Amendment student generation: 7
 - School Capacity including permanent spaces and portables: 680
 - Current enrollment 20 day county for 2019/2020: 646
 - Percent Occupied: 95%
 - 4-year projection: 101%

- Oceanway Middle School #62
 - CSA 1
 - Amendment student generation: 3
 - School Capacity including permanent spaces and portables: 1,009
 - Current enrollment 20 day county for 2019/2020: 1,074
 - Percent Occupied: 106%
 - 4-year projection: 83%

- First Coast High School #265
 - CSA 7
 - Amendment student generation: 4
 - School Capacity including permanent spaces and portables: 2,212
 - Current enrollment 20 day county for 2019/2020: 2,163
 - Percent Occupied: 98%
 - 4-year projection: 103%

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 16, 2020, the required notices of public hearing signs were posted. One hundred and eight (108) 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 October 19, 2020 via Zoom for the small-scale land use amendment. One member of the public was present at the meeting whose property is within the subdivision to the east that abuts the land use amendment site. He stated that when he bought his house the realtor selling him the property stated that he abuts open space and nothing could be built to behind his rear yard. However, our research shows that pursuant to Ordinance 203-1213-E this subdivision has a twenty-five (25) easement buffer along the western subdivision boundary adjacent to the land use amendment site.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 1.1.24 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 3.1.6 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.

Recreation and Open Space Element (ROSE):

Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

Policy 2.2.4

A residential subdivision development of 25 lots to 99 lots shall pay a recreation and open space fee of two-hundred-fifty (\$250) dollars per lot, or provide at least four hundred thirty-five (435) square feet of useable uplands for each lot (and any fraction thereof), to be dedicated as common area and set aside for active recreation. The City shall use recreation and open space fees collected pursuant to this subsection to improve, enhance, expand, or acquire recreation areas within the same Planning District in which the fees are paid.

According to the FLUE, Rural Residential (RR) in the Suburban Development Area is a category intended to provide rural estate residential opportunities in the City. Generally, single-family detached housing will be the predominant land uses in this category. The RR permits a density of one dwelling unit per acre without water and sewer; two dwelling units per acre if sanitary sewer and potable water is available.

The Community/General Commercial (CGC) land use category in the Suburban Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses. Residential uses are permitted at up to Twenty (20) dwelling units per acre as part of mixed use developments so long as they do not exceed 80 percent of a development.

Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development. Density of up to seven (7) dwelling units per acre is allowed if sanitary sewer and potable water is available.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to a JEA letter dated July 16, 2020, there is an existing 12-inch water main within the Main Street North right-of-way (ROW), adjacent to this property. In addition, there is an existing 10-inch sewer force main within the Main Street North right-of-way adjacent to the property.

The amendment to LDR results in a compatible development pattern and a logical extension of existing and planned residential development consistent with abutting land to the south and east of the subject site. The application site has access to centralized water and sewer facilities and the proposed amendment to LDR 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. Therefore, the amendment is consistent with FLUE Goal 1, Objective 3.1, and Policies 1.1.5, 1.1.21, 1.1.24 and 3.1.6.

Development of the site will be required to comply with ROSE Policy 2.2.2 and Policy 2.2.4 concerning the adequate provision of open space for single-family developments in the Rural and Suburban Development Areas. The companion PUD rezoning will be consistent with these policies.

Vision Plan

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the site is located on Main Street North, a principal arterial road, and is within two miles of the entrance to I-95 from Pecan Park Road thus creating close access to the commercial center at Max Leggett Parkway / I-95 interchange.

Strategic Regional Policy Plan

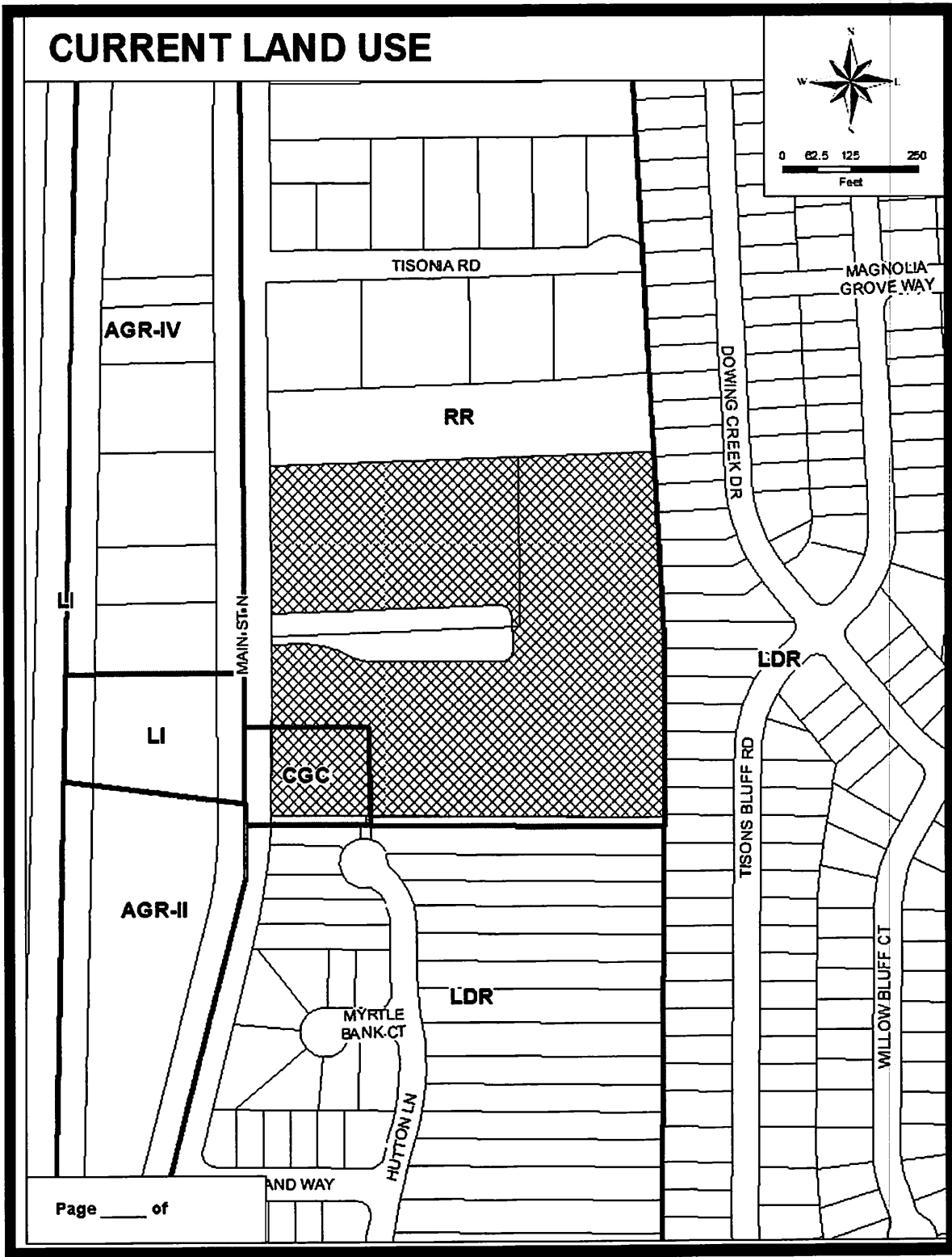
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

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.

LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP



CURRENT LAND UTILIZATION MAP

