

# 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

October 6, 2022

The Honorable Terrance Freeman, President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2022-662/Application No. L-5691-22A**

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

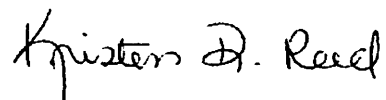
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-662 on October 6, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>5-0 APPROVE</b>

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

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

Sincerely,



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)

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

**Large-Scale Future Land Use Map Amendment – September 30, 2022**

**Ordinance/Application No.:** 2022-662 / L-5691-22A

**Property Location:** 3915 and 3917 Starratt Road, between Tiki Lane and Grover Road

**Real Estate Number(s):** 108093-0010 and 108094-0000

**Property Acreage:** 25.00 Acres

**Planning District:** District 6, North

**City Council District:** District 2

**Applicant:** Cutis L. Hart, Hart Resources LLC

**Current Land Use:** Rural Residential (RR)

**Development Area:** Rural Area

**Proposed Land Use:** Low Density Residential (LDR)

**Proposed Development Area:** Suburban Area

**Current Zoning:** Residential Low Density-100A (RLD-100A)

**Proposed Zoning:** No Change Proposed

***RECOMMENDATION: APPROVE***

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

Zoning is currently in place for ½ acre lots. There will be city water and city sewer to the site. We are not requesting a zoning change.

**BACKGROUND**

The applicant proposes a Future Land Use Map amendment from Rural Residential (RR) in the Rural Development Area to Low Density Residential (LDR) in the Suburban Development Area to allow for residential development. The applicant’s request and justification for the extension of the Suburban Development area to include the site may

be referenced on page eighteen (18) of this report. The current zoning is Residential Low Density-100A (RLD-100A) and there is no companion rezoning application.

The subject property is located at addresses 3915 and 3917 Starratt Road, between Tiki Lane and Grover Road. According to the City's Functional Highway Classification Map, Starratt Road is a collector roadway.

The 25.00 acre land use amendment site is currently a mix of vacant single-family residential land and a mobile home. Although the subject site totals 25.00 acres, this Land Use Amendment Application is defined as Large Scale due to the length of the boundary extension required to permit the proposed Low Density Residential development.

The property was rezoned pursuant to Ordinance 2021-137-E from RR-Acre to RLD-100A with the intent to permit development of thirty-five (35) single-family dwellings on half-acre lots without connecting to both JEA water and wastewater infrastructure. However, the site is located in the RR land use category and the Rural Development Area. The RR land use category permits single-family dwellings at a gross density of up to two (2) units per acre when development is connected to both JEA water and wastewater facilities and up to one (1) unit per acre without these services. Additionally, Section 654.132, Code of Subdivision Regulations, requires development in the Rural Development Area to connect to JEA wastewater or limit lot sizes to a minimum of one (1) acre where utility connections are greater than one quarter of a mile from the development. As proposed, the development is inconsistent with the RR land use category density requirements and the Code of Subdivision Regulations. JEA water and sewer connections points are located approximately three quarters of a mile west of the subject site.

There are no wetlands located within the development site. The larger area surrounding the site includes mobile homes and single-family residential development. The site is located within the boundaries of the Rural Development Area with a proposed boundary extension of the Suburban Development Area from the west. More specific adjacent land use categories, zoning districts and property uses are as follows:

**North:**           **Land Use:** Conservation (CSV)  
**Zoning:** CSV  
**Property Use:** Saltwater Marshes

**South:**           **Land Use:** Rural Residential (RR)  
**Zoning:** Residential Rural-Acre (RR-Acre)  
**Property Use:** Residential uses including single-family housing and mobile homes

**East:**             **Land Use:** RR  
**Zoning:** RR-Acre  
**Property Use:** Residential uses including single-family housing, mobile homes, and vacant residential land

**West:**      **Land Use:** RR  
**Zoning:** RR-Acre  
**Property Use:** Residential uses including single-family housing, mobile homes, and vacant residential land

**IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

**Impact Assessment Baseline Review**

<b>Development Analysis</b>		<b><u>25.00 Acres</u></b>
Development Boundary	Currently in the Rural Development Area requesting an extension of the Suburban Development Area to include the subject site	
Roadway Frontage Classification / State Road	Starratt Road – Collector Roadway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Single Family Residential uses	Proposed: Single Family Residential Development
Land Use / Zoning	Current: Rural Residential (RR) / RLD-100A	Proposed: Low Density Residential (LDR) / RLD-100A
Development Standards for Impact Assessment	Current: 1 Dwelling Unit per Acre (with no water or sewer)	Proposed: 5 Dwelling Units per Acre
Development Potential	Current: 25 Dwelling Units	Proposed: 125 Dwelling Units
Net Increase or Decrease in Maximum Density	An increase of 100 Single-Family Dwelling Units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current:	Proposed:

<b>Development Analysis</b>		<b>25.00 Acres</b>
	66 People	332 People
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zones A, C, and D	
Airport Environment Zone	500 ft. height restriction zone for the Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High	
Historic District	No	
Coastal High Hazard	Yes (0.09 of an acre closely aligned with the northern boundary of the site)	
Adaptation Action Area	Yes	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	Unacceptable – 1 Dock per 100 ft.	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	707 Net New Daily Trips	
Potential Public School Impact	30 New Students	
Water Provider	JEA, according to the application as filed	
Potential Water Impact	Increase of 26,600 gallons per day	
Sewer Provider	JEA, according to the application as filed	
Potential Sewer Impact	Increase of 19,950 gallons per day	
Potential Solid Waste Impact	Increase of 260 tons per year	
Drainage Basin/Sub-basin	Nassau River / Edwards Creek	
Recreation and Parks	Pumpkin Hill Creek Preserve State Park (approximately 1.8 miles away)	

<b>Development Analysis</b>		<b><u>25.00 Acres</u></b>
Mass Transit Access	No Mass Transit Access	
<b>Natural Features</b>		
Elevations	4 ft. – 29 ft.	
Land Cover	(1100) Residential, low density – less than 2 dwelling units per acre (2150) Field Crops (4340) Upland Mixed Coniferous/Hardwood	
Soils	(32) Leon Fine Sand, 0 to 2 percent slopes (35) Lynn Haven Fine Sand, 0 to 2 percent slopes	
Flood Zones	AE, 0.2 PCT Annual Chance Flood Hazard, and VE Flood Zones	
Wetlands	No	
Wildlife (applicable to sites greater than 50 acres)	Not Applicable	

### Utility Capacity

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

The JEA Letter of Availability 2020-4323, dated December 23, 2020, identifies existing connection points for both water and sewer and both connection points are approximately three quarters of a mile from the amendment site.

An existing 8 inch water main is located at the intersection of Amelia View Drive and Starratt Road, approximately 3,800 feet west of the subject site. An additional 16 inch water main is located along Starratt Road, approximately 700 feet west of Amelia View Drive.

An existing 8 inch gravity sewer/manhole is located at the intersection of Amelia View Drive and Starratt Road, approximately 3,800 feet west of the property. An additional 12 inch force main is located along Starratt Road, approximately 700 feet west of Amelia View Drive.

A development review was submitted to the Planning Department for a thirty-five (35) unit subdivision known as Katie Cove. The development application indicates that private septic systems will serve the wastewater needs of the development.

*The applicant clarified on May 31, 2022 that the proposed development anticipates connection to JEA water only. Therefore, the density limitations for the current RR land use designation and proposed LDR land use are identified below.*

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

The existing Rural Residential land use category's maximum gross density in the Suburban and Rural Area shall be two (2) units per acre when both centralized potable water and wastewater are available to the site; and the maximum gross density shall be one (1) unit per acre when served with on-site potable water and wastewater; and there shall be no minimum density.

The proposed Low Density Residential land use category's maximum gross density in the Suburban Area shall be two (2) units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be four (4) units per acre and the minimum lot size shall be ¼ an acre if either one of centralized potable water or wastewater services are not available.

**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.

At the time of site plan review, the development will be reviewed for consistency with the category description and consistency with the density limitations due to connection to centralized water only.

#### **Transportation**

The subject site is 25 acres and is accessible from Starratt Road, a collector facility. The proposed land use amendment is located within the Rural Development Area with a proposed extension of the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Rural Residential (RR) to Low Density Residential (LDR).

#### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

#### **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.

**Objective 2.4** 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** 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.

**Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 472 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 1,179 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in 707 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

**Table A**  
**Trip Generation Estimation Scenarios**

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RR	210	50 SF DUs	T = 9.43 (X)	472	0	472
				<i>Existing Scenario Total</i>		<b>472</b>
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	125 SF DUs	T = 9.43 (X)	1,179	0	1,179
				<i>Proposed Scenario Total</i>		<b>1,179</b>
<b>Proposed Net New Daily Total</b>						<b>707</b>

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

**School Capacity**

The Planning and Development Department determined the development potential of the proposed amendment to LDR. Given this, the proposed amendment could result in the development of 125 single family dwelling units and 30 new students.

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:

Application Review Request: <b>COJ PDD: School Impact Analysis</b> Proposed Name: <b>L-5691-22A Start at Creek</b> Requested By: <b>Ed "Luke" Lukacovic ; Abigail Trout</b> Reviewed By: <b>Shelene E. Estes</b> Due: <b>5/27/2022</b>							
Analysis based on maximum dwelling units: <b>125</b>							
School Type	CSA <sup>1</sup>	2021-22 Enrollment/CSA	Current Utilization (%)	New Student/ Development <sup>2</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 1&2 MS 2&7
Elementary	7	2,979	83%	15	70%	689	10,998
Middle	1	7,527	88%	6	36%	807	751
High	7	2,194	99%	9	73%	757	2,137
<b>Total New Students</b>				<b>30</b>			

**NOTES:**

<sup>1</sup> Proposed Development's Contingency Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

25-115

23-051

35-074

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0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (164,757) by the number of total permitted housing units (418,703) for the same year, generating a yield of 0.250

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis reveals a deficiency in high school capacity based on available seats in the CSA and the adjacent CSAs.

**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 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.

<p><b>Application Review Request:</b> COJ PDD: Baseline Checklist Review  <b>Proposed Name:</b> L-5691-22A Starratt Creek  <b>Requested By:</b> Ed "Luke" Lukacovic / Abigail Trout  <b>Reviewed By:</b> Shalene B. Estes  <b>Due:</b> 5/27/2022</p> <p>Analysis based on maximum dwelling units: <u>125</u></p>						
SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2021/22)	% OCCUPIED	4 YEAR PROJECTION
New Berlin ES #150	7	15	1235	1208	93%	84%
Oceanway MS #62	1	6	1039	1038	103%	81%
First Coast HS #265	7	9	2212	2194	99%	101%
		30				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)

<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (413,708) for the same year generating a yield of 0.250.

### **Adaptation Action Area (AAA)**

The City of Jacksonville implemented the 2015 Peril of Flood Act (Chapter 2015-69, Laws of Florida) by establishing an Adaptation Action Area (AAA). The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning.

The map in Attachment A shows the portion of the property that is located within the AAA. New development within the AAA boundary is encouraged to address potential impacts of flooding through site design, clustering of development and other resiliency efforts.

### Conservation/Coastal Management Element

Policy 14.1.1 The AAA boundary (Map C-19) is defined as those areas within the projected limits of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood risk analysis. The City shall implement adaptation strategies commensurate with the storm and flood risks to land within the AAA.

Policy 14.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

### Future Land Use Element

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

### **Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville International Airport. 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.

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey 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.

**Coastal High Hazard Area (CHHA)**

Approximately 0.09 of an acre of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The map in Attachment B shows the portion of the property within the CHHA.

The CHHA area meanders in and out of the amendment site along the site's northern boundary to a maximum width of approximately fourteen (14) feet. Therefore, residential dwelling units will not be located within the CHHA and the amendment will not result in an increase in density within the CHHA.

Conservation/Coastal Management Element

**Policy 7.3.1** The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on Map C-18. A property shall be deemed to be within the CHHA as depicted on Map C-18 unless site specific, reliable data and analysis demonstrates otherwise.

**Objective 7.4** Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

**Policy 7.4.8** The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed

development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

### Future Land Use Element

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

### **Evacuation Zone**

A request was sent to the Emergency Preparedness Division (EPD) for analysis of the subject site's proximity to Evacuation Zones A, C, and D. The Planning and Development Department did not receive the analysis prior to the publication date of June 3, 2022 for this report. Analysis provided by EPD will be included in the Adoption round Report for this Large Scale Land Use Amendment Application.

### **Flood Zones**

Approximately 0.27 acres of the subject site are located within the 0.2 percent annual chance flood hazard zone, approximately 0.09 of an acre is located within the AE flood zone and approximately 0.01 of an acre is located within the VE flood zone. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2% annual chance flood hazard zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Areas within the 100-year coastal floodplain or SFHA that also have additional hazards associated with storm waves. Flood insurance is mandatory within these zones. Prior to approval of construction within a VE zone, the developer must demonstrate that any structures built will be able to withstand the wave action.



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

**Manatee Protection Plan Boat Facility Siting Zone**

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, Starratt Creek is an unacceptable zone and allows for construction of 1 boat slip per 100 linear feet of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

Conservation Coastal Management Element

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

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 26, 2022, the required notices of public hearing signs were posted. Twenty-nine (29) 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 May 16, 2021. No one from the public spoke on this land use amendment application.

# **CONSISTENCY EVALUATION**

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

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

#### *Development Areas*

*Rural Area (RA):* The RA consists of all lands outside of the Suburban Area and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

*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.

**Objective 1.1** Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

**Policy 1.1.5** The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

Policy 1.1.20A Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.

Policy 1.1.20B Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged;

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.
2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA RTS.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.

7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

**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 1.2.6** The City shall ensure through the implementation of Chapter 654, Ordinance Code (Code of Subdivision Regulations) that suitable lands and/or easements are available for the provision of utility and transportation facilities necessary to support proposed development, and implement improvements with minimum land use, social and environmental disruption. Consider the location and timing of new public facility construction in requests for Future Land Use Map series amendments.

**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.

**Policy 3.1.11** The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

**Property Rights Element (PRE)**

**Goal 1** The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

**Objective 1.1** Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

**Policy 1.1.1** The City will ensure that private property rights are considered in local decision making.

**Policy 1.1.2** The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description in the Future Land Use Element (FLUE), the Rural Residential land use category within the Rural Development Area primarily permits single-

family dwellings. This category is intended to provide rural estate residential opportunities in the Suburban and Rural areas of the City. The maximum gross density in the Rural Area shall be two (2) units per acre when both centralized potable water and wastewater are available to the site; and the maximum gross density shall be one (1) units per acre when served with on-site potable water and wastewater; and there shall be no minimum density.

According to the Category Description in the FLUE, the Low Density Residential (LDR) land use category in the Rural and Suburban Areas primarily permits low density residential development in the form of single-family and multi-family dwellings at up to seven (7) dwelling units per acre when full urban services are available. The maximum gross density shall be two (2) units per acre and the minimum lot size shall be half an acre when both centralized water and wastewater are not available. The maximum gross density shall be four (4) units per acre and the minimum lot size shall be  $\frac{1}{4}$  of an acre if either one of centralized potable water or wastewater services are not available. Plan amendment requests for new LDR designations are discouraged in the Rural Area because they would potentially encourage urban sprawl.

The 25.00 acre subject site is located within the boundaries of the Rural Development Area. According to the locational criteria of the operative provisions in the FLUE, low density development of lands is encouraged within the Suburban Development Area. Likewise, the Rural Development Area provides that development should only occur at very low densities. The LDR land use category allows a maximum of seven (7) dwelling units per acre when full urban services are available to the site. *The proposed development will only connect to JEA water.* The maximum gross density shall be four (4) units per acre and the minimum lot size shall be  $\frac{1}{4}$  of an acre if either one of the centralized potable water or wastewater services are not available. Additionally, the LDR category description states that plan amendment requests for new LDR designations are discouraged in the Rural Area because they could encourage urban sprawl. However, west of the subject site are single-family subdivisions in the Suburban Development Area and in the RLD-100A zoning district on half acre lots and the applicant provided a justification for extension of the Suburban Development, which is included on page twenty-four (24) of this report. Therefore, the proposed development area extension is consistent with FLUE Policies 1.1.20, 1.1.20A and 1.1.20B. Additionally, the proposed LDR land use is consistent with the future development trends and land use patterns in the area while contributing additional lands for residential development and increasing the amount of land available to accommodate anticipated growth and the projected population as called for in FLUE GOAL 1, Objectives 1.1 and 3.1 and Policies 1.1.5, 1.1.21 and 3.1.6.

The existing zoning designation of RLD-100A requires a minimum of one half of an acre per dwelling unit and development at that density is consistent with development in the area and with the proposed LDR land use. Therefore, the proposed development meets FLUE Goal 1 and Policy 1.1.10.

The property is accessible from Starratt Road, a collector roadway. Before development occurs, the site plan review process will identify the proposed access to the development, the internal circulation and connection, and ensure an efficient transportation network in order to provide consistency with FLUE Goal 3 and Policies 1.2.6 and 3.1.11.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Vision Plan**

The subject site is located within the boundaries of the North Jacksonville Vision and Master Plan. There are no specific recommendations for this area within the Plan. However, the proposed residential development would provide a variety of housing alternatives, encourage economic growth in the area and is promoted within the boundaries of the Vision Plan.

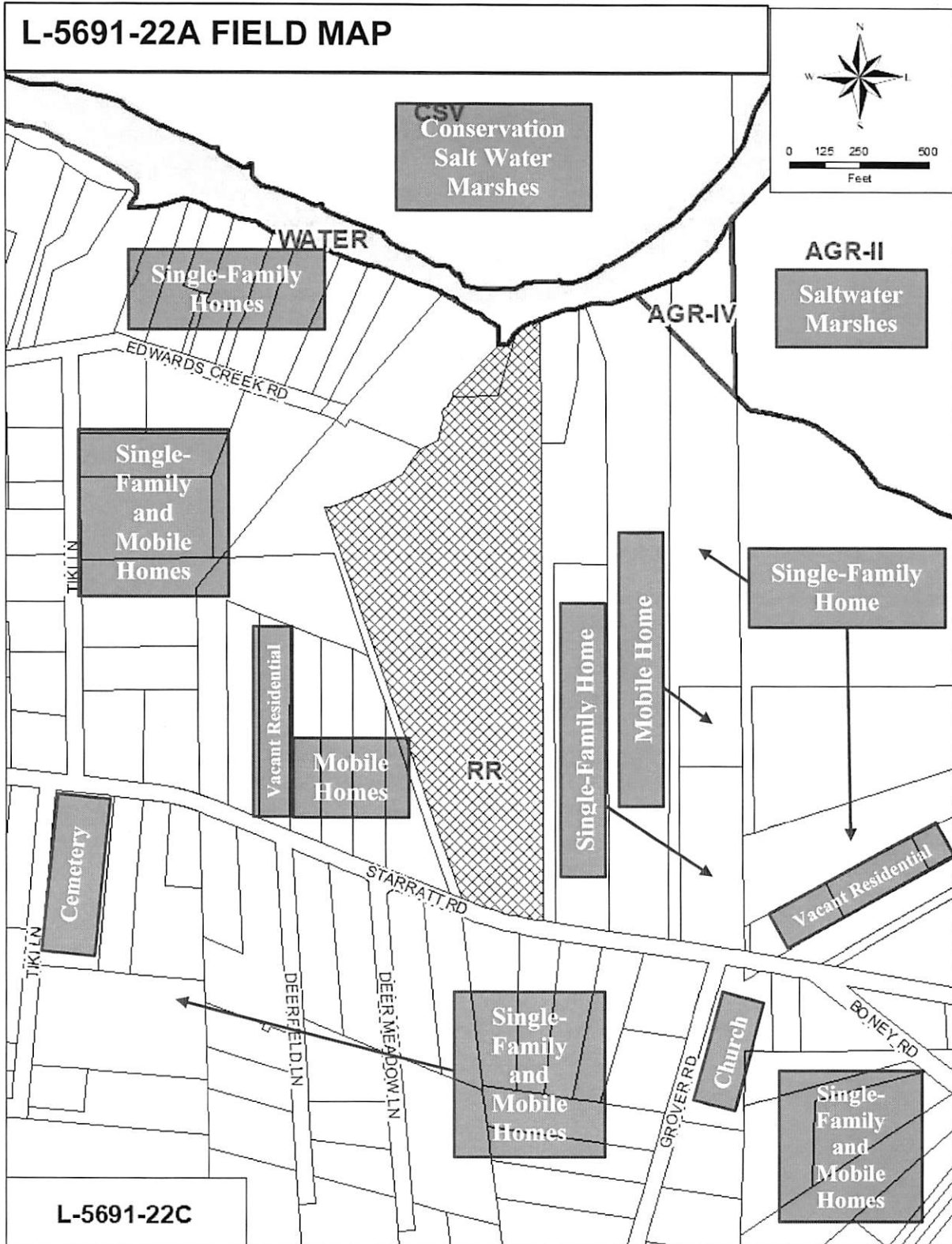
### **Strategic Regional Policy Plan**

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

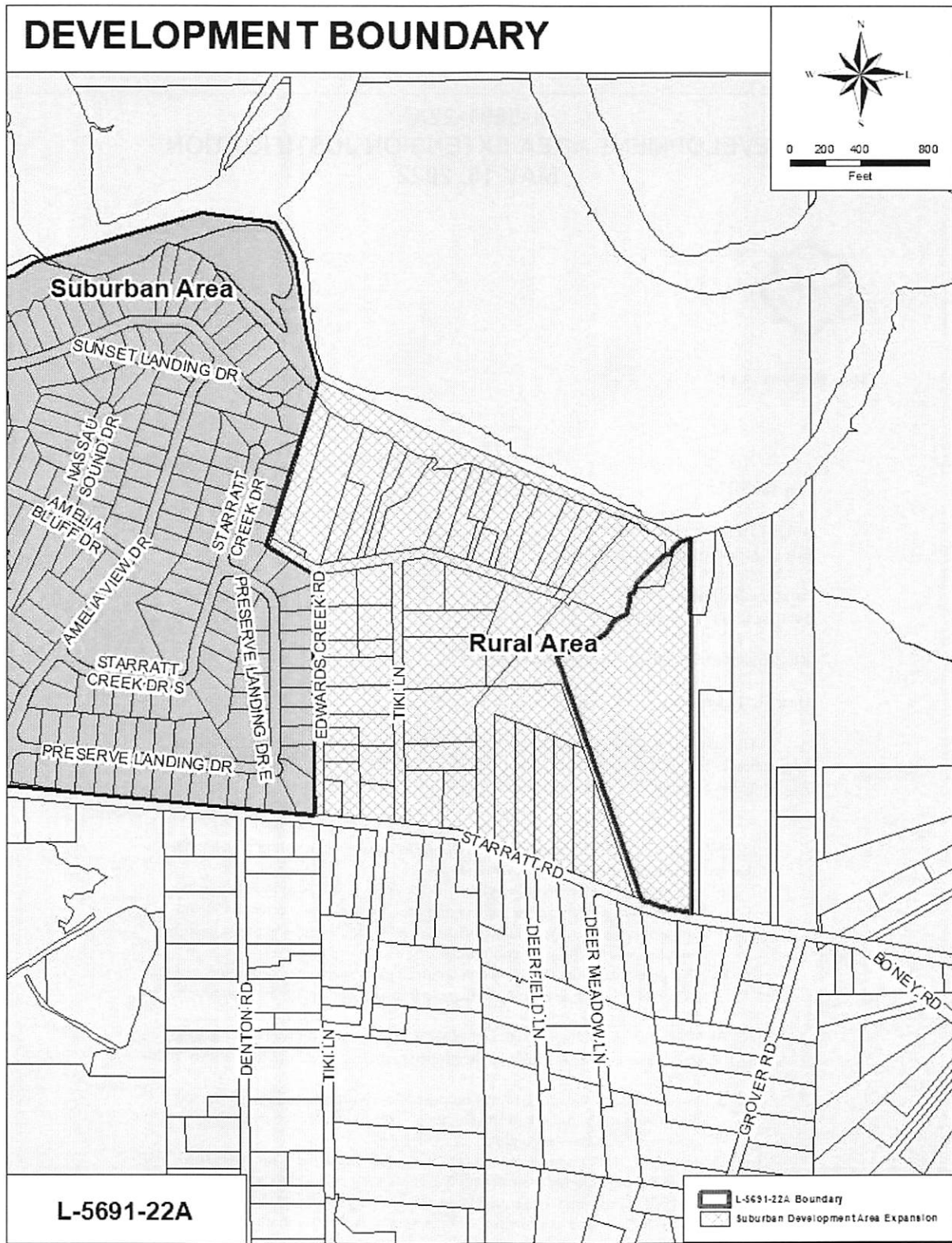
The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

**LAND USE AMENDMENT L-5691-22A**





# LAND USE AMENDMENT L-5691-22A



**LAND USE AMENDMENT**  
**APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN**  
**BOUNDARY EXTENSION**

**L-5691-22A**  
**DEVELOPMENT AREA EXTENSION JUSTIFICATION**  
**MAY 18, 2022**



Hart Resources LLC

May 18, 2022

Abigail Trout  
City of Jacksonville  
214 N. Hogan Street  
Jacksonville, Florida 32202  
Sent via E-mail to [AbigailT@coj.net](mailto:AbigailT@coj.net)

RE: Request to Extend the Suburban Boundary

Dear Mr. Lukacovic:

This letter of request is to extend the Suburban Boundary for the property listed in application L-5691-22A located at 3915 and 3917 Starratt Road. The arguments in favor of extending the Suburban Boundary/Development area are listed below.

1. FLUE Policy 1.1.20B: "Expansion of Development Areas shall result in development that would be compatible with its surroundings."
  - a. The property between Amelia View, which is included in the suburban boundary, and the subject property contains approximately 50 non-conforming single-family homes (1/2 acre lots). The expansion of the suburban boundary would allow for conformity.
  - b. This part of Jacksonville has seen continued growth and the development of this property will provide housing options to individuals employed in and around this area.
  - c. With the surrounding growth and expansion of new subdivisions in the area, water and sewer is available to the property (per JEA Letter of availability 2020-4323)
  - d. For the reasons stated above, the proposed development of the property and expansions of the Suburban Development Area to include the property is consistent with the surroundings.
2. FLUE 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

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3651 Tara Lane, Jacksonville, Florida 32216  
904-993-5000 • Fax 904-438-5070 • [curtishart@hartresources.net](mailto:curtishart@hartresources.net)

## LAND USE AMENDMENT

### APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION (CONTINUED)

adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5.”

- a. According to COJ’s website, “North Jacksonville continues to be one of the fastest growing areas of Jacksonville.”
  - b. The surrounding area continues to see increased industrial and commercial development that will supply jobs to the area.
  - c. With the expansion of utilities in the area, this proposed project will provide additional housing that otherwise would not be available to those homeowners not wanting to be on well.
  - d. This development would provide adequate choices for those residents and employees in the area.
3. FLUE Policy 1.1.21: “The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology.”
- a. As noted, north Jacksonville is one of the fastest growing areas of Jacksonville, per the City of Jacksonville.
4. FLUE Policy 1.1.21: “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.”
- a. As previously stated, this proposed project is adjacent to single-family lots and in close proximity to a large single-family subdivision and would be consistent with the land development pattern in the area.
  - b. Furthermore, this would provide additional housing for those employed by the growing commercial and industrial uses in the area.
5. FLUE Policy 1.1.20B: “Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged: (1) Preservation Project Lands; (2) Conservations Lands; (3) Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element.”
- a. As stated above, a need for this type of development exists.
  - b. This property is not Preservation Project Land.
  - c. This property is not Conservation Land.
  - d. This property is requesting a land use change from RR to LDR.
    - i. The property now has full urban services and facilities.
    - ii. Since the property has full urban services and facilities, concerns relating to infrastructure costs associated with “sprawl” and which underly the concept of Development Areas, are not present here.
6. FLUE Policy 1.1.20B: “The following areas are deemed generally appropriate for including Development Areas subject to conformance with Policy 1.1.21:”

**APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN  
BOUNDARY EXTENSION (CONTINUED)**

- a. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to the development within the Development Area.
  - i. This property is adjacent to the Suburban Development area and forms a logical and expansion of the Suburban Development Area.
  - ii. Extending the Suburban Development Area will allow for the requested LDR land use to be consistent with property to the west.
- b. Locations having projected surplus service capacity where necessary facilities and services can be readily expanded.
  - i. As stated earlier, JEA has confirmed available capacity for the proposed development.
- c. Public water and sewer service exists within one-half mile of the site.
  - i. There is public water and sewer service within one-half mile of the site.
- d. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping, and recreational activities.
  - i. This property is not a Multi-Use development but it is intended to provide additional housing options for those employed in the area, therefore reducing trips of those employees who travel outside of the area for housing.

For the reasons state above, please accept this letter of request to extend the Suburban Development Area.

Thank you.

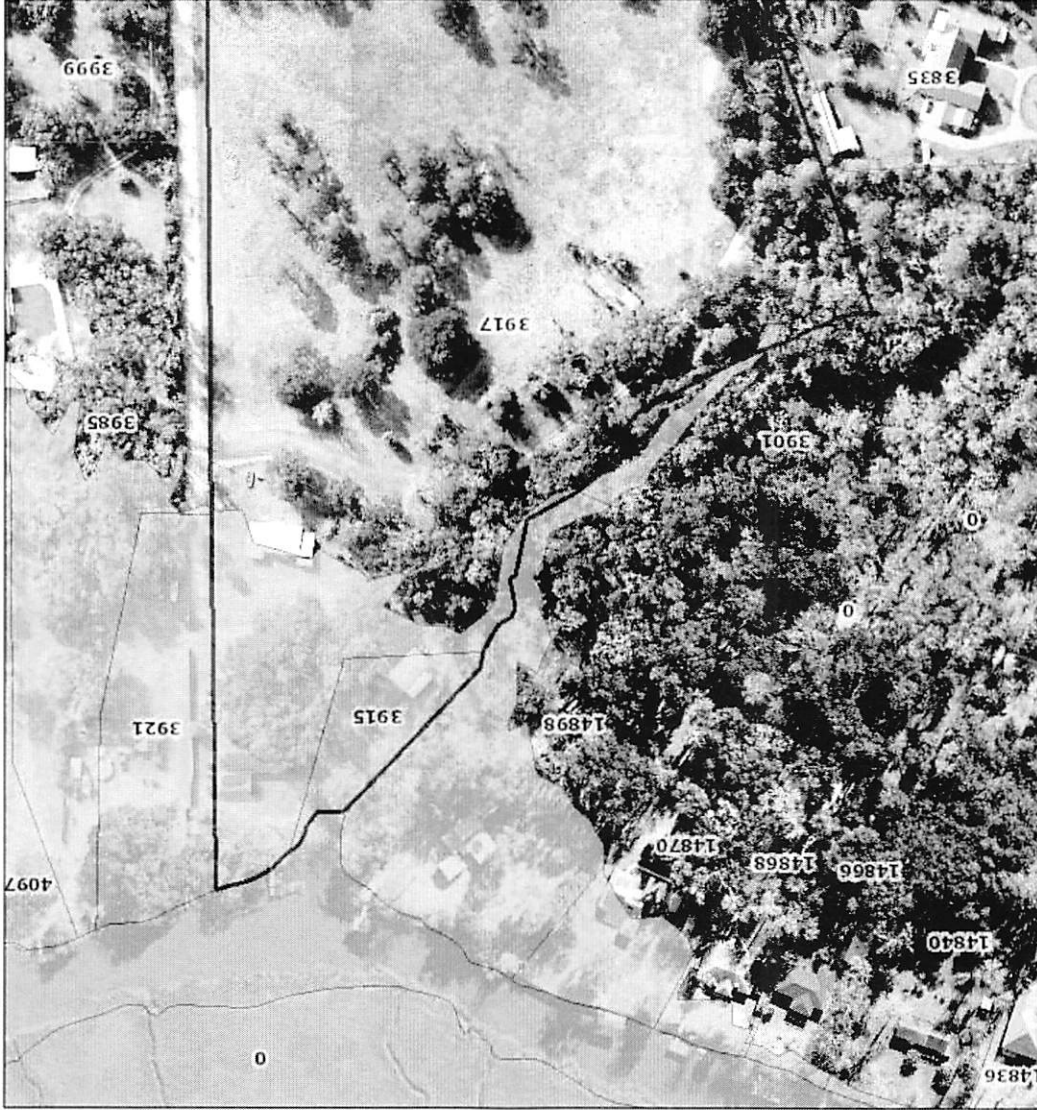


Curtis L. Hart  
Hart Resources, LLC

# Attachment A

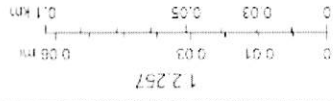
## Adaptation Action Area (AAA)

### Land Development Review



- Adaptation Action Area
- Parcels
- 238594\_L-5691-22A

May 23, 2022






Attachment B

Coastal High Hazard Area (CHHA) Map for L-5691-22A

Land Development Review



May 23, 2022

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-  Parcels
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