

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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June 3, 2021

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. 2021-269/Application No. L-5537-21C**

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 2021-269 on June 3, 2021.

P&DD Recommendation                      APPROVE

PC Issues:                                      None

**PC Vote:                                      6-0 APPROVE**

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

Planning Commission Report  
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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 – May 28, 2021**

**Ordinance/Application No.:** 2021-269 / L-5537-21C

**Property Location:** On the east side of Tracy Road, between Lone Star Road and Alderman Road

**Real Estate Number(s):** 120861 – 0000; a portion of

**Property Acreage:** 1.16 acres

**Planning District:** District 2, Greater Arlington/Beaches

**City Council District:** District 1

**Applicant:** Curtis L. Hart

**Development Area:** Urban Development Area

**Current Land Use:** LDR

**Proposed Land Use:** RPI

**Current Zoning:** RLD-60

**Proposed Zoning:** CRO

**RECOMMENDATION:** **Approve**

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

The subject property is half RPI land use and half LDR land use. We would like to change the LDR half to RPI to better utilize the property, transitioning the entire parcel to RPI will be compatible with the adjacent land use.

**BACKGROUND**

The 1.16 acre subject site is located on the east side of Tracy Road, 300 feet south of the to the Tracy Road and Lone Star Road intersection. According to the Functional Highway Classification Map, Tracy Road is a local roadway. The property is also located in the Urban Development Area, Planning District 2, and Council District 1 and is currently a portion of a vacant undeveloped property. The amendment seeks to change the land use category of the application site from Low Density Residential (L D R) to Residential-Professional-Institutional (R P I) to match the northern portion of the property that already

has an RPI land use category designation. The zoning is currently Residential Low Density-60 (RLD-60) and the applicant is proposing a companion rezoning to Commercial Residential Office (CRO) to match the zoning district of the northern portion of the property. The companion rezoning is pending concurrently with this application pursuant to Ordinance 2021-270.

Residential use is the dominant land use to the south and east of the application site while commercial and institutional uses tend to be the dominant land uses north and west of the site.

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

North: Land Use: RPI, Neighborhood Commercial (NC), Public Buildings and Facilities (PBF)  
Zoning: CRO, Commercial Neighborhood (CN), Commercial Office (CO), Public Buildings and Facilities-1 (PBF-1)  
Property Use: Vacant undeveloped land, day care, church, utility tower, service shop, retail, fast food restaurant and middle school

South: Land Use: LDR, MDR  
Zoning: RLD-60, Residential Medium Density-D (RMD-D)  
Property Use: Single-family and multi-family dwellings

West: Land Use: NC, LDR  
Zoning: CN, Planned Unit Development (PUD), Residential Low Density-90 (RLD-90)  
Property Use: Church, single-family dwellings, stormwater retention lake and private school

East: Land Use: LDR  
Zoning: RLD-60, PUD  
Property Use: Single-family dwellings, vacant undeveloped land and church

## **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 Future Land Use Map (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 – Application Number L-5537-21C**

<b>Development Analysis of 1.16 of an acre</b>		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Tracy Road – Local Road	
Plans and/or Studies	Greater Arlington/Beaches Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Commercial Office
Land Use / Zoning	Current: LDR / RLD-60	Proposed: RPI / CRO
Development Standards for Impact Assessment	Current: 5 single-family DUs/acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% non-residential at 0.50 FAR and 80% residential at 23 multi-family DUs per acre in Urban Area
Development Potential	Current: 5 single-family DUs	Proposed: Scenario 1: 25,264 sq. ft. of RPI space Scenario 2: 2,526 sq. ft. of RPI Space and 24 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 5 dwelling units Scenario 2: Increase of 19 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 25,264 sq. ft. of RPI space Scenario 2: Increase 2,526 sq. ft. of RPI space	
Population Potential	Current: 13 people	Proposed: Scenario 1: 0 people Scenario 2: 56 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	

<b>Development Analysis of 1.16 of an acre</b>	
Cultural Resources	No
Archaeological Sensitivity	Low Sensitivity
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	0 to 4 inches Recharge Area
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: Increase of 199 net new daily trips. Scenario 2: Increase of 154 net new daily trips.
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: Increase of 7 students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 363.54 gallons per day Scenario 2: Increase of 1,668.1 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 272.66 gallons per day Scenario 2: Increase of 1,251.1 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 18.683 tons per year Scenario 2: Increase of 20.848 tons per year
Drainage Basin/Sub-basin	Arlington River Basin and Strawberry Creek Sub-basin
Recreation and Parks	Parkwood Heights Elementary Park
Mass Transit Access	Bus stop 617; on the corner of Lone Star Road and Townsend Boulevard; Route 23
<b>Natural Features</b>	
Elevations	39 to 44 feet above mean sea level
Land Cover	1100; Residential Low Density
Soils	10% - (69) Urban land and 90% - (75) Urban land-Hurricane-Albany complex
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).

### **Infrastructure Element, Sanitary Sewer Sub-Element**

**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.

## **Transportation**

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in a net increase of 199 net new daily external trips for scenario one and an increase of 154 net new daily external trips for scenario two. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Office.

### **Transportation Element**

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

### **Capital Improvements Element**

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

### **Supplemental Transportation Information**

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road

improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

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

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 8.

The subject site is accessible via Tracy Road, an unclassified facility and is located south of Lone Star Road. Lone Star Road is a 2-lane undivided collector facility. Neither one of the scenarios for the proposed RPI development will not have any significant impacts on the external roadway network.

### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 1.61 acre proposed land use map amendment has a development potential of 24 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.

The available seats in the CSA and adjacent CSAs include concurrency reservations.

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



- Elementary School
  - Concurrency Service Area (CSA): 3
  - 2020/2021 enrollment: 7,475
  - Current utilization: 72%
  - New student development from amendment: 4
  - 5-year utilization: 81%
  - Available seats in CSA: 1,202
  - Available seats in adjacent CSAs 4 and 5: 1,420
  
- Middle School
  - CSA 3
  - 2020/2021 enrollment: 2,326
  - Current utilization: 82%
  - New student development from amendment: 1
  - 5-year utilization: 85%
  - Available seats in CSA: 243
  - Available seats in adjacent CSAs 4 and 5: 485
  
- High School
  - CSA 3
  - 2020/2021 enrollment: 4,513
  - Current utilization: 89%
  - New student development from amendment: 2
  - 5-year utilization: 89%
  - Available seats in CSA: 177
  - Available seats in adjacent CSAs 4 and 5: 51

The analysis of the proposed residential development does not show a deficiency for school capacity within the CSA.

**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.

- Parkwood Heights Elementary School (ES #208)
  - CSA 3
  - Amendment student generation: 4
  - School capacity including permanent spaces and portables: 473
  - Current enrollment 20 day count for 2020/2021: 280
  - Percent occupied: 59%
  - 4-year projection: 76%
  
- Arlington Middle School (MS #213)
  - CSA 3
  - Amendment student generation: 1
  - School capacity including permanent spaces and portables: 979
  - Current enrollment 20 day count for 2020/2021: 762
  - Percent occupied: 78%
  - 4-year projection: 73%
  
- Terry Parker High School (HS #86)
  - CSA 3
  - Amendment student generation: 2
  - School capacity including permanent spaces and portables: 1,866
  - Current enrollment 20 day count for 2020/2021: 1534
  - Percent occupied: 82%
  - 4-year projection: 95%

### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

### **IE-AR Policy 1.2.8**

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

### **Archaeological Sensitivity**

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

#### 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.

### **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 14, 2021, the required notices of public hearing signs were posted. Twenty-three (23) 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 17, 2021. The applicant was the only one in attendance for this application. However, after the applicant left the meeting a participant later stated that children walking from the nearby schools could be subjected to increase traffic from development of the application site. In addition, there may be Gopher Tortoises on the site.

### **CONSISTENCY EVALUATION**

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

##### *Development Area*

*Urban Area (UA):* The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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.

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

- Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs,

intergovernmental coordination mechanisms, and public/private coordination.

**Policy 1.1.5** The amount of land designated for future development should provide for a balance of uses that:

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

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

**Policy 1.1.21** Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

**Policy 1.1.22** 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.

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

**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 Category Description within the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development and is supplied with full urban services.

RPI in the Urban Development Area is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail sales and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles Traveled. Single-use developments shall be limited to residential or office and mixed use developments may not include more than 90 percent of any individual use. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the Jacksonville Electric Authority (JEA) letter dated July 16, 2020, the project site does not have water and sanitary sewer lines abutting the property, the development will have to connect to an existing 8-inch stub water main within the Tracy Road right-of-way 450 feet north of the application site's southern boundary and a gravity sanitary sewer 8-inch main is located within the Lone Star Road right-of-way 500 feet north of the property's southern boundary.

The proposed amendment to RPI promotes a compatible land development pattern on an underutilized property located south of Lone Star Road, a collector roadway, and in the Urban Development Area. Considering there are other commercial uses nearby, the proposed RPI is consistent with FLUE Policy 1.1.22 and Objectives 1.1 and 6.3.

The amendment to RPI results in a transitional land use category between the abutting Low Density Residential (LDR) and Neighborhood Commercial (NC) land use categories. The proposed extension of RPI from the abutting RPI areas to the north is therefore, compatible and logical. As such, the proposed land use amendment will be consistent to FLUE Goal 3 and Policies 1.1.10 and 3.1.3.

The proposed small scale amendment to RPI provides for a compatible and appropriate scale and intensity of use with minimal impact on the neighborhood. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

### **Vision Plan**

The site is within the boundary of the Greater Arlington/Beaches Vision Plan. The Plan identifies Lone Star Road as being a mixed-use redevelopment corridor. The application site is 300 feet south of the Lone Star Road and Tracy Road intersection as well as adjacent to the RPI land use category. Additionally, Guiding Principle 2 states, "Protect and promote community through land use, revitalization, and development patterns," and Sub-principle 2 states, "promote greater density/diversity of land uses in appropriate locations". The proposed amendment is consistent with these principles as it enhances the balance of uses in an appropriate location.

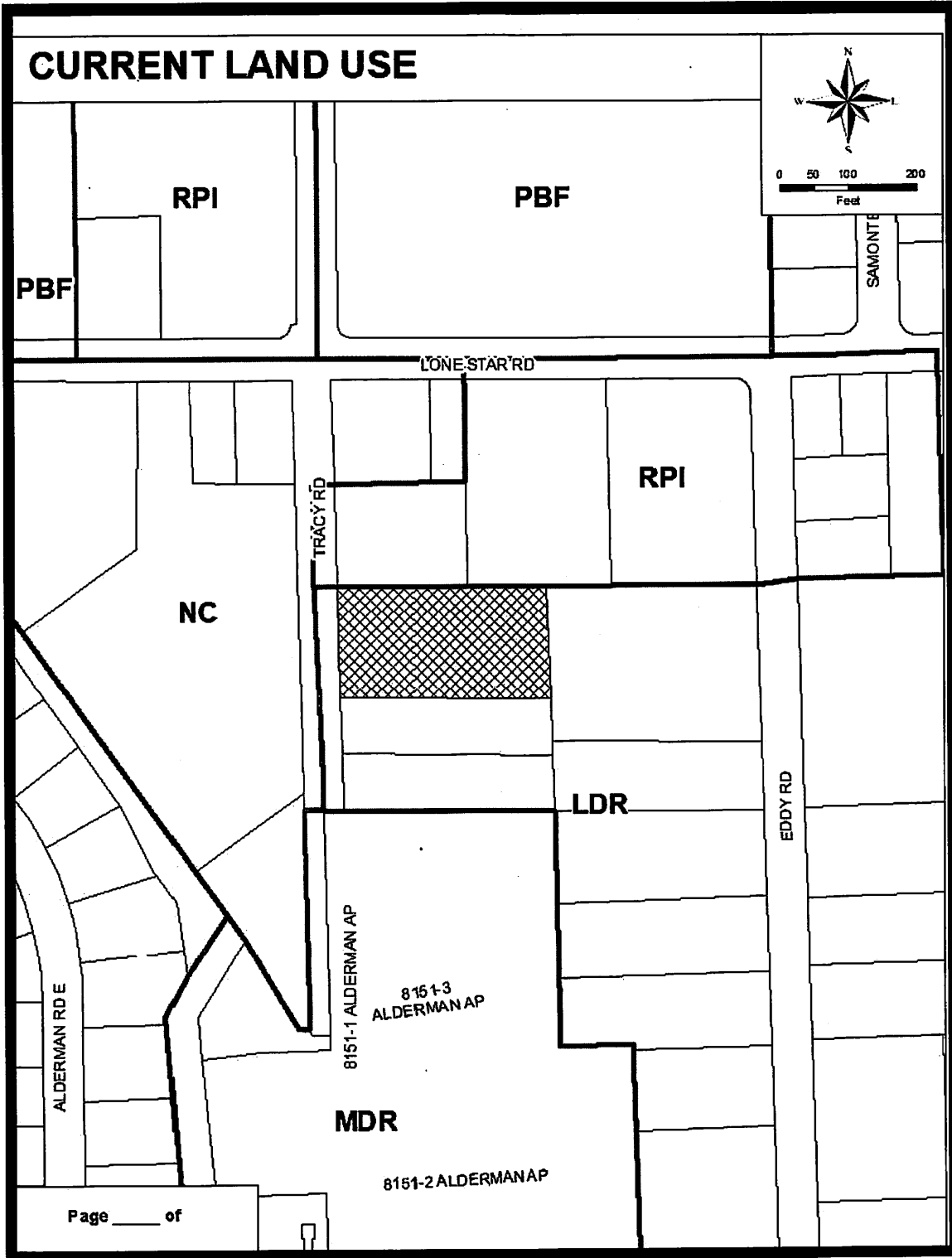
### **Strategic Regional Policy Plan**

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

Goal 2.3     An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

**SITE LOCATION AND CURRENT LAND USE MAP**



# FIELD / CURRENT USES MAP

