

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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April 22, 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. 2021-167/Application No. L-5514-21C

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 2021-167 on April 22, 2021.

P&DD Recommendation

APPROVE

PC Issues:

One citizen spoke in opposition to the amendment and expressed the following concerns:

- Lack of JEA sewer service
- Proximity to wetlands and possibility of wetlands on-site
- Limited access from both Collins and Old Middleburg Roads
- Flooding

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

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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 – April 16, 2021

Ordinance/Application No.: 2021-167 / L-5514-21C
Property Location: 7723 and 7715 Old Middleburg Road South
Real Estate Number(s): 016361-0055; 016361-0060
Property Acreage: 4.35 acres
Planning District: District 4, Southwest
City Council District: Districts 12 and 14
Applicant: Taylor Mejia
Development Area: Suburban Development Area
Current Land Use: LDR
Proposed Land Use: CGC
Current Zoning: RR-Acre
Proposed Zoning: PUD

RECOMMENDATION: Approve

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Commercial Development.

BACKGROUND

The 4.35 acres subject property is located on the northeast corner of Old Middleburg Road South and Collins Road, approximately one mile north of the Duval County / Clay County border. The property is in Council District 12 and 14, the Southwest Planning District, and within the boundaries of the Southwest Vision Plan. The property is also located in the Suburban Development Area as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. Old Middleburg Road South is classified as a collector roadway and Collins Road is currently unclassified.

The applicant is proposing a future land use map amendment from Low Density Residential (L D R) to Community / General Commercial (C G C) and a companion rezoning application from Residential Rural-Acre (RR-Acre) to Planned Unit Development (PUD) to allow for the development of commercial space. The companion zoning application is pending concurrently as Ordinance 2021-168. There is no central sewer hookup nearby. The septic system will need to be engineered to accommodate the demands of commercial development on site.

The project area is northeast of the Oakleaf Town Center and the land to the southwest of the project area is entitled under the CGC land use category. Additionally, the project area is within a short distance from a school, a fire station and a public library. There are single family homes to the north, east and west of the project area.

The amendment site is located at the signalized intersection of Old Middleburg Road South and Collins Road. Additionally, Collins Road has recently been widened from two lanes to four and Old Middleburg Road South is a collector road. The classification of Old Middleburg Road South and the widening of Collins Road both encourage commercial development at the site.

The property is located just north of the Argyle Forest DRI, which encompasses 8,000 acres, permitting a broad mix of uses, which the proposed land use change to CGC is consistent with.

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

North: Land Use: LDR
Zoning: RR-Acre
Property Use: Single Family Residential

South: Land Use: CSV, LDR and CGC
Zoning: RR-Acre and PUD
Property Use: Fire Station, Library, School and Conservation Land

East: Land Use: LDR
Zoning: RR-Acre and PUD
Property Use: Single Family Residential and Undeveloped Land

West: Land Use: LDR
Zoning: RR-Acre and PUD
Property Use: Single Family Residential

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		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Old Middleburg - Collector, Collins Rd. - Unclassified	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Mobile Home	Proposed: Commercial Uses
Land Use / Zoning	Current: LDR / RR-Acre	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 80% residential at 15 DU/Acre and 20% at 0.35 FAR
Development Potential	Current: 21 DU	Proposed: Scenario 1: 66,320.1 sq. ft. commercial space Scenario 2: 52 DU and 13,264 sq. ft. commercial space
Net Increase or Decrease in Maximum Density	Scenario 1: decrease of 21 DU Scenario 2: increase of 31 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: increase of 66,320.1 sq. ft. Scenario 2: increase of 13,264 sq. ft.	
Population Potential	Current: 55 people	Proposed: Scenario 1: Not Applicable Scenario 2: 122 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 ft. Height Restriction Zone for Cecil Field Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	

Development Analysis	
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: 2,680 trips / Scenario 2: 758 trips
Potential Public School Impact	15 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: decrease of 2,270 gpd Scenario 2: increase of 8,909.2 gpd
Sewer Provider	Septic
Potential Sewer Impact	Scenario 1: decrease of 1,702.5 gpd Scenario 2: increase of 6,681.9 gpd
Potential Solid Waste Impact	Scenario 1: increase of 51.51 tons per year Scenario 2: increase of 101.82 tons per year
Drainage Basin/Sub-basin	Ortega River/Unnamed Branch
Recreation and Parks	Enterprise Park
Mass Transit Access	No
Natural Features	
Elevations	76-78 ft.
Land Cover	1100 Residential low density
Soils	32: Leon Find Sand, 0 to 2 percent slopes
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).

A JEA availability letter, dated January 11, 2021 is included in the companion rezoning application. The letter indicates that a potable water connection is available within the Old Middleburg Road South right-of-way and that JEA does not provide sewer services within ¼ mile of the subject property.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning Department, and determined that the proposed amendment has the potential to result in 2,680 net new daily trips under scenario 1 and 758 net new daily trips under scenario 2. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. The trip generation comparison between the current and proposed comprehensive plan land uses demonstrate that the proposed amendment will result in significant transportation impacts. If the land use is amended to allow for either scenario analyzed in the development analysis, this will result in 2,680 or 758 net new daily vehicular trips on the

roadway network, respectively. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

Capital Improvements Element

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

Supplemental Transportation Information

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

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

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

The subject site is accessible via Old Middleburg Road South, a 2-lane collector facility and Collins Road, a local facility. The proposed development is generating significant daily trips and the Transportation Planning Division recommends ongoing coordinating

efforts with the Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 4.35 acre proposed land use map amendment has a development potential of 52 multi-family 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) 8
 - 2020/2021 enrollment: 4,753
 - Current utilization: 67%
 - New student development from amendment: 8
 - 5-year utilization: 81%
 - Available seats in CSA 8: 2,598
 - Available seats in adjacent CSA(s): 1 and 2 is 8,430

- Middle School
 - CSA 7
 - 2020/2021 enrollment: 1,073
 - Current utilization: 71%
 - New student development from amendment: 3
 - 5-year utilization: 95%
 - Available seats in CSA 7: 545
 - Available seats in adjacent CSA(s): 1 and 2 is 711

- High School
 - CSA 8
 - 2020/2021 enrollment: 2,764
 - Current utilization: 91%
 - New student development from amendment: 4
 - 5-year utilization: 75%

- Available seats in CSA 8: 174
- Available seats in adjacent CSA(s): 1 and 2 is 2,099

The analysis of the proposed residential development does not reveal any 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 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.

- Enterprise Learning Academy #255
 - CSA 8
 - Amendment student generation: 8
 - School Capacity including permanent spaces and portables: 896
 - Current enrollment 20-day county for 2020 / 2021: 719
 - Percent Occupied: 80%
 - 4-year projection: 93%

- Jefferson Davis #216
 - CSA 2
 - Amendment student generation: 3
 - School Capacity including permanent spaces and portables: 1,438
 - Current enrollment 20-day county for 2020 / 2021: 998
 - Percent Occupied: 69%
 - 4-year projection: 66%

- Westside High School # 241
 - CSA 8
 - Amendment student generation: 4
 - School Capacity including permanent spaces and portables: 1,786
 - Current enrollment 20-day county for 2020 / 2021: 1,550
 - Percent Occupied: 87%

- o 4-year projection: 93%

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.

Airport Environment Zone

The site is located within the 150-foot Height and Hazard Zone for Cecil Field 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.

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.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 23, 2021, the required notices of public hearing signs were posted. Thirty notices were mailed out to adjoining property owners and other interested parties informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on March 29, 2021. There were three members of the public present who expressed concerns about increased traffic, particularly on Old Middleburg Road South, a two-lane collector road. Members of the public also expressed concern about the lack of sewer service at the location.

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 compact and interconnected land development characteristics as further described in each land use plan category.

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

Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

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 may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Policy 1.3.6 The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

Policy 1.3.7 Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and JPDD.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreation 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 3.1.12 The City shall protect residential neighborhoods from cut-through non-residential traffic by providing appropriate traffic control mechanisms (e.g., cul-de-sacs, signalization, four-way stop signs).

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.1 The City shall promote development of commercial and light / service industrial uses in the form of nodes, corridor development, centers or parks.

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.

Recreation and Open Space Element (ROSE)

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Category Descriptions of the Future Land Use Element (FLUE), LDR in the Suburban Development Area is intended to provide for low density residential development. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

The 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 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.

Given the land use pattern in the area, the proposed amendment from LDR to CGC follows the commercial development pattern established to the south along Old Middleburg Road South, a collector roadway. Collins Road, located along the southern boundary of the site, has recently been widened from two lanes to four lanes and there is a traffic signal at the intersection of Old Middleburg Road South and Collins Road. The amendment promotes commercial development on an underutilize property that is located within the Suburban Development area and just north of the 8,000 acre Argyle DRI. Therefore, the amendment is consistent with FLUE Goal 3, Objectives 1.1, 3.2, 6.3 and FLUE Policies 1.1.11, 1.1.22 and 3.2.1.

The amendment site is located at a signalized intersection and is not accessible from residential neighborhood roads and as such will not promote cut-through traffic into nearby residential neighborhoods. Therefore, the amendment is consistent with FLUE Policy 3.1.12.

The site has access to JEA water; however, according to the JEA letter of availability, it does not have access to sanitary sewer services. FLUE Policy 1.2.9 requires connection to sewer service when it becomes available. Commercial development at the proposed location will need to have a septic system designed for the needs of the proposed development area under the provisions of Section 381.0065, Florida Statutes, and will need

to connect to central sewer when it becomes available per Section 381.00655, Florida Statutes.

The companion rezoning to a commercialized PUD will be required to comply with ROSE Policy 2.2.1, concerning the adequate provision of open space and FLUE Policies 1.3.6 and 1.3.7 regarding access to the site.

Vision Plan

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan (2003) and the Rural/Conservation Character Area of the Vision Plan. The Plan provides no specific guidelines for the location of the subject site. The amendment to CGC at this location is consistent with the vision plan's policy of promoting convenient, compatible neighborhood-scale retail and entertainment uses near existing residential areas.

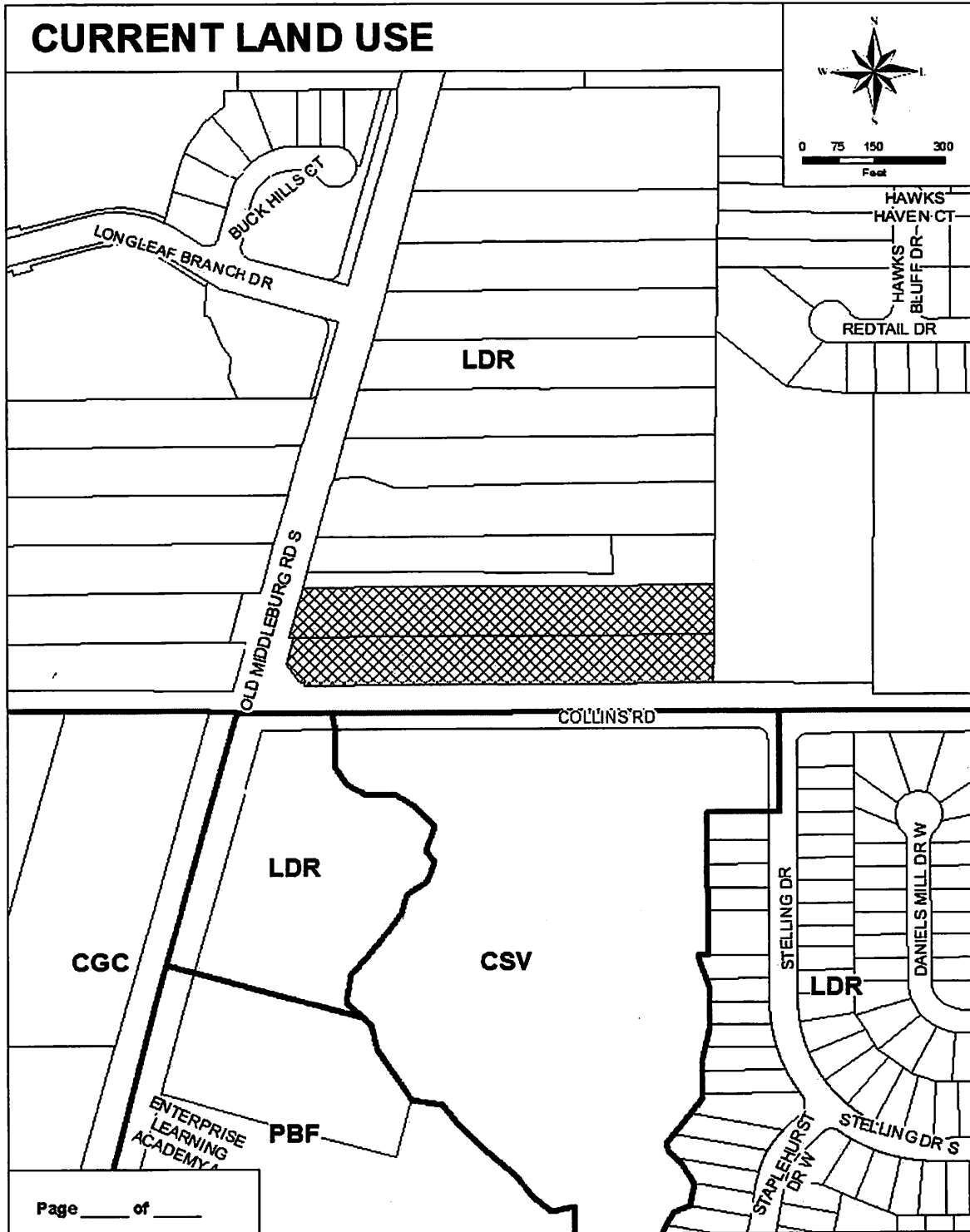
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Objective and Policy 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

