

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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December 3, 2020

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2020-681/Application No. L-5467-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVE** Ordinance 2020-681 on December 3, 2020.

P&DD Recommendation

APPROVE

PC Issues:

Three citizens spoke in opposition stating concerns regarding:

- Increased traffic along Sharabeth Drive South
- Severe recurring flooding along Sharabeth Drive South which causes wave action to flood adjacent homes
- Safety issues because cut through traffic speeds along Sharabeth Drive South
- Potential for heavy construction equipment to damage neighborhood roads

The Commission requested information from the Planning Department regarding who to contact to report flooding issues and what concerns/solutions the Department had regarding traffic and road conditions.

Flooding: contact Development Services to have drainage issues reviewed

Traffic Calming: fill out an application to request the City to review the need for traffic calming solutions.

Road Conditions: developers are required to preserve pre-development road conditions

PC Vote:

7-0 APPROVE

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

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – November 25, 2020

Ordinance/Application No.: 2020-681 / L-5467-20C

Property Location: 4250 Matador Drive and 4200 Georgetown Drive;
between Matador Drive and Georgetown Drive and at
the northern terminus of Matador Drive

Real Estate Number(s): 013930-1000 and portion of 013930-0602

Property Acreage: 9.08 acres

Planning District: District 4, Southwest Jacksonville

City Council District: District 10

Applicant: Steven Diebenow, Esquire

Development Area: Urban Development Area

Current Land Use: PBF

Proposed Land Use: LDR

Current Zoning: PBF-2

Proposed Zoning: RLD-40

RECOMMENDATION: APPROVE

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

Infill development in an economically distressed area of the City and allowing market rate housing.

BACKGROUND

The 9.08 acre subject site is located at the north end of Matador Drive and west of Sharbeth Drive East. According to the City’s Functional Highways Classification Map, Matador Drive is a local roadway. Presently, the application site includes a single family dwelling and vacant undeveloped land belonging to a church east of the site. Access to the site will be from Matador Drive. The amendment will change the land use category from Public Buildings and Facilities (PBF) to Low Density Residential (LDR) to develop a single family subdivision. The zoning is currently Public Buildings and Facilities-2 (PBF-

2) and the applicant proposes a rezoning to Residential Low Density-40 (RLD-40). The property is located within the Urban Development Area. A companion rezoning is pending concurrently with this application pursuant to Ordinance 2020-682.

Single-family development is the dominant land use to the south and west of the subject property. Vacant undeveloped land and a school is located to the north and a church is located to the east of the subject site.

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

North: Land Use: PBF

Zoning: Public Buildings and Facilities-1 (PBF-1) and PBF-2

Property Use: School and vacant undeveloped land

South: Land Use: LDR

Zoning: Residential Low Density-60 (RLD-60)

Property Use: Single-family dwellings

East: Land Use: PBF

Zoning: PBF-2

Property Use: Church

West: Land Use: LDR

Zoning: RLD-60

Property Use: Single-family dwellings

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 – Application Number L-5467-20C

Development Analysis of 9.08 Acres		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Matador Drive – Local Road	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Single-family dwelling and vacant undeveloped land	Proposed: Single-family residential subdivision

Development Analysis of 9.08 Acres		
Land Use / Zoning	Current: PBF / PBF-2	Proposed: LDR / RLD-40
Development Standards for Impact Assessment	Current: 0.3 FAR	Proposed: 5 DUs per acre
Development Potential	Current: 118,657 sq. ft. of PBF space	Proposed: 45 single-family dwelling units
Net Increase or Decrease in Maximum Density	Increase of 45 dwelling units	
Net Increase or Decrease in Potential Floor Area	Decrease 118,657 sq. ft. of Public buildings and facility space	
Population Potential	Current: 0 people	Proposed: 119 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 Ft. Height Restriction Zone for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No; Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No net new daily trips	
Potential Public School Impact	Increase of 14 new students	
Water Provider	JEA	
Potential Water Impact	Increase 3,643.2 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase 2,732.4 gallons per day	
Potential Solid Waste Impact	Decrease 72.85 tons per year	

Development Analysis of 9.08 Acres	
Drainage Basin/Sub-basin	Otega River Basin / Normandy Village Run Sub-basin
Recreation and Parks	Criswell Park
Mass Transit Access	Bus service located on Wilson Boulevard
Natural Features	
Elevations	62 to 66 feet above mean sea level
Land Cover	Institutional
Soils	(14) Boulogne fine sand and (32) Leon fine sand
Flood Zones	None
Wetlands	None
Wildlife (applicable to sites greater than 50 acres)	N/A

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 dated November 26, 2019 that was submitted with the companion rezoning explains the locations of water and sanitary sewer lines available for connections for development. The letter indicates that the closest point of connection to water and sewer mains is 100 - 150 feet south of the subject property. The LDR land use category permits densities up to seven dwelling units per acre when full services are available to the site and limits development to two dwelling units per acre where these facilities are not available.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in no net new daily external trips. 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 6.

The subject site is accessible via Matador Drive a 2-lane local roadway and the proposed 45 residential development will have insignificant impacts on the roadway network.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 14.24 acre proposed land use map amendment has a development potential of 45 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: 5,187
 - Current utilization: 73%
 - New student development from amendment: 7
 - 5-year utilization: 81%
 - Available seats in CSA 2: 1,957
 - Available seats in adjacent CSA(s): 1 and 2 is 7,703

- Middle School
 - CSA 2
 - 2020/2021 enrollment: 2,812
 - Current utilization: 74%
 - New student development from amendment: 3
 - 5-year utilization: 82%
 - Available seats in CSA 2: 113
 - Available seats in adjacent CSA(s): 1 and 7 is 47

- 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 2: 451
 - Available seats in adjacent CSA(s): 1 and 2 is 3,315

The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

Public School Facilities Element

- Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.
- Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools is provided by the Duval County School Board. This information is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Gregory Drive Elementary School #243
 - CSA 8
 - Amendment student generation: 7
 - School Capacity including permanent spaces and portables: 852
 - Current enrollment 20 day count for 2020/2021: 514
 - Percent Occupied: 60%
 - 4-year projection: 69%

- Jefferson Davis Middle School #216
 - CSA 2
 - Amendment student generation: 3
 - School Capacity including permanent spaces and portables: 1,438
 - Current enrollment 20 day count 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 count for 2020/2021: 1,550
 - Percent Occupied: 87%
 - 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 feet Height and Hazard Zone for Herlong Recreational 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 30, 2020, the required notices of public hearing signs were posted. Seventy-four (74) 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 November 16, 2020. After a representative for the applicant discussed plans on how the property would be developed, one neighbor spoke against the application raising concerns over increase traffic into the neighborhood. The representative stated they would be happy to have a community meeting to discuss issues with the neighborhood.

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 generation uses prior to consolidation. It also includes major corridors which

connect the other Development Areas. Similar to the Urban Priority Area (UPA) the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use 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 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policies 3.1.1 The City shall develop through the Planning and Development Department an incentive program to promote infilling of residential development on vacant land designated for residential use on the Future Land Use Map series. These incentives will be reflected in the Zoning Code of the City's Land Development Regulations.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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

According to the Category Description of the Future Land Use Element (FLUE), PBF in the Urban Development Area is a broad land use category intended to accommodate major public use or community service activities. Activities that provide community service functions vary in character and locational need. A primary consideration in locating these uses is to ensure that each use will function as it is intended, as an important part pf the urban service delivery system.

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 in locations which are supplied with full urban services. LDR allows residential development at up to 7 dwelling units per acre.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the JEA letter dated November 26, 2019, no water mains abut application site's property. However, there is an existing 8-inch water main within the intersection of Zapata Drive and Matador Drive approximately 100 south of the site and a 6-inch water main within the Georgetown right-of-way 100 feet south of the property. In addition, there are two 8-inch gravity sewer mains available. One is located within the Zapata Drive right-of-way 150 feet south of the property and the other within the Matador Drive right-of-way adjacent to the property.

The amendment to LDR results in a compatible development pattern and a logical extension of existing and planned residential development consistent with abutting land to the south and west of the subject site. The application site has access to centralized water and sewer facilities and the proposed amendment to LDR would allow for development of additional housing options in the Northwest Planning District to accommodate future growth and development through the planning timeframe of the 2030 Comprehensive Plan. Therefore, the amendment is consistent with FLUE Objectives 1.1, 3.1, and Policies 1.1.5, 1.1.21, 1.1.24 and 3.1.6

The proposed amendment also adds housing on underutilized, vacant land thereby providing infill development to satisfy FLUE Objective 6.3 and Policy 3.1.1

Vision Plan

The application site lies within the Southwest Jacksonville Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the plan does specify the need for quality growth, specifically improved housing and the priority of physical appearance of housing. According to the plan, quality housing is essential for a stable community. The proposed land use change to LDR could add to the stability of the existing single family residential area. Therefore, LDR at this location is consistent with the vision plan.

Strategic Regional Policy Plan

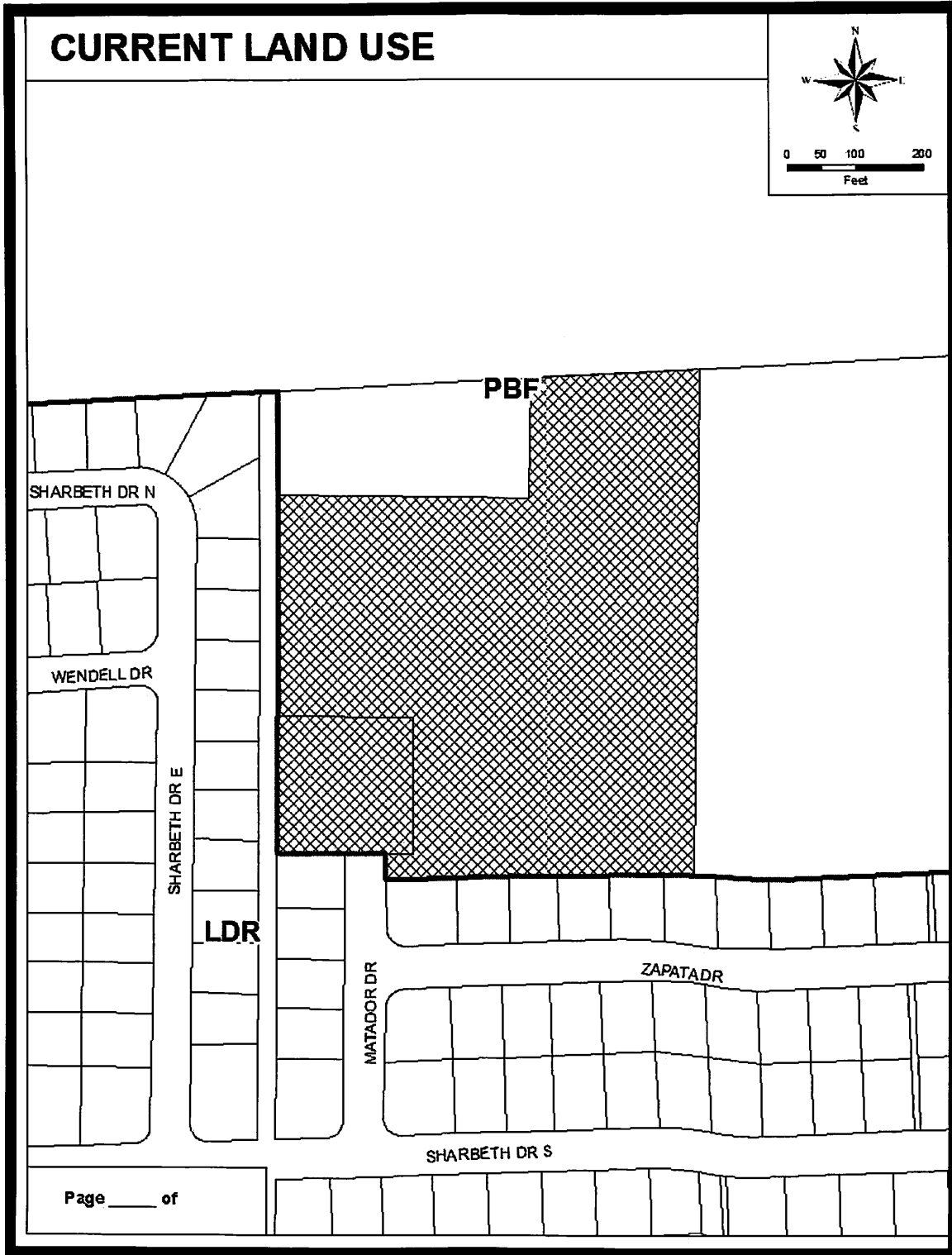
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the infilling of residential development in an established residential area.

SITE LOCATION AND CURRENT LAND USE MAP



FIELD / CURRENT USES MAP

