

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

March 18, 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. 2021-103/Application No. L-5508-20C

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-103 on March 18, 2021.

P&DD Recommendation

APPROVE

PC Issues:

One person spoke in opposition to the amendment raising concerns that they had been informed that development could not occur on the amendment site.

The Commission noted that there are existing commercial and residential entitlements on the subject property and that the perimeter of the larger PUD site will remain undeveloped; the buffer provides a substantial buffer between residential development to the north and the amendment site.

PC Vote:

5-0 APPROVE

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

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
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

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – March 12, 2021

Ordinance/Application No.: 2021-103 / L-5508-20C

Property Location: 7981 Baymeadows Circle West, east side of Baymeadows Circle West, and between Baymeadows Circle East and Baymeadows Circle West

Real Estate Number(s): Portion of 148521-4015

Property Acreage: 1.61 acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: T. R. Hainline, Esquire

Development Area: Urban Development Area

Current Land Use: NC

Proposed Land Use: MDR

Current Zoning: PUD

Proposed Zoning: PUD (12.05 acres)

RECOMMENDATION: **Approve**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This amendment will permit development of townhomes on the site with the remainder of the PUD being designated for passive recreation, stormwater and open space.

BACKGROUND

The 1.61 acre subject site is located on the east side of Baymeadows Circle West, between Baymeadows Circle East and Baymeadows Circle West. The property is also located within the boundaries of the Urban Development Area and the Baymeadows Community Plan area and is currently an abandoned golf course green. The amendment will change the land use category from Neighborhood Commercial (NC) to Medium Density Residential (MDR) to allow for the development of townhomes. The zoning is currently a Planned Unit Development (PUD) and the applicant proposes a rezoning to

PUD. A companion rezoning is pending concurrently with this application pursuant to Ordinance 2021-104.

Access to the site is via Baymeadows Circle West, a private roadway, which is accessed from Baymeadows Road (SR 152), classified as a minor arterial roadway on the Highway Functional Classification System. While Baymeadows Road includes sidewalks on both sides of the street, Baymeadows Circle West does not have sidewalks on either side of the street.

There are a mix of several uses surrounding the application site.

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

North: Land Use: NC and MDR
Zoning: PUD
Property Use: Abandoned golf course green and single-family dwellings

South: Land Use: Community/General Commercial (CGC) and Residential-Professional-Institutional (RPI)
Zoning: Commercial Residential Office (CRO), PUD and Commercial Community/General-1 (CCG-1)
Property Use: Office buildings, office condominiums, bank, daycare, stormwater retention lake and area under development.

East: Land Use: NC and MDR
Zoning: PUD and Residential Medium Density-D (RMD-D)
Property Use: Stormwater retention lake, residential condominiums and apartments

West: Land Use: RPI, NC and CGC
Zoning: PUD and CCG-1
Property Use: Proposed townhomes (L-5509-20C) and apartments

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 – Application Number L-5508-20C

Development Analysis of 1.61 acres		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	Baymeadows Circle West – Private roadway	
Plans and/or Studies	Southeast Jacksonville Vision Plan Baymeadows Community Plan	
Site Utilization	Current: Vacant Golf Course	Proposed: Townhomes
Land Use / Zoning	Current: NC / PUD	Proposed: MDR / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.45 FAR Scenario 2: 10% nonresidential at 0.45 FAR and 90% residential at 23 units/acre in Urban Area)	Proposed: 15 multi-family DUs/acre
Development Potential	Current: Scenario 1: 31,559 sq. ft. of NC space Scenario 2: 3,155 sq. ft. of NC space and 33 Multi-family DUs	Proposed: 24 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 24 dwelling units Scenario 2: Decrease of 9 dwelling unit	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 31,559 sq. ft. of NC space Scenario 2: Decrease of 3,155 sq. ft. of NC Space	
Population Potential	Current: Scenario 1: 0 people Scenario 2: 77 people	Proposed: 56 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High Sensitivity	
Historic District	NO	

Development Analysis of 1.61 acres	
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 new daily external trips for scenarios 1 and 2
Potential Public School Impact	7 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 4,062.1 gallons/day Scenario 2: Decrease of 2,273 gallons/day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 3,046.5 gallons/day Scenario 2: Decrease of 1,705 gallons/day
Potential Solid Waste Impact	Scenario 1: Increase of 11.906 tons/year Scenario 2: Decrease of 28.45 tons per year
Drainage Basin/Sub-basin	Arlington River Basin and Pottsburg Creek Sub-Basin
Recreation and Parks	Freedom Commerce Center Property
Mass Transit Access	Bus stop 962 on Baymeadows Road
Natural Features	
Elevations	24 to 28 feet above mean sea level
Land Cover	1820; Golf Courses
Soils	(32) Leon fine sand
Flood Zones	No
Wetlands	No
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).

According to a JEA letter dated November 3, 2020 there is a 12-inch water main within the Baymeadows Circle West right-of-way and an Ex gravity sewer manhole within the Bolfside Drive/Baymeadows West intersection and within the Meadow Walk Lane/Baymeadows Circle West intersection.

Future Land Use 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 in both scenarios 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 1.

Subject site is accessible via Baymeadows Circle West, an unclassified roadway. Annual traffic volumes are not maintained for Baymeadows Circle West. The proposed 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 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): 4
 - 2020/2021 enrollment: 5,438
 - Current utilization: 80%
 - New student development from amendment: 4
 - 5-year utilization: 100%
 - Available seats in CSA 4: 569
 - Available seats in adjacent CSAs 4 and 5: 1,810

- Middle School
 - CSA 4
 - 2020/2021 enrollment: 4,005
 - Current utilization: 82%
 - New student development from amendment: 1
 - 5-year utilization: 85%
 - Available seats in CSA 4: 346
 - Available seats in adjacent CSAs 4 and 5: 276

- High School
 - CSA 4
 - 2020/2021 enrollment: 856
 - Current utilization: 67%
 - New student development from amendment: 2
 - 5-year utilization: 86%
 - Available seats in CSA 4: 9
 - Available seats in adjacent CSAs 4 and 5: 31

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.

- Beauclerc Elementary School (ES #230)
 - CSA 4
 - Amendment student generation: 4
 - School capacity including permanent spaces and portables: 1,041
 - Current enrollment 20 day count for 2020/2021: 669
 - Percent occupied: 64%
 - 4-year projection: 73%

- Southside Middle School (MS #211)
 - CSA 4
 - Amendment student generation: 1
 - School capacity including permanent spaces and portables: 977
 - Current enrollment 20 day count for 2020/2021: 955
 - Percent occupied: 98%
 - 4-year projection: 80%

- Englewood High School (HS #90)
 - CSA 4
 - Amendment student generation: 2
 - School capacity including permanent spaces and portables: 1864
 - Current enrollment 20 day count for 2020/2021: 1852
 - Percent occupied: 99%
 - 4-year projection: 101%

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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. 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 February 26, 2021, the required notices of public hearing signs were posted. Forty-seven (47) 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 March 1, 2021. The applicant was the only participant for this application.

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.

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 3.1.3 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.

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), the NC land use category in the Urban Development Area is a category intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Multi-family integrated with a permitted use is permitted at up to 30 dwelling units per acre.

The MDR land use category in the Urban Development Area is a category intended to provide compact medium density residential development. amendment requests for new MDR 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. Residential uses are permitted at up to 20 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 a JEA letter dated November 3, 2020 there is a 12-inch water main within the Baymeadows Circle West right-of-way and an Ex gravity sewer manhole within the Bolfside Drive/Baymeadows West intersection and within the Meadow Walk Lane/Baymeadows Circle West intersection.

The subject site has access to centralized water and sewer facilities and the proposed amendment to MDR would allow for development of residential uses and provide growth in the City resulting in compact and compatible land use patterns and an increasingly efficient urban service delivery system while discouraging the proliferation of urban sprawl. In addition, the proposed residential development increases additional housing opportunities consistent with the housing needs characteristics and socioeconomic profiles of the City's households. This thereby provides consistency with FLUE Objectives 1.1 and 3.1, and Policies 1.1.5, 1.1.21, and 3.1.6.

The amendment to MDR results in a compatible land use pattern with residential land use to the north of the subject site and access to the site is from a local neighborhood. The land use amendment to MDR also promotes compatible infill development in the Urban Development Area on an underutilized site. The change to MDR also serves as a transition between areas from the existing commercial areas to the south of the site and residential areas to the north. Therefore the proposed land use amendment to MDR is consistent to FLUE Policies 1.1.10 and 3.1.3.

The site location is an abandoned vacant undeveloped land once used as a golf course. Utilizing the site for residential development provides compact and compatible land use patterns and satisfies FLUE Policies 1.1.22, 3.1.1 and Objective 6.3 as infill development of underutilized land.

Southeast Vision Plan / Baymeadows Community Vision Plan

The application site lies within the boundaries of the Southeast Vision Plan (Ord. 2010-615-E) and the Baymeadows Community Vision Plan (Ord. 2012-192-E). The Baymeadows Community Vision Plan is a continuation and fine tuning of the community efforts that created the Southeast Vision Plan.

The vision plan promotes infill and a range of housing opportunities and choices to support a range of household sizes and encourage diversity. Specific recommendations from the Baymeadows Community Vision Plan call to provide and promote compatible mixed use development, infill and redevelopment while creating a range of housing opportunities and choices. Other aspects of the plan include improved roadways, "soft" entrance features, improved signage, traffic calming and preservation of existing vegetation and the creation of parkland. The plan also identifies the redevelopment of the golf course as a major component of the plan. The proposed MDR land use category accommodates the recommended uses and the proposed reuse of the existing vacated golf course for multi-family residential units and is therefore, consistent with both the Southeast Vision Plan and the Baymeadows Community Vision Plan.

Strategic Regional Policy Plan

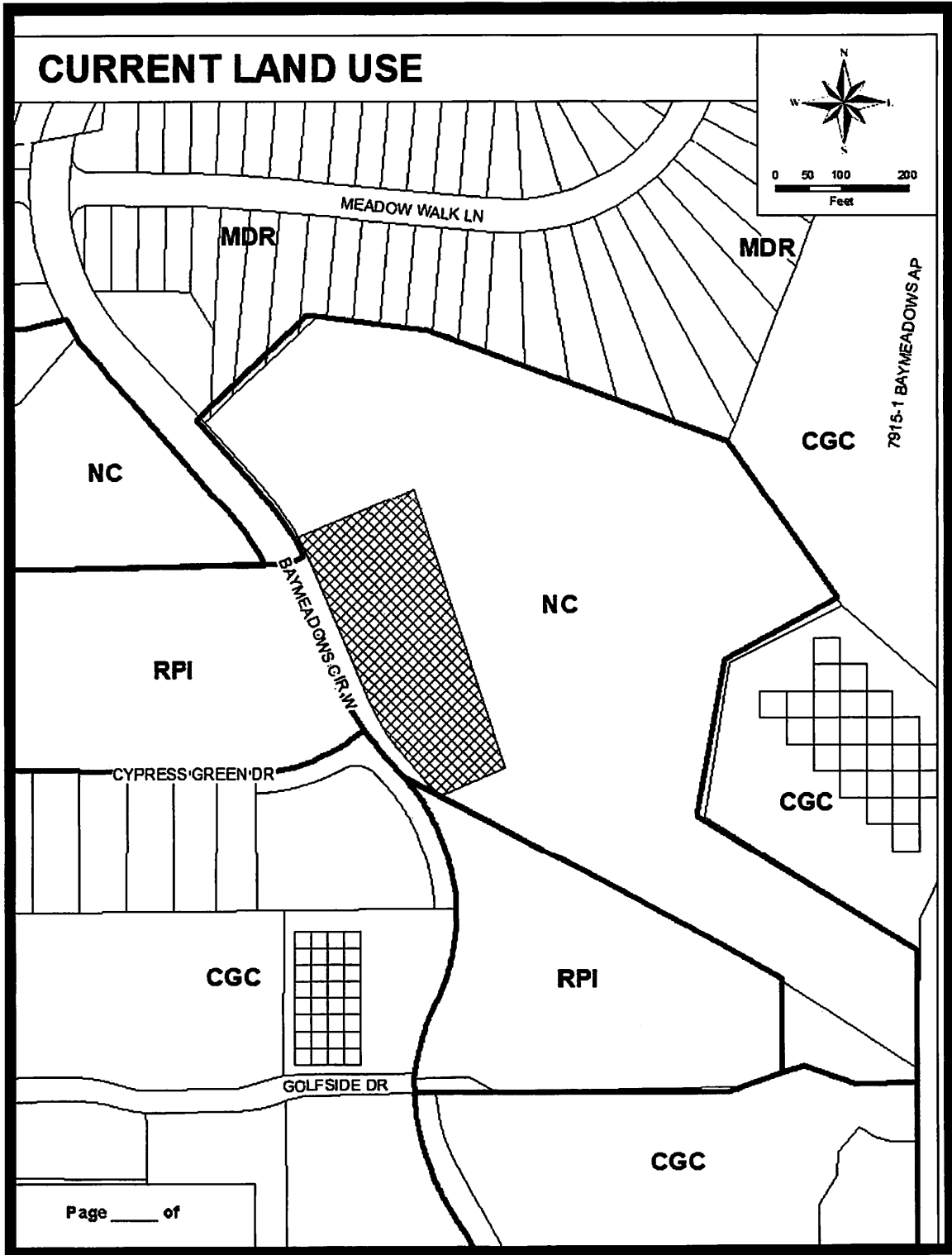
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Communities and Affordable Housing Subject Area:

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

