

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
(904) 630-CITY
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July 1, 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. 2020-168/Application No. L-5391-19A

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 2020-168 on June 18, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	8-0 APPROVE

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Aye
David Hacker, Secretary	Aye
Marshall Adkison	Aye
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

Kristen D. Reed, AICP
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**PROPOSED LARGE-SCALE
FUTURE LAND USE MAP (FLUM) AMENDMENT**

OVERVIEW

ORDINANCE: 2020-168

APPLICATION: L-5391-19A-6-2

APPLICANT: T.R. HAINLINE, ESQ.

PROPERTY LOCATION: In The Northeast Quadrant of the intersection of Yellow Bluff Road and Starratt Road.

Acreage: 19.55

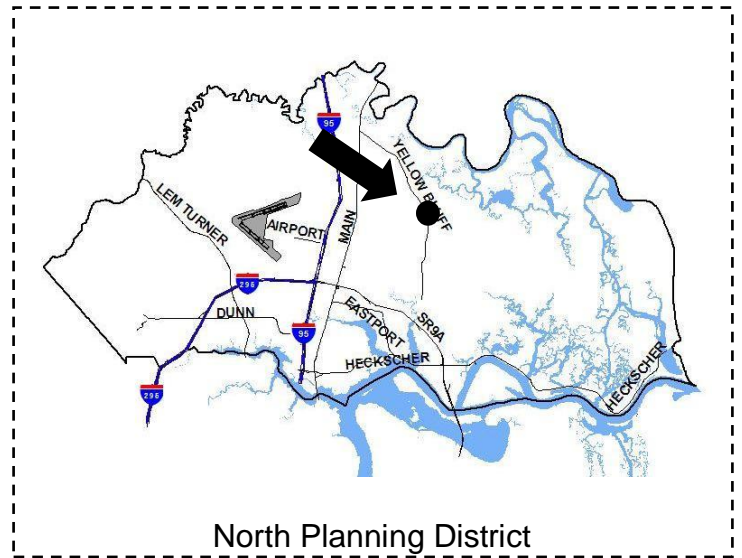
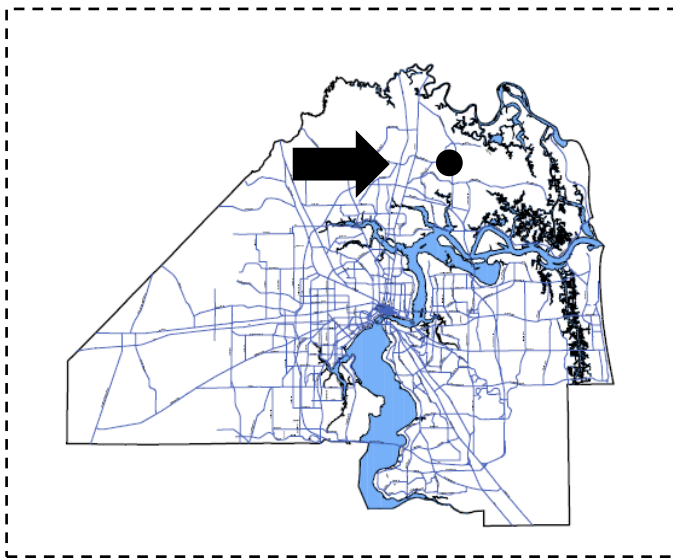
Requested Action:

	Current	Proposed
LAND USE	CGC	LDR
ZONING	PUD	PUD

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
CGC	LDR	N/A	98 DU (5 DU/Acre)	298,059 Sq. Ft. (0.35 FAR)	N/A	Increase of 98 DU	Decrease of 298,059 Sq. Ft.

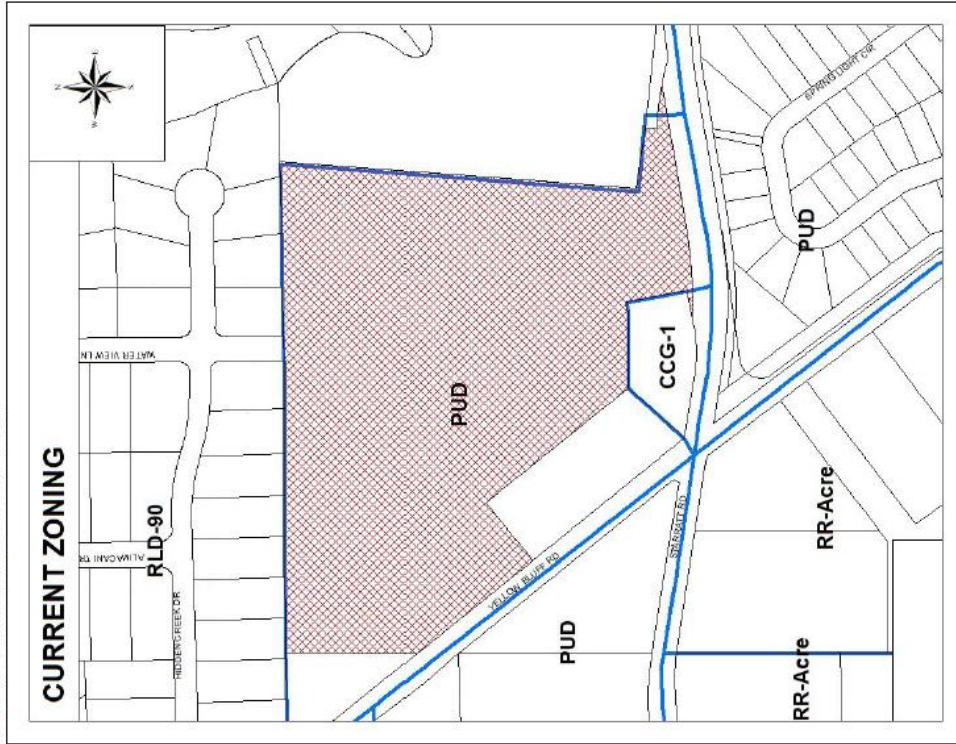
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL

LOCATION MAPS:



DUAL MAPS

LARGE SCALE LAND USE APPLICATION L-5391-19A



Current Zoning District(s): Planned Unit Development (PUD)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Community/General Commercial (CGC)
Requested FLUM Land Use Category: Low Density Residential (LDR)

ANALYSIS

Background:

The 19.55 acre subject property is located in the northeast quadrant of the intersection of Starratt Road and Yellow Bluff Road, both collector roadways. The property is located within 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, Council District 2, and the North Planning District.

The currently undeveloped subject site has a land use designation of Community/General Commercial (CGC). The applicant proposes a future land use map amendment from LI to Low Density Residential (LDR) and a companion rezoning from Planned Unit Development (PUD) and Residential Low Density-90 (RLD-90) to PUD to allow for single family residential development. The companion rezoning application includes an additional 10.69 acres directly east of the land use amendment site, totaling 30.24 acres, and is pending concurrently with this land use amendment pursuant to Ordinance 2020-169.

The majority of the site is surrounded by residential uses. Commercial uses are located to southwest, directly abutting the subject site. The commercial uses, which are located at the intersection of Starratt Road and Yellow Bluff Road, include a retail store and a gas station. The area to the west of the site, across Yellow Bluff road has a commercial land use designation (CGC), however it contains four single-family residential lots and one undeveloped lot. These parcels were subject to a land use amendment in 2007, which changed the land use category on the 12.22 acre subject site from LDR to CGC, pursuant to Ordinance 2007-381-E, however the use on the site has not been changed.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on Attachment A – Existing Land Utilization Map. The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RLD-90	Single-Family
South	CGC, LDR	CCG-1, PUD, RR-Acre	Single-Family, Commercial Retail, Gas Station
East	LDR	RLD-90	Undeveloped Residential, Single-Family
West	LDR,CGC	RR-Acre, PUD	Single-Family, Vacant Commercial, Utility

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.

Utility Capacity

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

The applicant has provided a JEA availability letter, dated April 3, 2019, as part of the companion rezoning application. According to the letter, the site has access to existing water and sewer connection points.

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 (see Attachment B) and determined that the proposed amendment has the potential to result in no increase of 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.

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.

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 3.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 3 is **0.51**.

The proposed land use amendment based on impact assessment standards has the development potential of 98 single family residential homes, and generating approximately 925 daily vehicular trips onto the roadway network. Subject site is accessible via Starratt Road and Yellow Bluff Road. Both roadways are 2-lane undivided collector facilities and could be impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 500', 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.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 19.55 acre proposed land use map amendment has a development potential of 98 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:

School Impact Analysis

L-5391-19A

Development Potential: 98 Residential Units

School Type	CSA	2018-19 Enrollment/ CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats - CSA	Available Seats - Adjacent CSA 1/7
Elementary	7	3,192	89%	16	97%	108	7,343
Middle	1	8,312	83%	7	88%	337	36
High	7	2,098	95%	9	98%	37	3,112
Total New Students				32			

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

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

Objective 3.2 **Adopted Level of Service (LOS) Standards**
 Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

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.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2019/20)	% OCCUPIED	4 YEAR PROJECTION
New Berlin ES #150	7	16	1,296	1,213	94%	102%
Oceanway MS #62	1	7	1,009	1,074	106%	104%
First Coast HS #265	7	9	2,212	2,163	98%	101%

- Does not include ESE & room exclusions
- Analysis based on maximum 98 dwelling units – L-5391-19A

**The percentage occupied may not appear correct due to ESE space requirements*

Flood Zones

Approximately 0.5 of an acre of the subject site, in the northeastern corner of the property, is located within the either the AE or 0.2 PCT Annual Chance Flood Hazard flood zones. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city’s geographic information data, the Planning and Development

Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 3.24 Acres

General Location(s): Along the eastern property line, near the northeastern corner of the property.

Quality/Functional Value: The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its size and having an indirect impact on the City's waterways.

Soil Types/ Characteristics: (35) Lynn Haven fine sand - gently sloping, poorly drained, sandy, generally found on flats and in steep areas of side slopes, formed in thick beds of sandy marine sediment. The wetland soils areas have water tables near or above the ground surface.

Wetland Category: Category III

Consistency of Permitted Uses: Any use meeting the requirements of Policy 4.1.3 of the CCME

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: insufficient information to determine.

Associated Impacts: The wetlands are associated with Mink Creek and a very small part (0.05 of an Acre) of the wetlands on site are associated with AE and 0.2 Percent Annual Chance Flood Hazard flood zones.

Relevant Policies:

Conservation/Coastal Management Element

Policy 4.1.3

The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the

provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

Future Land Use Element

Policy 4.1.10

The City hereby incorporates Map L-5 that depicts Salt Water Marshes, Riverine/Estuarine Wetlands and All Other Wetlands. Notwithstanding the permitted land uses according to the Future Land Use Map series (FLUMs), the permitted land uses within such areas shall be limited to the permitted land uses and associated standards of Objectives 4.1, 4.2, 4.3 and 5.1 and related policies of the Conservation/Coastal Management Element.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Area	
Roadway Frontage Classification	Collector Roadways	
Plans/Studies	North Jacksonville Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Undeveloped	Single-Family Residential
Land Use/Zoning	CGC/PUD	LDR/PUD
Development Standards For Impact Assessment	0.35 FAR	5 DU/Acre
Development Potential	298,059 sq. ft.	98 DU
Population Potential	N/a	260 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	X - 500	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Low & High	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	n/a
PUBLIC FACILITIES		
Potential Roadway Impact	No net new daily trips	
Potential Public School Impact	32 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 11,165 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 8,373 gallons per day	
Potential Solid Waste Impact	Decrease of 222 tons per year	
Drainage Basin / Sub-Basin	Nassau River/Mink Creek	
Recreation and Parks	Verdie Forest	
Mass Transit	None	

NATURAL FEATURES	
Elevations	6'-25'
Land Cover	4340 – Upland mixed coniferous hardwood; 3300 – mixed upland nonforested
Soils	32- Leon Fine Sand;35- Lynn Haven Fine Sand;14- Boulogne Fine Sand
Floodzone	AE &0.2 Percent Annual Chance Flood Hazard+
Wetlands	Eastern part of property 6170 –associated with mink creek
Wildlife (sites greater than 50 acres)	N/a

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 14, 2019, the required notices of public hearing signs were posted. Forty-nine (49) 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 October 14, 2019. Two members of the public attended the meeting. Concerns included buffering and the location of the lift station for the proposed development. These issues can be addressed in conjunction with the companion rezoning application to be considered later during the adoption round public hearings.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives, and Policies of the *2030 Comprehensive Plan*:

Future Land Use Element (FLUE)

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses,

and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

- 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.
- 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.
- 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 Future Land Use Element (FLUE), Community/General Commercial (CGC) in the Suburban Development Area is intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. 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 and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on transportation rights of way are considered preferred locations for these uses.

Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. The maximum gross density for LDR in the suburban area is 7 units/acre when full urban services are available to the site.

The applicant is proposing a change from CGC to LDR to allow for the development of single-family residential uses. The surrounding area is predominately residential, including single-family residential directly abutting the subject site to the north, and across Starratt Road to the south. Abutting the subject site to the southeast at the intersection of Yellow Bluff Road and Starratt Road are two properties with commercial uses. The proposed residential use is consistent with the locational criteria for the LDR land use category in the Suburban Area. As such, the proposed application is consistent with FLUE Policy 1.1.2.

The applicant has submitted a companion PUD application, which is pending concurrently with this land use amendment. The companion PUD allows for the application of innovative site planning and smart growth techniques to ensure the proposed development will maintain a well-balanced and organized combination of uses in the area, consistent with Goal 3, Objective 3.2 and Policy 1.1.12 of the FLUE. Additionally, the development of residential uses will help to maintain adequate land designated for residential uses and provide a wide variety of housing types within the City, consistent with FLUE Objective 3.1.

By providing infill development on an underutilized site the proposed amendment would maintain a compact and compatible land use pattern. The proposed change to LDR would be a logical extension of the existing residential uses which border the subject site to the north, east, and across Starratt Road to the south, as such, the proposed amendment is consistent with, Objective 6.3 and Policy 1.1.22 of the FLUE.

The applicant has provided a JEA availability letter, dated April 3, 2019, as part of the companion rezoning application. According to the letter, the site has access to existing water and sewer connection points, consistent with Policy 1.2.9 of the FLUE.

Vision Plan

The subject site is located within the boundaries of the North Jacksonville Vision Plan. The plan discusses recommendations for various village centers within the vision plan and identifies common best practices for such developments. While the North Jacksonville Vision Plan does not identify any specific recommendations for the subject site, it discusses the need to create sustainable communities. The plan states that “piece-meal development of rural residential areas creates a pattern of urban sprawl that prevents the formation of sustainable communities”. The proposed land use amendment to residential will reinforce the existing residential pattern in the area, and allow for a mix of housing types, another problem identified by the Vision Plan.

Strategic Regional Policy Plan

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

Objective: Housing options that provide choices to all of our residents and promote demographic and economic diversity as one way to ensure that our communities are viable and interesting places for the long term.

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

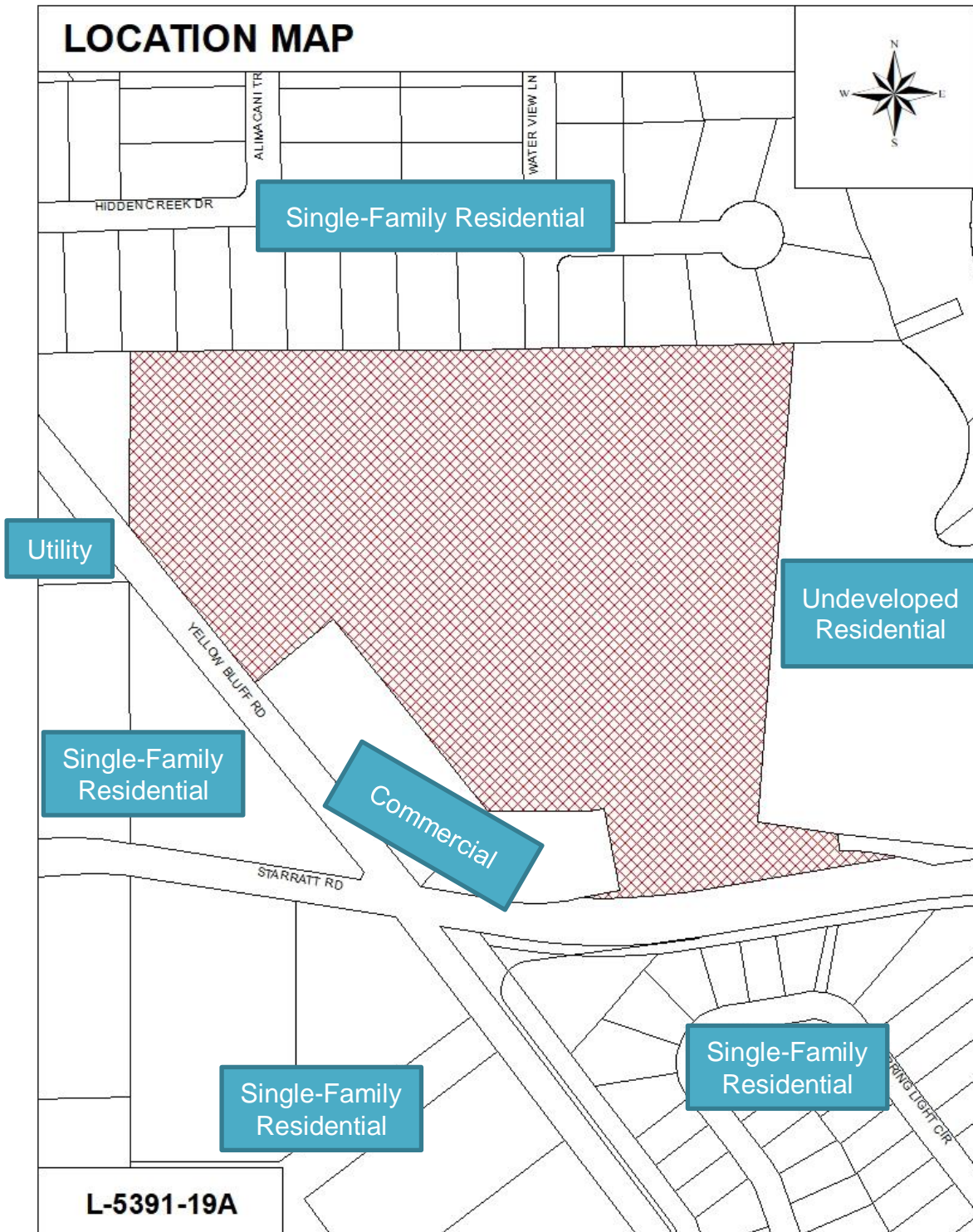
The proposed land use amendment seeks to develop new housing options, and is therefore consistent with Policy 21 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it will increase and diversify the existing housing stock.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the *2030 Comprehensive Plan* and the Strategic Regional Policy Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

A trip generation analysis was conducted for Land Use Amendment L-5391-19A, is located at the northeast intersection of Starratt Road and Yellow Bluff Road, in Suburban Development Area of Jacksonville, Florida. The subject site has an existing Community General Commercial (CGC) land use category. The proposed land use amendment is to allow for Low Density Residential (LDR) development on approximately 19.62 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing CGC land use category development impact assessment standard is 0.35 FAR per acre, resulting in a development potential of 298,059 SF of commercial space (ITE Land Use Code 820), generating 9,564 daily vehicular trips. The proposed LDR land use category development impact assessment is 05 single-family homes per acre, resulting in a development potential of 98 homes (ITE Land Use Code 210), which could generate 925 daily trips. This will result in zero net new daily vehicular trips if the land use is amended to allow for LDR development, as shown in Table A.

Table A						
Trip Generation Estimation						
Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	298,059 SF	$T = 50.74 (X) / 1000$	15,124	36.76%	9,564
					Total Section 1	9,564
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	98 SFDUs	$T = 9.44 (X)$	925	0.00%	925
					Total Section 2	925
					Net New Daily Trips	0

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

ATTACHMENT B (cont)

Additional 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 3.


Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 3 is **0.51**.

The proposed land use amendment based on impact assessment standards has the development potential of 98 single family residential homes, and generating approximately 925 daily vehicular trips onto the roadway network. Subject site is accessible via Starratt Road and Yellow Bluff Road. Both roadways are 2-lane undivided collector facilities and could be impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change.

ATTACHMENT C

Land Use Amendment Application:

 APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN			
Date Submitted:	08-12-2019	Date Staff Report is Available to Public:	04-03-2020
Land Use Adoption Ordinance #:	2020-168	Planning Commission's LPA Public Hearing:	04-09-2020
Rezoning Ordinance #:	2020-169	1st City Council Public Hearing:	04-14-2020
JPDD Application #:	L-5391-19A	LUZ Committee's Public Hearing:	04-21-2020
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	04-28-2020
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information:		Owner Information:	
T.R. HAINLINE		BELOW SEE	
ROGERS TOWERS, P.A.		YELLOW BLUFF PARTNERS, LLC	
1301 RIVEPLACE BOULEVARD, SUITE 1500		1550 MADRUGA AVE., SUITE 130	
JACKSONVILLE, FL 32207		CORAL GABLES, FL 33146	
Ph: 9043465531			
Fax: 9043960663			
Email: THAINLINE@RTLAW.COM			
<u>DESCRIPTION OF PROPERTY</u>			
Acreage:	19.55	General Location:	NE QUADRANT OF INTERSECTION OF YELLOW BLUFF RD. & STARRATT RD.
Real Estate #(s):	106175 0010	Address:	0 STARRATT RD
Planning District:	6		
Council District:	2		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	STARRATT RD. and HIDDEN CREEK DR.		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property:	VACANT		
Current Land Use Category/Categories and Acreage:	CGC 19.55		
Requested Land Use Category:	LDR	Surrounding Land Use Categories:	CGC,LDR
Applicant's Justification for Land Use Amendment:	TO ALLOW FOR SINGLE FAMILY RESIDENTIAL DEVELOPMENT		
<u>UTILITIES</u>			
Potable Water:	JEA	Sanitary Sewer	JEA
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:			
PUD	19.55		
RLD-90	10.69		
Requested Zoning District:	PUD		
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			