

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
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[www.coj.net](http://www.coj.net)

October 8, 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. 2020-544/Application No. L-5380-19A**

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 2020-544 on October 8, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

Planning Commission Report  
October 8, 2020  
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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  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
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**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**

**OVERVIEW**

**ORDINANCE #: 2020-544**

**APPLICATION: L-5380-19A-3-3**

**APPLICANT: PAUL HARDEN, ESQ.**

**PROPERTY LOCATION:** 0 W.M. Davis Parkway; between Hodges Boulevard and San Pablo Parkway

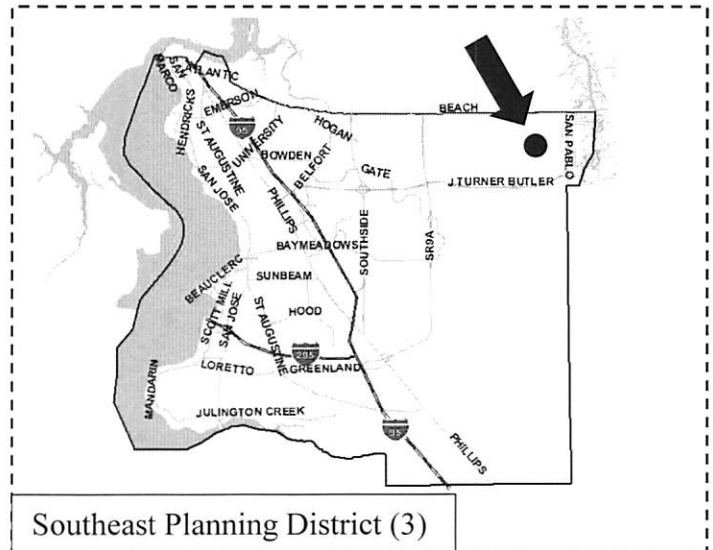
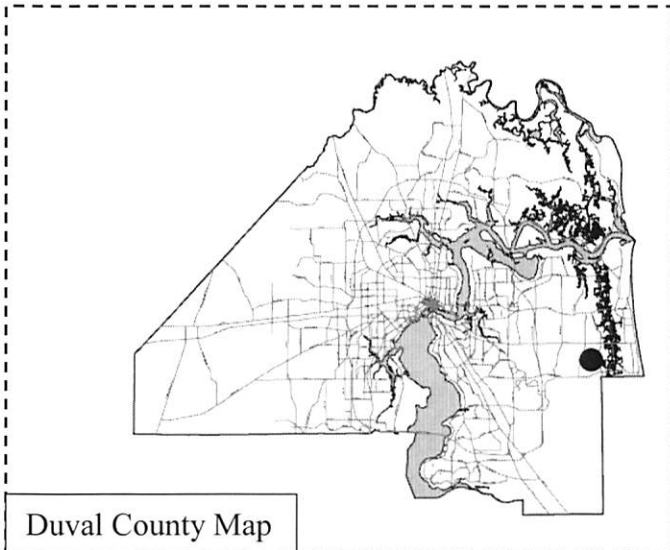
**Acreage:** 189.05

**Requested Action:**

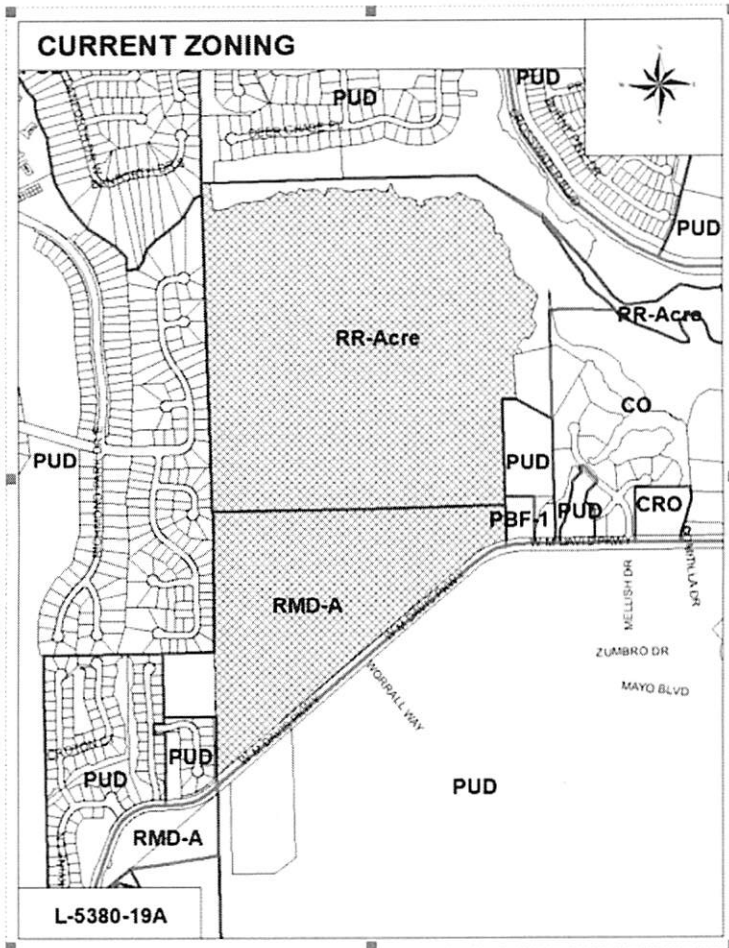
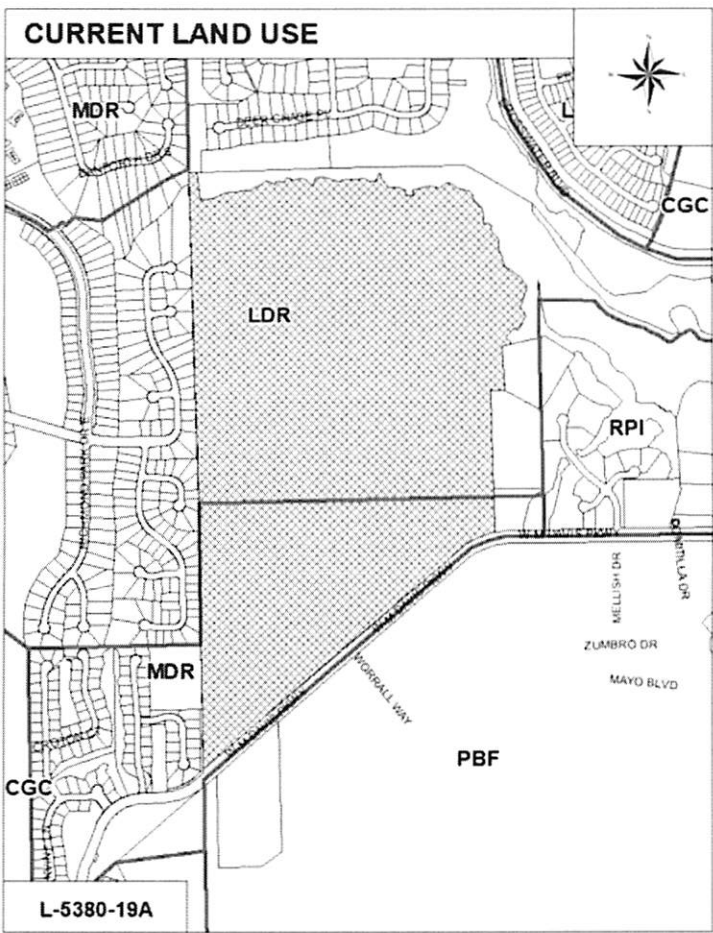
	Current	Proposed
<b>LAND USE</b>	<b>LDR, MDR</b>	<b>RPI</b>
<b>ZONING</b>	<b>RR-Acre, RMD-A</b>	<b>PUD</b>

**PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



LARGE SCALE LAND USE APPLICATION L-5380-19A



**Existing FLUM Land Use Categories:** Low Density Residential (LDR); Medium Density Residential (MDR)

**Current Zoning District(s):** Residential Rural-Acre (RR-Acre); Residential Medium Density-A (RMD-A)

**Requested FLUM Land Use Category:** Residential-Professional-Institutional (RPI)

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

# ANALYSIS

## Background:

The 189.05 acre subject property is located on the north side of WM Davis Parkway; between Hodges Boulevard and San Pablo Road South. The property is located in Council District 3, Planning District 3, the suburban development area and the Southeast Jacksonville Vision Plan. The 189.05 acre subject property has a current land use designation of Low Density Residential (LDR) and Medium Density Residential (MDR). Currently the site is vacant and can be accessed from W.M. Davis Parkway, a local road.

The applicant proposes a future land use amendment from Low Density Residential (LDR) and Medium Density Residential (MDR) to Residential-Professional-Institutional (RPI) and a rezoning from Rural Residential-Acre (RR-Acre) and Residential Medium Density-A (RMD-A) to Planned Unit Development (PUD) The companion rezoning is currently pending pursuant to Ordinance 2020-545.

Much of the area around the amendment site is in the LDR land use category with a dominant use of single-family residential to the north, west and east and with Public Buildings and Facilities (PBF) located to the south of the subject property. A recent land use change has occurred to the east of the subject property resulting in a land use change from MDR, LDR and RPI to CGC pertaining to application L-5346-18C (2019-187-E). Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 13, Attachment A – Existing Land Utilization Map.

The adjacent uses and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	PUD	Single-Family Homes
South	PBF	PUD	Hospital
East	LDR; CGC	PUD	Single-Family Homes
West	LDR; MDR	PUD	Single-Family Homes

## 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

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	WM Davis Parkway- local road	
Plans/Studies	Southeast Jacksonville Vision Plan	
	<b><u>CURRENT</u></b>	<b><u>PROPOSED</u></b>
Site Utilization	Vacant	Unknown
Land Use/Zoning	LDR; MDR/ RR-Acre	RPI / PUD
Development Standards For Impact Assessment	5 DU/Acre (LDR) and 15 DU/Acre (MDR)	0.5 FAR
Development Potential	655 SF Homes (LDR) and 872 Multi-Family Homes (MDR)	Scenario 1- 4,117,509 Sq. Ft. Scenario 2-2,551 MF DU and 411,750.9 sq ft
Population Potential	502 people (LDR) 444 people (MDR)	N/A
SPECIAL DESIGNATIONS AREAS		
	<b><u>YES</u></b>	<b><u>NO</u></b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	500' Height Restriction Zone Craig Airport	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Low, Medium and High Sensitivity	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		Discharge
Well Head Protection Zone	50', 500' and 750' Wellheads	
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	
PUBLIC FACILITIES		
Potential Roadway Impact	Scenario 1 -Increase of 27,538 net new daily vehicular trips Scenario 2- Increase of 10,041 net new daily vehicular trips	
Potential Public School Impact	Scenario 1- N/A Scenario 2- 852 New students	
Water Provider	JEA	
Potential Water Impact	Scenario 1- Decrease of 90,202 gpd Scenario 2-Increase of 249,230 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1-Decrease of 67,652 gpd Scenario 2-Increase of 186,922 gpd	
Potential Solid Waste Impact	Scenario 1- Increase 61,818 tons per year Scenario 2- Increase of 3,321 tons per year	
Drainage Basin / Sub-Basin	Intracoastal Waterway / Open Creek	
Recreation and Parks	Chets Creek Elementary Park	
Mass Transit	No	
Evacuation Zone	Evacuation Zones C and E	
NATURAL FEATURES		
Elevations	1-26 feet above mean sea level	

Land Cover	4110- Pine Flatwoods 4430- Forest Regeneration
Soils	24- Hurricane and Ridgewood soils, 0 to 5 percent slopes 32- Leon Fine Sand- 0 to 2 percent slopes 35- Lynn Haven fine sand, 0 to 2 percent slopes
Floodzone	None
Wetlands	None
Wildlife (sites greater than 50 acres)	Wildlife Survey Provided

### Utility Capacity

The calculations to determine the water and sewer flows contained in this report 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. 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 information filed in the land use application, the site will be served by JEA.

### Infrastructure Element Sanitary Sewer Sub-Element

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
  - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
  - b. The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd)
  - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
  - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - c. Each lot is a minimum of 1 acre unsubmerged property.
  - d. Alternative (mounded) systems are not required.

### Transportation

The Planning and Development Department completed a transportation analysis which is on file with the department and determined that the proposed amendment for RPI has the

development potential under scenario 1 as 100% non-residential and under scenario 2 as 90% residential with 10% non-residential. If the land use is amended to RPI, development could result in an increase of 27,538 under scenario 1 or 10,041 under scenario 2 of new net daily vehicular trips. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

#### Transportation Element

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

#### Capital Improvements Element

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

#### **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 2.



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 (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the zonal roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 7 is 0.71.

Subject site is accessible via San Pablo Parkway, a 6-lane arterial roadway and intersects with WM Davis Parkway and J. Turner Butler Boulevard (SR 202) to the south. These roadways are expected to be significantly impacted by the proposed development. SR 202 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends that a traffic 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. A methodology meeting with the Florida Department of Transportation and Transportation Planning Division should be held prior to commencement of the study.

### **School Capacity**

The Planning and Development Department has determined that the proposed amendment for RPI has the development potential under scenario 1 as 100% non-residential and under scenario 2 as 90% residential with 10% non-residential. Under scenario 2 the proposed amendment could result in development of 2,551 multi-family dwelling units.

The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

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

- Elementary School
  - Concurrency Service Area (CSA) 5
  - 2019/2020 enrollment: 8,816
  - Current utilization: 89%
  - New student development from amendment: 427

- 5-year utilization: 94%
  - Available seats in CSA 5: 181
  - Available seats in adjacent CSA(s): 4 and 5 is 1,302
- Middle School
    - CSA 5
    - 2019/2020 enrollment: 2,529
    - Current utilization: 90%
    - New student development from amendment: 187
    - 5-year utilization: 88%
    - Available seats in CSA 5: 22
    - Available seats in adjacent CSA(s): 4 and 5 is 124
- High School
    - CSA 5
    - 2019/2020 enrollment: 7,771
    - Current utilization: 100%
    - New student development from amendment: 238
    - 5-year utilization: 98%
    - Available seats in CSA 4: 64
    - Available seats in adjacent CSA(s): 4 and 5 is 100

The analysis of the proposed development reveals a potential deficiency for school capacity within the CSA and adjacent CSAs for middle and high school facilities. 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.

- Alimacani
  - CSA 5
  - Amendment student generation: 427
  - School Capacity including permanent spaces and portables: 942
  - Current enrollment 20 day count for 2019/2020: 885
  - Percent Occupied: 94%
  - 4-year projection: 101%
  
- Kernan Middle School
  - CSA 5
  - Amendment student generation: 187
  - School Capacity including permanent spaces and portables: 1,151
  - Current enrollment 20 day count for 2019/2020: 1194
  - Percent Occupied: 104%
  - 4-year projection: 97%
  
- Atlantic Coast High School
  - CSA 5
  - Amendment student generation: 238
  - School Capacity including permanent spaces and portables: 2,443
  - Current enrollment 20 day count for 2019/2020: 2,373
  - Percent Occupied: 97%
  - 4-year projection: 97%

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium 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 Craig Airport. Zoning will limit development to a maximum height of less than 500 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

## Wellhead Buffer Zone

The southern portion of the land use amendment site is within the 50, 500 and 750-foot buffers of a wellhead. The Environmental Quality Division received the application for review of possible impacts.

## Infrastructure Element, Sanitary Sewer Sub-Element

**Policy 1.2.3** The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridian Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridian aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridian aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridian Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 13, 2019, the required notice of public hearing signs were posted. One hundred fifty-three (153) 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's Information Meeting was held on September 16, 2019. Three (3) members of the public were at the meeting to express concerns. Concerns addressed include the nearby utility right-of-way and drainage issues. The applicant indicated the zoning may be submitted as a Planned Unit Development (PUD) rather than a conventional CO rezoning. The applicant has since submitted a PUD zoning application which is being considered concurrently with the adoption hearings for this amendment.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

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

#### Future Land Use Element (FLUE):

- 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 the proliferation of urban sprawl

through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination

- 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 1.1.22 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.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

#### **Recreation and Open Space Element (ROSE):**

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

According to the category description for the Suburban Development Area of the Future Land Use Element (FLUE), Low Density Residential (LDR) is primarily intended to provide for low density residential development at up to seven units per acre. Medium Density Residential

(MDR) is primarily intended to provide for low to medium density mixed use development at up to 20 units/acre.

According to the category descriptions for the Suburban Development Area of the FLUE, Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

According to the application, the site will have access to JEA potable water and sanitary sewer. Consistent with FLUE Policy 1.2.9, a JEA letter of availability has been provided with the companion zoning application indicating that water, sewer and reclaimed facilities are available to serve the site.

The subject property has access to full urban services and is located in a developed area of the City. The proposed land use amendment aids in maintaining a compact and compatible land use pattern and is consistent with FLUE Objective 1.1. and Policy 1.1.22. RPI is a transitional land use category which provides a gradual transition of densities and intensities between the Mayo Clinic to the south and residential to the north, east and west. Therefore, it is consistent with FLUE Policies 1.1.10 and 3.1.3.

The proposed amendment to the RPI land use category results in a compatible combination of uses, facilitates infill redevelopment on an underutilized parcel that is located within the Suburban Development Area and has access to urban services. Therefore, the proposed amendment discourages sprawl and encourages development in areas with existing access to public utilities and infrastructure and is consistent with FLUE Objective 6.3, and Policies 1.1.22, 1.2.9 and 3.1.3.

During development, the proposed land use amendment will be required to comply with Recreation and Open Space Element (ROSE) Policy 2.2.1 concerning the adequate provision of open space.

The proposed amendment has been reviewed and found to comply with the Southeast Jacksonville Vision Plan pursuant to FLUE Policy 4.1.8B; see below.

### **Vision Plan**

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. The proposed land use amendment is consistent with the Southeast Jacksonville Vision Plan due to the transitional nature of the proposed land use category and the potential for mixed-use development to promote increased density and deter sprawl.

### **Strategic Regional Policy Plan**

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

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

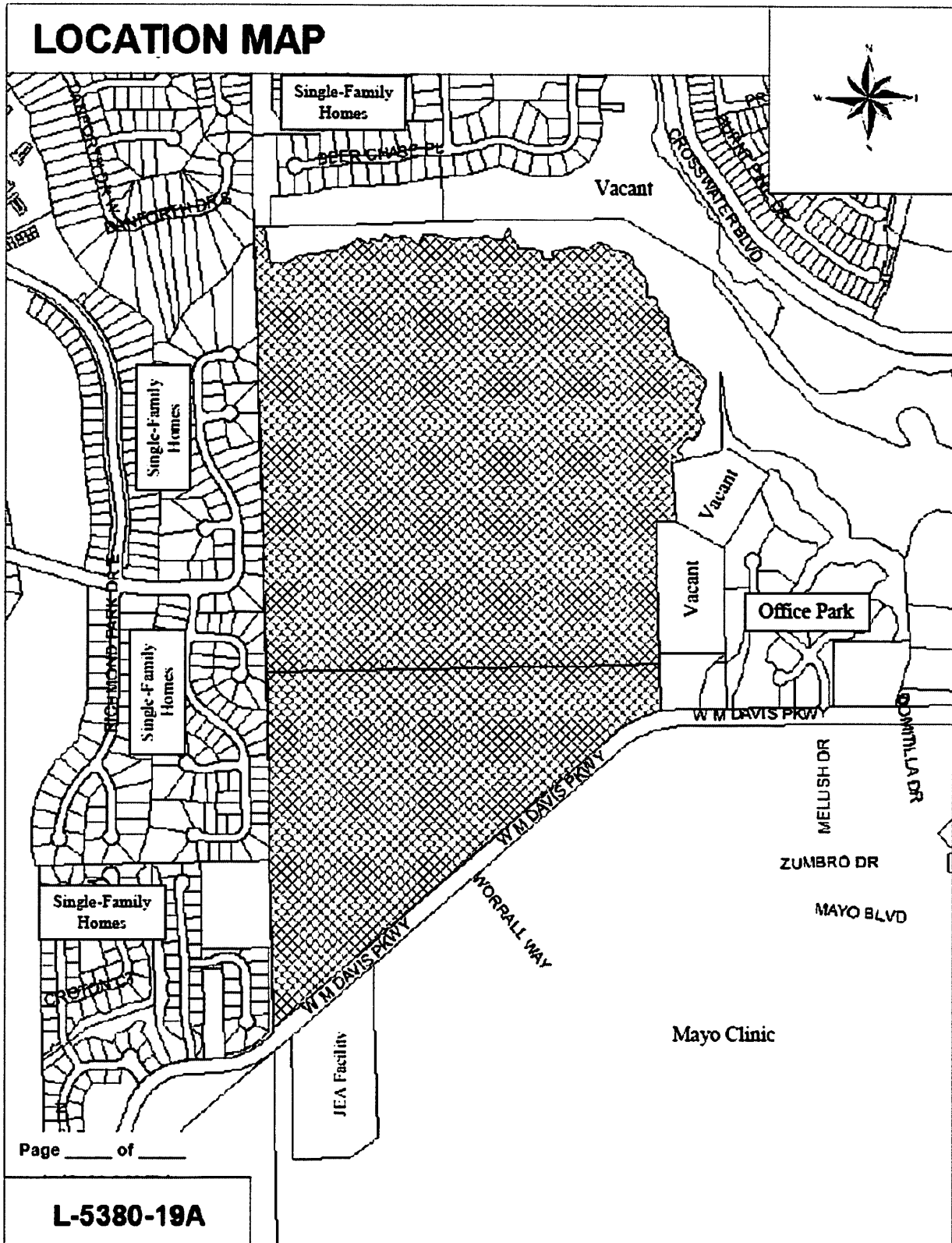
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

## **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):**

### **MEMORANDUM**

**DATE:** March 5, 2020

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister  
Transportation Planning Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5380-19A

The purpose of this memorandum is to provide a comparative trip generation analysis for a proposed comprehensive plan amendment L-5380-19A, located west of San Pablo Parkway and on the north side of WM Davis Parkway in Suburban Development Area of Jacksonville, Florida.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. The subject site consists of multiple parcels with an existing mixture of Low Density Residential (LDR) and Medium Density Residential (MDR) land use categories on approximately 189.05 +/- acres. The proposed land use amendment is to allow for Residential/Professional/Institutional (RPI) scenarios for either 100% non-residential or 90% residential with 10% non-residential uses.

In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing LDR land use category development impact assessment has a development potential of 655 homes (ITE Land Use Code 210), which could generate 6,183 new daily vehicular trips. The MDR land use category development impact assessment has a development potential of 872 apartments (ITE Land Use Code 220), which could generate 6,383 daily trips. The proposed RPI non-residential land use category development impact assessment has a development potential of 4,117,509 sf of office/institutional space (ITE Land Use Code 710), which could generate 40,105 average daily trips. The proposed RPI with 90% residential and 10% non-residential land use category development impact assessment results in a development potential of 411,751 SF of office/institutional space, and 2,552 multi-family dwelling units which could cumulatively generate 22,607 daily trips.

As shown in Table A, the trip generation comparison between the current and proposed comprehensive plan land uses demonstrate that the proposed amendment will result in significant transportation impacts. If the land use is amended to allow for either scenario for RPI development this will result in 27,538 or 10,041 net new daily vehicular trips on the roadway network, respectively.

## ATTACHMENT B (Continued):

**Table A**  
**Trip Generation Estimation Scenarios**

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips %	Net New Daily Trips
LDR	210	655 SF DUs	T = 9.44 (X)	6,183	0%	6,183
MDR	220	872 MF DUs	T = 7.32 (X)	6,383	0%	6,383
<b>Total Trips: Current Use</b>						<b>12,566</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips %	Net New Daily Trips
RPI – NR	710	4,117,509 SF	T = 9.74 (X) /1000	40,105	0%	40,105
<b>Total Trips: Scenario 1</b>						<b>40,105</b>
<b>Net New Daily Trips</b>						<b>27,538</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Internal Trips	Net New Daily Trips
RPI – NR	710	411,750.9 SF	T = 9.74 (X) /1000	4,010	40	3,970
RPI – R	220	2,551.1 MF DUs	T = 7.32 (X)	18,677	40	18,637
<b>Total Trips: Scenario 2</b>						<b>22,607</b>
<b>Net New Daily Trips</b>						<b>10,041</b>

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

**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 2.

## **ATTACHMENT B (Continued):**

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 (2018)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the zonal roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 7 is **0.71**.

Subject site is accessible via San Pablo Parkway, a 6-lane arterial roadway and intersects with WM Davis Parkway and J. Turner Butler Boulevard (SR 202) to the south. These roadways are expected to be significantly impacted by the proposed development. SR 202 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends that a traffic 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. A methodology meeting with the Florida Department of Transportation and Transportation Planning Division should be held prior to commencement of the study.

# 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:	4/19/19	Date Staff Report is Available to Public:	10-2-2020
Land Use Adoption Ordinance #:	2020-544	Planning Commission's LPA Public Hearing:	10-8-2020
Rezoning Ordinance #:	2020-545	1st City Council Public Hearing:	10-13-2020
JPDD Application #:	L-5380-19A	LUZ Committee's Public Hearing:	10-20-2020
Assigned Planner:		2nd City Council Public Hearing:	10-27-2020

### GENERAL INFORMATION ON APPLICANT & OWNER

#### Applicant Information:

PAUL HARDEN  
LAW OFFICE OF PAUL M. HARDEN  
501 RIVERSIDE AVENUE, SUITE 901  
JACKSONVILLE, FL 32202  
Ph: 9043965731  
Fax: 9043995461  
Email: PAUL\_HARDEN@BELLSOUTH.NET

#### Owner Information:

HARRY FRANCIS  
ESTUARY, LLC  
4310 PABLO OAKS COURT  
JACKSONVILLE, FL 32224  
Ph:  
Fax:

### DESCRIPTION OF PROPERTY

Acreage: 189.05  
Real Estate #(s): 167452 6000  
167736 0000

General Location:  
NORTH SIDE OF W M DAVIS PKWY, WEST OF SAN PABLO  
PKWY

Planning District: 3  
Council District: 3  
Development Area: SUBURBAN AREA  
Between Streets/Major Features:  
BEACH BLVD and BUTLER BLVD

Address:  
0 W M DAVIS PKWY  
0 SAN PABLO RD

### LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT LAND  
Current Land Use Category/Categories and Acreage:  
MDR 58.12

LDR 130.93  
Requested Land Use Category: RPI

Surrounding Land Use Categories: LDR,MDR,PBF,RPI

Applicant's Justification for Land Use Amendment:  
TO DEVELOP THE LAND UNDER RPI LAND USE CATEGORY USES.

### UTILITIES

Potable Water: JEA

Sanitary Sewer JEA

### COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:  
RR-Acre 130.93  
RMD-A 58.12

Requested Zoning District: PUD

Additional information is available at 904-255-7888 or on the web at <http://maps.coi.net/luzap/>