

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 14, 2020

Ordinance/Application No.: 2020-049 / L-5412-19C
Property Location: 5929 Seaboard Avenue
Real Estate Number(s): 103180-0000 and 103183-0000
Development Area: Urban
Property Acreage: 7.5 acres
Planning District: District 4, Southwest
City Council District: District 9
Applicant: Wyman Duggan, Esquire
Current Land Use: Low Density Residential (LDR)
Proposed Land Use: Medium Density Residential (MDR)
Current Zoning: Residential Low Density-60 (RLD-60)
Proposed Zoning: Residential Medium Density-D (RMD-D)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To Permit Single and Multifamily Residential Development.

BACKGROUND

The subject property is located in the northeast quadrant of the intersection of Seaboard Avenue and 110th Street, both classified as local roads. The applicant is proposing an amendment to Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to Medium Density Residential (MDR), with a companion rezoning application from Residential Low Density-60 (RLD-60) to Residential Medium Density-D (RMD-D). The applicant seeks to develop the site with multifamily and single family residential units.

The subject site consists of two (2) parcels. The northern parcel is approximately 5.01 acres and is undeveloped, and the parcel to the south is approximately 2.4 acres and consists of a single-family residential unit.

The subject property is bounded to the west and south by roads – Seaboard Avenue and 110th Street, respectively. A church, with a land use designation of LDR, abuts the subject site to the north with townhomes, designated as MDR, lying just beyond the church and also to the northeast of the subject site. Single-family residential uses and vacant land, designated as LDR, abut the site to the east. Approximately 4.05 acres of the subject site is located within the Accident Potential Zone 2 (APZ 2) associated with Naval Air Station Jacksonville (NAS JAX); further information related to land development within this designation is provided below.

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

North: Land Use: LDR / MDR
 Zoning: RLD-60 / RMD-C
 Property Use: Church / Townhomes

South: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family and vacant

East: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family and vacant

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family and church (across Seaboard Avenue)

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.

Land Use Amendment Impact Assessment - Application Number L-5412-19C

Development Analysis		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Seaboard Avenue and 110 th Street (local roads)	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current:	Proposed:

Development Analysis		
	Single-family residential and undeveloped land	Single and multi-family residential development
Land Use / Zoning	Current: LDR / RLD-60	Proposed: MDR / RMD-D
Development Standards for Impact Assessment	Current: 5 units per acre	Proposed: 15 units per acre
Development Potential	Current: 38 dwelling units	Proposed: 113 dwelling units
Net Increase or Decrease in Maximum Density	Increase of 75 dwelling units	
Net Increase or Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 98 people	Proposed: 263 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150 feet height and hazard zone for N.A.S. JAX; Accident Potential Zone 2 (4 acres); Military Notice Zone	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No – Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	468 net new daily vehicular trips	
Potential Public School Impact	38 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 16,478 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 12,359 gpd	
Potential Solid Waste Impact	Increase of 195 tons per year	
Drainage Basin/Sub-basin	Ortega River / Fishing Creek (stream)	
Recreation and Parks	Timucuan Elementary Park and Wesconnett Park	
Mass Transit Access	Route 53	
Natural Features		
Elevations	18 - 23 feet	
Land Cover	4110 (Pine flatwoods); 4340 (Upland mixed coniferous/hardwood); 1200 (Residential, medium density – 2-5 dwelling units per acre)	
Soils	2 (Albany fine sand, 0 – 5% slopes) and 51 (Pelham fine sand, 0-2% slopes)	

Development Analysis	
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition). A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated July 12, 2019, identifies two (2) potable water connection points, on Seaboard Avenue and 110th Street. Each lot will require water main construction in the right-of-way and individual water services. Connection to the proposed point of connection is contingent upon inspection and acceptance of the mains by JEA; JEA must approve construction and accept the lines prior to meter issuance. Two (2) existing gravity sewer main connection points are also located within 1,000 feet of the subject site. Each lot will require sewer main construction in the right-of-way and individuals laterals. Connection is contingent upon inspection and acceptance of the mains by JEA. If gravity flow cannot be achieved, the sewer point of connection cannot be utilized unless written approval from the JEA Alternative Connection Committee is granted.

Transportation

The Planning and Development Department completed a transportation analysis (memo on file) and determined that the proposed amendment has the potential to result in an increase of 468 net new daily vehicular 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.

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 7.

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 7 is 0.66.

Based on impact assessment standards, the proposed land use amendment has the development potential of 113 multi-family dwelling units and could generate an increase of approximately 468 net new daily vehicular trips onto the roadway network. The subject site is accessible via Seaboard Avenue, a 2-lane undivided local roadway. The Transportation Planning Division recommends that the applicant coordinate with the City of Jacksonville Traffic Engineer Division to determine if an operational analysis is required to address the specific external impacts as a result of the land use amendment.

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 7.5 acre proposed land use map amendment has a development potential of 113 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) 2
 - 2019/2020 enrollment: 6,397
 - Current utilization: 78%
 - New student development from amendment: 19
 - 5-year utilization: 76%
 - Available seats in CSA 2: 1,836
 - Available seats in adjacent CSA(s): 1 and 8 is 7,777

- Middle School
 - CSA 2
 - 2019/2020 enrollment: 2,605
 - Current utilization: 69%
 - New student development from amendment: 8
 - 5-year utilization: 82%
 - Available seats in CSA 2: 405
 - Available seats in adjacent CSA(s): 1 and 7 is 335

- High School
 - CSA 2
 - 2019/2020 enrollment: 3,232
 - Current utilization: 80%
 - New student development from amendment: 11
 - 5-year utilization: 88%
 - Available seats in CSA 2: 709
 - Available seats in adjacent CSA(s): 1 and 8 is 3,607

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

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information

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

- Timucuan Elementary School
 - CSA 2
 - Amendment student generation: 19
 - School Capacity including permanent spaces and portables: 639
 - Current enrollment 20 day county for 2019/2020: 518
 - Percent Occupied: 81%
 - 4-year projection: 90%

- J.E.B. Stuart Middle School
 - CSA 2
 - Amendment student generation: 8
 - School Capacity including permanent spaces and portables: 1,029
 - Current enrollment 20 day county for 2019/2020: 771
 - Percent Occupied: 75%
 - 4-year projection: 59%

- Westside High School
 - CSA 2
 - Amendment student generation: 11
 - School Capacity including permanent spaces and portables: 1,786
 - Current enrollment 20 day county for 2019/2020: 1,485
 - Percent Occupied: 83%
 - 4-year projection: 93%

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 150 foot Height and Hazard Zone for the Naval Air Station Jacksonville (NAS JAX). Zoning will limit development to a maximum height of less than 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Policy 2.5.4B Within the APZ 2 area depicted on Map L-22, the City does not permit single family residential density greater than 2 dwelling units per acre. Residential structures that are unable to achieve a 30 decibel (dB) noise level reduction are not permitted. Uses not allowed in APZ 1 may be allowed in APZ 2, however they too are subject to conditions regarding disclosure and noise attenuation in construction. As listed in the Instruction Manual, mobile home parks, hospitals, motels, churches, schools and similar uses are not allowed.

Approximately 4.05 acres of the site is within the Accident Potential Zone-2 (APZ 2). As such this area is within the Military Influence Zone for NAS JAX. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Military Influence Zone. No person shall sell, transfer, or lease land within a Military Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

Further, multi-family use is not permitted within the APZ 2 area, but single-family uses are permitted at a density of up to two (2) dwelling units per acre within that zone.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 30, 2020, the required notices of public hearing signs were posted. Ninety-four (94) 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 February 3, 2020. The applicant and three (3) members of the public were present. Residents were concerned about crime and trespassing as well as ingress and egress and traffic speed along Seaboard. They also expressed concern about a decrease in property values and the lack of home ownership anticipated by the proposed development.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

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 Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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 1.3.6 The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.
- Policy 1.3.7 Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and JPDD.
- Policy 2.5.1 Continue to regulate development in approach zones to airport runways in accordance with the Federal Aviation Authority (FAA), Florida Department of Transportation (FDOT), and United States Military Air Installation Compatible Use Zones (AICUZ) and local land development regulations in order to protect the safety and welfare of property owners, residents and businesses in the community.
- Policy 2.5.4B Within the APZ 2 area depicted on Map L-22, the City does not permit single family residential density greater than 2 dwelling units per acre. Residential structures that are unable to achieve a 30 decibel (dB) noise level reduction are not permitted. Uses not allowed in APZ 1 may be allowed in APZ 2, however they too are subject to conditions regarding disclosure and noise attenuation in construction. As listed in the Instruction Manual, mobile home parks, hospitals, motels, churches, schools and similar uses are not allowed.
- Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

- 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.
- 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 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 Descriptions within the Future Land Use Element (FLUE), the LDR land use category in the Urban Area is intended to provide for low density residential development. Single-family residential uses are the predominant development typology in this category. The maximum gross density in the Urban Area shall be seven (7) units per acre when full urban services are available to the site, and there shall generally be no minimum density.

MDR in the Urban Area is intended to provide compact medium density residential development. Plan 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. Multi-family and single-family dwellings are the predominant development typology in this category. The maximum gross density in the Urban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre. Because approximately 4.05 acres of the subject site is located within the APZ 2 for NAS JAX, development on this portion of the site will be limited to a maximum of two (2) single-family dwelling units per acre, consistent with FLUE Policy 2.5.4B. Development may be clustered on that portion of the property not in the APZ 2.

The subject site is located at the corner of two local roads, Seaboard Avenue (abuts the site to the west) and 110th Street (abuts the site to the south) and is approximately ¼ of a mile south of Timuquana Road. Timuquana Road is a commercial corridor classified as minor arterial roadway. The site is served by public water and sewer services, per the JEA availability letter and consistent with FLUE Policy 1.2.9, and because the proposed amendment would increase the density on the subject site, development will be required to connect to the public regional utility. Further, the site has access to an efficient transportation network and sidewalks along both roadways. A church, with an LDR land use designation, abuts the subject site to the north. Beyond that, properties are designated as MDR. Single-family residential uses abut the subject site to the east, with properties designated as MDR approximately 1,000 feet to the east of the subject site. For these reasons, the proposed land use amendment promotes a compact, compatible, and balanced land development pattern consistent with FLUE Goal 3 and Policy 1.1.22.

The subject site is currently underutilized given that the majority of the site is undeveloped and it is located in the Urban Area with access to full urban services. The proposed amendment to MDR would allow for increased housing options on an underutilized property within the Urban Area, and as such, it is consistent with FLUE Objectives 3.1 and 6.3 and Policy 3.1.6.

As previously mentioned, density of development on the portion of the subject site within the APZ 2 will be limited to two (2) dwelling units per acre in keeping with FLUE Policy 2.5.4B. Additionally, the entire site is within an airport environment notice zone, and as such, the City requires disclosure of airport proximity to prospective owners or lessees, consistent with FLUE Policy 2.5.6. Implementation of these regulations is consistent with FLUE Policy 2.5.1.

Development of the subject site will be required to comply with FLUE Policies 1.3.6 and 1.3.7 concerning site access; compliance will be ensured through site plan review.

Vision Plan

The subject property is located within the “Traditional Building Area” and Cedar River Character Area of the Southwest Jacksonville Vision Plan (September 2003). While the Plan offers no specific recommendations for the location of the subject site, an implementation option listed under the guiding theme of “Strengthen existing neighborhoods and create new neighborhoods,” states: “In the traditional building area, spur intown development.” The proposed land use amendment would allow for additional housing options on an underutilized property, thereby spurring intown development. Given this, the proposed amendment is consistent with the Southwest Vision Plan.

Strategic Regional Policy Plan

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

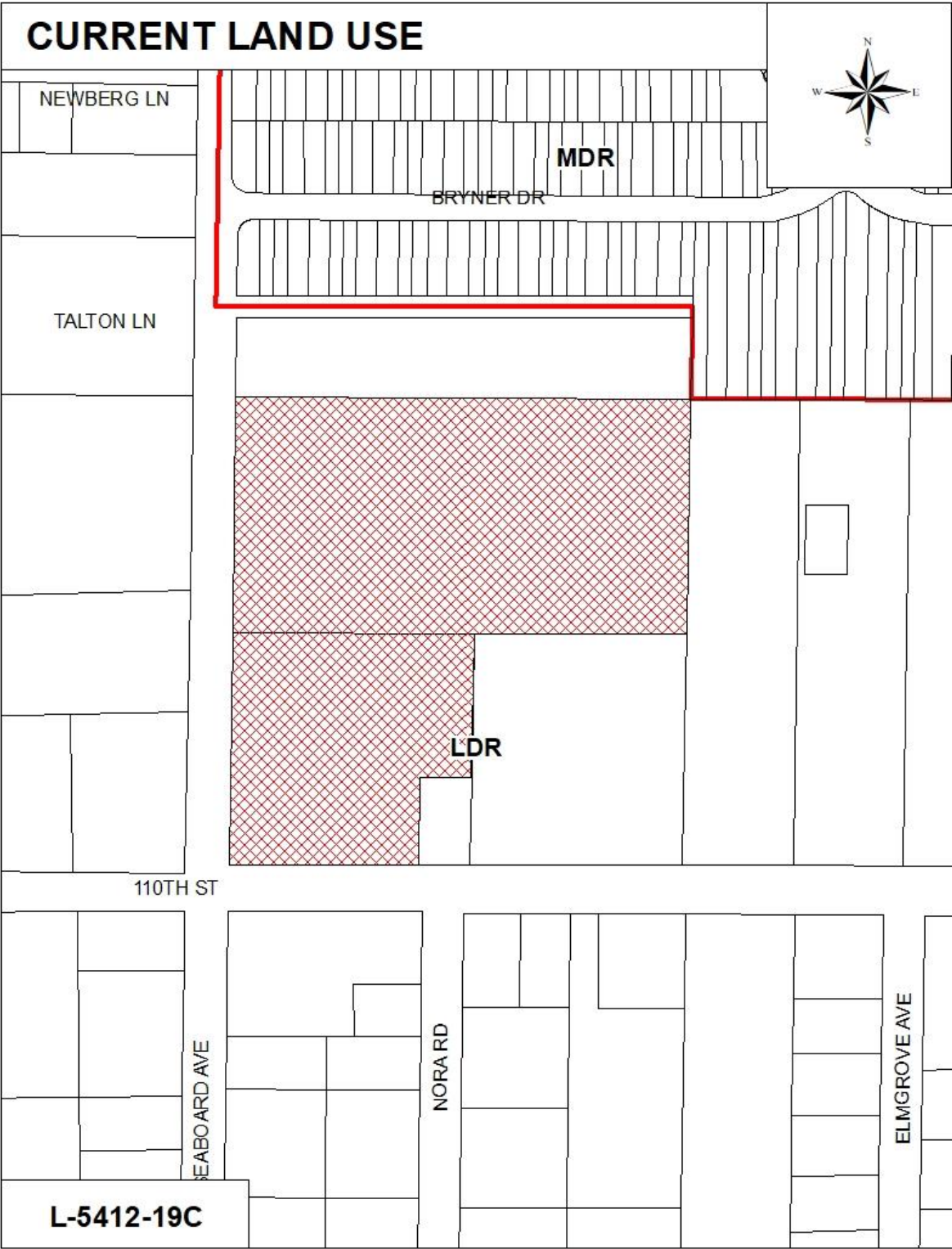
Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure

that Our Communities are Viable and Interesting Places for the Long Term.

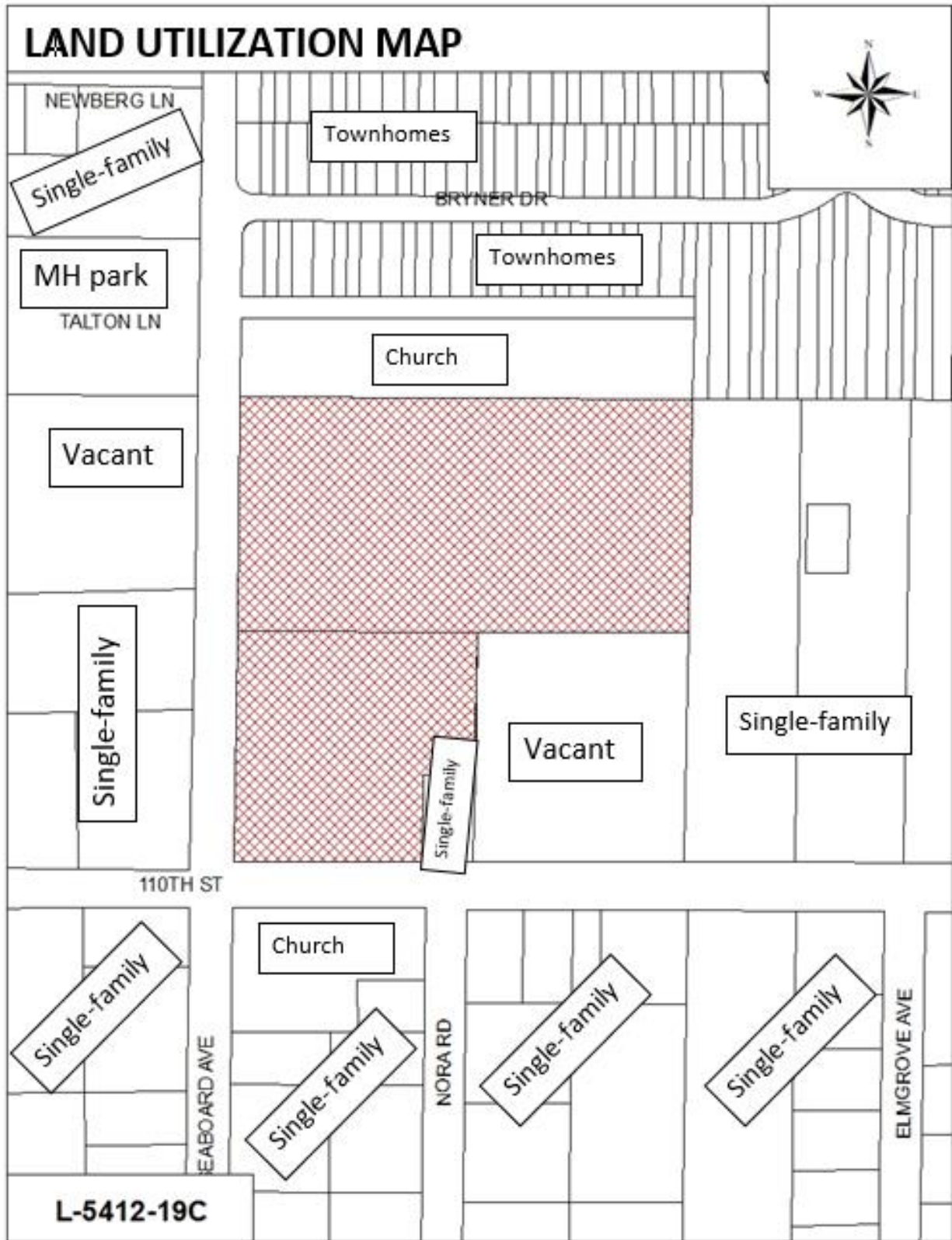
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the Southwest Planning District.

LAND USE AMENDMENT SITE LOCATION AND
CURRENT LAND USE MAP



LAND USE AMENDMENT SITE LAND UTILIZATION MAP



LAND USE AMENDMENT SITE APZ 2 LOCATION MAP

