

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

November 4, 2021

The Honorable Samuel Newby, President  
The Honorable Rory Diamond, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-735/Application No. L-5606-21C**

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-735 on November 4, 2021.

P&DD Recommendation

APPROVE

PC Issues:

Five citizens spoke in opposition with the following concerns: recent and planned road improvements insufficient to mitigate transportation impacts; impacts of other new developments in area; school impacts; loss of privacy, increased noise, and density incompatible with surrounding development.

The Commission noted that the proposed land use pattern is appropriate, compatible and results in a scaled transition from the interstate and commercial to the east and single-family to the west.

**PC Vote:**

**5-0 APPROVE**

David Hacker, Chair

Absent

Alexander Moldovan, Vice-Chair

Aye

Ian Brown, Secretary

Aye

Marshall Adkison

Absent

Daniel Blanchard

Aye

Joshua Garrison

Aye

Dawn Motes

Absent

Jason Porter

Aye

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

Sincerely,

*Kristen D. Reed*

Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KReed@coj.net](mailto:KReed@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment –October 29, 2021**

**Ordinance/Application No.:** 2021-735 / L-5606-21C

**Property Location:** 0, 7729, 7733, 7745, 7773 and 7761 Rampart Road and 7143, 7155, 7167, 7169, 7171 and 7187 Collins Road, between Rampart Road and Collins Road

**Real Estate Number(s):** 015960-0200 ; 015962-0000 ; 015963-0000 ; 015962-0010 ; 015961-0400 ; 015961-0000 ; 015961-0300 ; 015965-0030 ; 015965-0020 ; 015965-0000 ; 015965-0050 ; 015965-0040 ; 015965-0010

**Property Acreage:** 27.82 acres

**Planning District:** District 4, Southwest

**City Council District:** District 10

**Applicant:** T.R. Hainline, Esquire

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Medium Density Residential (MDR) (7.34 acres), Community/General Commercial (CGC) (3.46 acres), and High Density Residential (HDR) (7.02 acres) with site specific Future Land Use Element (FLUE) Policy 4.4.25

**Current Zoning:** Agriculture (AGR), Rural Residential - Acre (RR-Acre), Residential Low Density - 60 (RLD-60)

**Proposed Zoning:** Planned Unit Development (PUD)

**Development Boundary:** Suburban Area

**RECOMMENDATION:** **APPROVE**

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

The right of a property owner to use, maintain, develop or improve his or her property for personal use or for the use of any other person, pursuant to Chapter 2021-195, laws of Florida / Ch. 163.3177(6)(l)(1).

## **BACKGROUND**

The 27.82 acre subject site is located along the north side of Collins Road and the east side of Rampart Road, both collector roads, approximately 0.32 of a mile west of the interstate (I-295) and Collins Road interchange.. The subject site is partially undeveloped and partially single family residential. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Community/General Commercial (CGC), Medium Density Residential (MDR), and High Density Residential (HDR) with site specific FLUE Policy 4.4.25 (detailed below and included as Exhibit 3, dated September 21, 2021, to the Ordinance) to allow for use of the site a mixed-use development. The applicant is also proposing a companion rezoning from Agriculture (AGR), Rural Residential - Acre (RR-Acre), and Residential Low Density - 60 (RLD-60) to Planned Unit Development (PUD) which is pending concurrently with this amendment, pursuant to Ordinance 2021-736.

Proposed site specific FLUE Policy 4.4.25

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-735 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- o Development within the High Density Residential (HDR) portion of the site shall be exempt from the mix of uses requirement for developments with a density greater than twenty-five (25) units per acre.

The proposed development incorporates a mix of land use categories, including residential and commercial, and is adjacent to an established commercial site supportive of a high density multi-family residential development.

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

North: Land Use: LDR, CSV, NC  
Zoning: RR-Acre, PUD, RLD-60  
Property Use: Undeveloped, Single family

South: Land Use: LDR  
Zoning: RLD-60, RR-Acre  
Property Use: Single family, Church

East: Land Use: CGC, CSV  
Zoning: PUD, RR-Acre  
Property Use: Commercial, Undeveloped

West: Land Use: LDR

Zoning: PUD, RLD-60  
 Property Use: Church, Single family

**IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site’s existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

**Impact Assessment Baseline Review**

<b>Development Analysis</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Collins Road - Collector Rampart Road - Collector	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Undeveloped and single-family	Proposed: Multi-family and commercial
Land Use / Zoning	Current: LDR/RR-Acre and RLD-60	Proposed: CGC (3.46 acres), MDR (7.34 acres) and HDR (7.02 acres) with Site Specific Policy 4.4.25 / PUD
Development Standards for Impact Assessment	Current: 5 units/acre	Proposed: MDR: 15 units/acre HDR: 45 units/acre CGC Scenario 1: 0.35 FAR CGC Scenario 2: 80% Residential at 15 units/acre and 20% non-residential at 0.35 FAR
Development Potential	Current: 139 units	Proposed: Scenario 1: 575 units and 52,751 sq.ft. Scenario 2: 616 units and 10,550 sq. ft.
Net Increase/Decrease in Maximum Density	Scenario 1: Increase of 436 DUs Scenario 2: Increase of 477 DUs	

<b>Development Analysis</b>	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1:</u> Increase of 52,751 Sq. Ft. <u>Scenario 2:</u> Increase of 10,550 Sq. Ft.
Population Potential	Current: 369 people
	Proposed: <u>Scenario 1:</u> 1,351 people <u>Scenario 2:</u> 1,447 people
<b>Special Designation Areas</b>	
Aquatic Preserve	No
Septic Tank Failure Area	No
Airport Environment Zone	500 ft. and 300 ft. Height Restriction Zone
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	Discharge
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: 4,282 net new daily trips Scenario 2: 2,751 net new daily trips
Potential Public School Impact	153 New Students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 100,789 gallons per day Scenario 2: Increase of 108,314 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 75,591 gallons per day Scenario 2: Increase of 81,235 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 1,218 tons per year Scenario 2: Increase of 1,257 tons per year
Drainage Basin/Sub-basin	Ortega River / Ortega River
Recreation and Parks	Bishopwood Park
Mass Transit Access	None
<b>Natural Features</b>	
Elevations	17-25 feet
Land Cover	1100: Residential low density 1200: Residential medium density 4110: Pine flatwoods

<b>Development Analysis</b>	
	6250: Hydric pine flatwoods 6300: Wetland forest mixed
Soils	38: Mascotte fine sand 51: Pelham fine sand 66: Surrency loamy fine sand
Flood Zones	No
Wetlands	Yes
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).

The applicant has provided a JEA Service Availability Letter, dated March 3, 2021 as part of the companion rezoning application, which is on file with the Department. The letter states that there are water connection points along both Collins Road and Rampart Road. The letter also states that there are sewer connection points along Collins Road and Rampart Road, however, connection to the JEA system will require the design and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main.

### **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, which is on file with the Department, and determined that the proposed amendment from Low Density Residential (LDR) to Community/General Commercial (CGC), Medium Density Residential (MDR) and High Density Residential (HDR) with site specific Policy 4.4.25 has a proposed development potential under scenario 1 as 100% commercial and under scenario 2 as 80% residential uses and 20% commercial uses. If the land use is amended to Community/General Commercial (CGC), Medium Density Residential (MDR) and High Density Residential (HDR) with site specific Policy 4.4.25, development could result in

4,282 net new daily trips under scenario 1 or 2,751 net new daily trips under scenario 2. 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 6.

The subject site is accessible via Collins Road, a collector facility. The proposed land use amendment is generating significant daily trips and the Transportation Planning



Division recommends ongoing coordinating efforts with the Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

### **School Capacity**

The 27.82 acre proposed land use map amendment has a development potential under scenario 2 of 616 dwelling units and 153 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

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

- Elementary School
  - Concurrency Service Area (CSA) 8
  - 2021/2022 enrollment: 5,659
  - Current utilization: 78%
  - New student development from amendment: 77
  - 5-year utilization: 85%
  - Available seats in CSA 8: 2,414
  - Available seats in adjacent CSA(s): 1 and 2 is 10,649
  
- Middle School
  - CSA 7
  - 2021/2022 enrollment: 1,109
  - Current utilization: 67%
  - New student development from amendment: 31
  - 5-year utilization: 68%
  - Available seats in CSA 7: 729
  - Available seats in adjacent CSA(s): 1 and 2 is 938
  
- High School
  - CSA 8
  - 2021/2022 enrollment: 2,633
  - Current utilization: 87%
  - New student development from amendment: 45
  - 5-year utilization: 64%

- Available seats in CSA 8: 406
- Available seats in adjacent CSA(s): 1 and 2 is 2,210

The analysis of the proposed residential development does not reveal any deficiency for school capacity.

**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. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Sadie Tillis Elementary School
  - CSA 2

- Amendment student generation: 77
- School Capacity including permanent spaces and portables: 493
- Current enrollment 20 day count for 2021/2022: 438
- Percent Occupied: 89%
- 4-year projection: 93%
  
- Charger Academy Middle School
  - CSA 2
  - Amendment student generation: 31
  - School Capacity including permanent spaces and portables: 1,438
  - Current enrollment 20 day count for 2021/2022: 921
  - Percent Occupied: 64%
  - 4-year projection: 65%
  
- Westside High School
  - CSA 8
  - Amendment student generation: 45
  - School Capacity including permanent spaces and portables: 1,786
  - Current enrollment 20 day count for 2021/2022: 1,464
  - Percent Occupied: 82%
  - 4-year projection: 91%

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

**Historic Preservation Element**

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

**Airport Environment Zone**

The site is located within the 300 and 500 foot Height and Hazard Zone for the Jacksonville Naval Air Station (NAS Jax). Zoning will limit development to a maximum height of less than 300 and 500 feet, respectively, 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.

### **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 is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

#### Wetlands Characteristics:

Approximate Size:	15.8 Acres
General Location(s):	The northeast half of the subject site
Quality/Functional Value:	The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways.
Soil Types/ Characteristics:	(51) Pelham fine sand – The Pelham Series consists of nearly level, poorly drained soils. The soils are moderately permeable and moderately slowly permeable. Generally, the high water table is at a depth of less than 12 inches on flats and are or above the surface in depressions.  (66) Surrency Loamy Fine Sand - The Surrency series consists of nearly level, very poorly drained soils. In areas in depressions, the high water table generally is at or above the soil surface for very long periods.
Wetland Category:	Category III
Consistency of Permitted Uses:	Residential uses are permitted subject to compliance with CCME Policies 4.1.3 and 4.1.6.
Environmental Resource Permit (ERP):	Not provided by applicant
Wetlands Impact:	Insufficient information to determine impacts
Associated Impacts:	None

Relevant Policies:

Conservation/Coastal Management Element (CCME)

**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.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on October 15, 2021, the required notices of public hearing signs were posted. One hundred and twenty-three (123) 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 18, 2021. Five members of the public attended to speak on the proposed amendment and were concerned with potential traffic impacts from the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

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

##### *Development Area*

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
  - B. Addresses outdated development patterns;
  - C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.12 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 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.1.25 The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown, and
6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

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.

**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.

**Policy 3.2.1** The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

**Policy 3.2.7** The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

**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 2.2.2** The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

**Policy 2.2.5** All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one

area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

Pending Property Rights Element (Ordinance 2021-334)

- Goal 1            The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1    Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1     The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2     The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
  2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
  3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
  4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. The maximum gross density for LDR in the Suburban Area shall be 7 units/acre when full urban services are available to the site.

Community/General Commercial (CGC) is a category 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. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. Development within the category should be compact and connected and should support multi-modal transportation. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept and Transit Oriented Development (TOD) are permitted. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. The maximum gross density for MDR in the Suburban Area shall be 20 units/acre and the minimum gross density shall be greater than 7 units/acre.

High Density Residential (HDR) is a mixed use category intended to provide compact high density residential development and transitional uses between lower density residential uses and commercial uses and public and semi-public use areas. High rise multi-family and mixed use developments should be the predominant development typology in this category. Development within the category should be compact and connected and should support multi-modal transportation. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept and Transit Oriented Development (TOD) are permitted. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. The maximum gross density for HDR in the Suburban Area shall be 60 units/acre.

The applicant is proposing a change from LDR to CGC, MDR and HDR with site specific Future Land Use Element (FLUE) Policy 4.4.25. The site specific policy exempts the subject site from the High Density Residential Suburban Area Development Characteristic requiring a mix of uses for developments with a density greater than 25 units per acre. The proposed development incorporates a mix of land use categories, including residential and commercial, and is adjacent to an established commercial site supportive of a high density multi-family residential development.

The site has access to centralized water and sewer, consistent with FLUE Policy 1.2.9. The applicant has provided a JEA Service Availability Letter, dated March 3, 2021 as part of the companion rezoning application, which is on file with the department. The letter states that there are water connection points along both Collins Road and Rampart Road. The letter also states that there are sewer connection points along Collins Road and Rampart Road, however, connection to the JEA system will require the design and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main.

The proposed amendment is for a mix of uses including residential and commercial uses. The site currently has access to centralized water and sewer and portions of the site are currently undeveloped. Therefore, the subject site would be considered infill development,

consistent with Objective 6.3 of the FLUE. Additionally, the proposed amendment would allow for a wider mix of uses in the surrounding area, while maintaining a compact and compatible land development pattern, consistent with FLUE Goals 1 and 3 and Objective 1.1.

The area surrounding the subject site to the north and west are predominately single family residential neighborhoods. The proposed amendment, which includes areas of MDR and HDR, would allow for the development of additional housing stock to meet the needs of future residents and would provide a wider variety of housing choices in the area, consistent with FLUE Objective 3.1 and Policy 3.1.6. Additionally, the organization of proposed land uses results in a compatible scale of transition from the CGC to the east of the subject site and the LDR to the north and west, consistent with FLUE Policy 1.1.10.

The commercial portion of the proposed amendment would be located along the north side of Collins Road, an established commercial corridor. The proposed commercial development, would strengthen the existing commercial corridor, consistent with Policies 3.2.1 and 3.2.7 of the FLUE.

The applicant is proposing a companion PUD rezoning, which will allow for an opportunity to offer innovative site design techniques and a range of residential densities, while promoting smart growth practices, such as a compatible mix of uses which encourages internal capture of trips, consistent with FLUE Policies 1.1.12, 1.1.22 and 1.1.25.

The proposed development is located within the Suburban Development area and, as such, will be required to comply with the recreation and open space provisions required by Policies 2.2.2 and 2.2.5 of the Recreation and Open Space Element (ROSE).

The proposed small scale amendment would have a negligible impact on the amount of residentially and commercially designated land throughout the City. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Vision Plan**

The subject property is located within the boundaries of the *Southwest Vision Plan*. The plan further breaks down the study area into smaller areas. The subject site is located within in the Suburban Area of the vision plan. Theme 1 states that residents desire more retail amenities and entertainment options. Option 2 for Theme 1 says, "In the Suburban Areas, plan new communities, not subdivisions." The plan suggests that such communities include a more complete range of land uses. The proposed amendment

would allow for a mixed-use development that offers a range of residential and commercial land uses, consistent with Theme 1 of the Southwest Vision Plan.

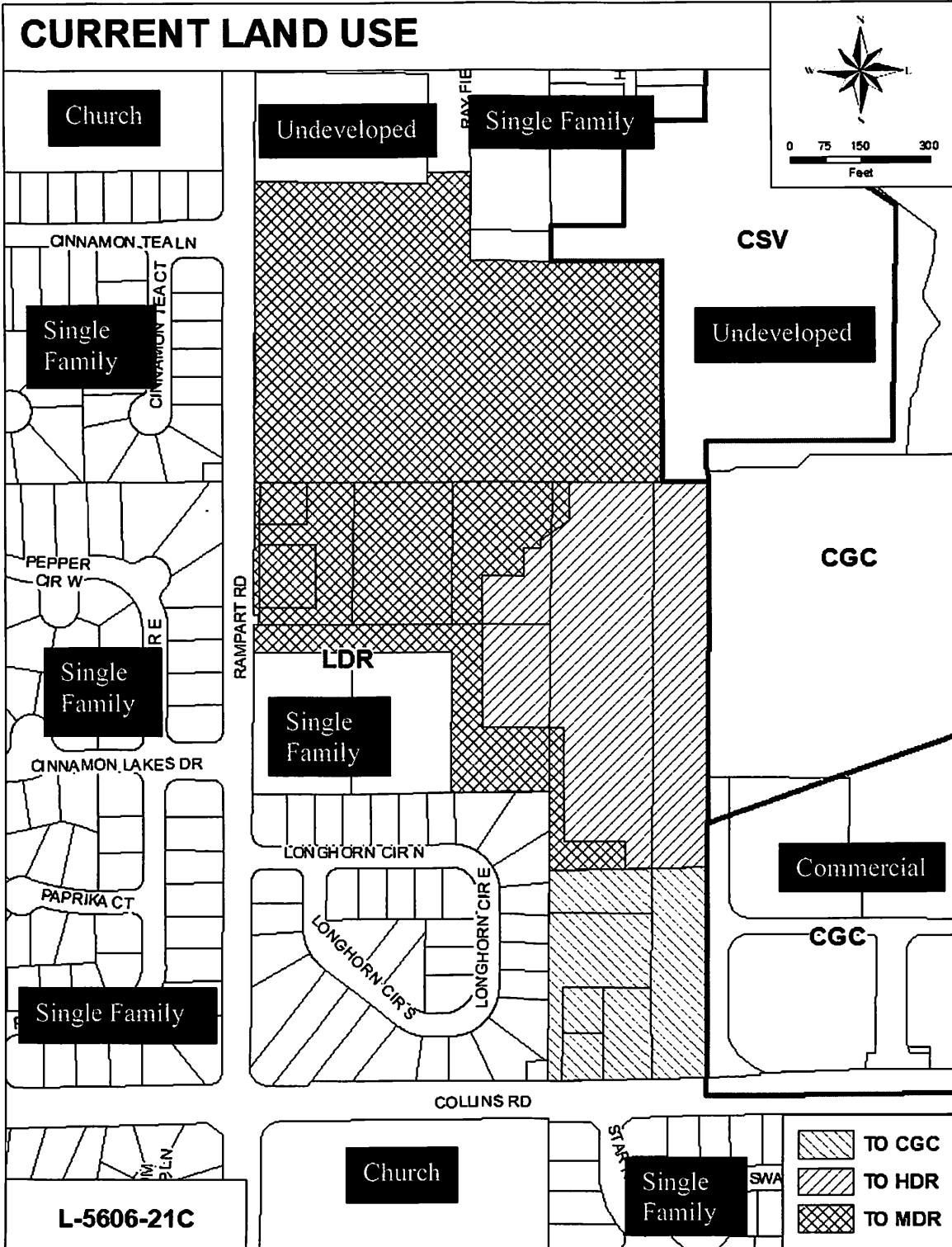
**Strategic Regional Policy Plan**

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

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 would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**



**Site Specific Policy with L-5606-21C / Ordinance 2021-735**

**FUTURE LAND USE ELEMENT**

**4.4.25**

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-735 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development within the High Density Residential (HDR) portion of the site shall be exempt from the mix of uses requirement for developments with a density greater than twenty-five (25) units per acre.

The proposed development incorporates a mix of land use categories, including residential and commercial, and is adjacent to an established commercial site supportive of a high density multi-family residential development.