

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

January 19, 2023

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-896/Application No. L-5765-22C

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico 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 2022-896 on January 19, 2023.

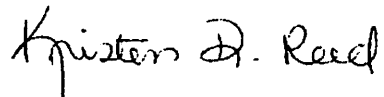
P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

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

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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, AICP
Chief of Community Planning Division
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 13, 2023

Ordinance/Application No.: 2022-896 / L-5765-22C

Property Location: 1209 and 1291 Hammond Boulevard between Hammond Boulevard and Adelen Lane

Real Estate Number(s): 008754-0000 and 008757-0000

Development Area: Suburban

Property Acreage: 7.73 acres

Planning District: District 5, Northwest

City Council District: District 12

Applicant: Steve Diebenow, Esquire

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Medium Density Residential (MDR)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant requests this land use amendment to facilitate townhome development.

BACKGROUND

The 7.73-acre subject property is located on the southeast quadrant of the Lenox Avenue and Hammond Boulevard intersection. According to the City’s Functional Highways Classification Map, Lenox Avenue and Hammond Boulevard are collector roadways. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to Medium Density Residential (MDR), with a companion rezoning application from Planned Unit Development (PUD) to PUD to develop townhomes. The companion rezoning, Ordinance 2022-897 is pending concurrently with this application.

Crystal Springs Elementary School is located west of the application site. North, east and south of the subject site is a mix of residential uses. More specific uses along with the zoning and land use categories are listed below.

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

North: Land Use: LDR
 Zoning: Residential Rural-Acre (RR-Acre) and Residential Low Density-100A (RLD-100A)
 Property Use: Single-family dwellings, vacant undeveloped land and mobile home

South: Land Use: LDR
 Zoning: Residential Low Density-40 (RLD-40), RR-Acre and Residential Low density-60 (RLD-60)
 Property Use: Single-family subdivisions and dwellings and church

East: Land Use: LDR
 Zoning: Residential Low Density-50 (RLD-50), PUD and RR-Acre
 Property Use: Single-family dwellings, vacant undeveloped land and mobile home

West: Land Use: Public Buildings and Facilities (PBF), Residential-Professional-Institutional (RPI) and LDR
 Zoning: Public Buildings and Facilities-a (PBF-1), PUD, RR-Acre and RLD-60
 Property Use: Elementary school, single-family dwellings, vacant undeveloped land, church and multi-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.

Land Use Amendment Impact Assessment - Application Number L-5765-22C

Development Analysis		7.73 acres
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Hammond Boulevard – Collector Roadway Lenox Avenue – Collector Roadway	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: 1 Mobile	Proposed: Multi-

Development Analysis		7.73 acres
	home, 1 single-family dwelling and a utility building	family townhome development
Land Use / Zoning	Current: LDR / PUD	Proposed: MDR / PUD
Development Standards for Impact Assessment	Current: 5 Single family dwelling units per acre	Proposed: 15 Multi-family dwelling units per acre
Development Potential	Current: 38 Single-family dwelling units	Proposed: 115 Multi-family dwelling units
Net Increase or Decrease in Maximum Density	Increase of 77 DUs	
Net Increase or Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 101 People	Proposed: 270 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 feet Height Restriction Zone for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0 to 4-inch recharge area	
Evacuation Zone	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 417 new daily trips	
Potential Public-School Impact	Increase of 27 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 16,917 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 12,688 gpd	
Potential Solid Waste Impact	Increase of 200.2 tons per year	
Drainage Basin/Sub-basin	Drainage Basin – Ortega River Sub-drainage Basin – Wills Branch	
Recreation and Parks	Crystal Springs Elementary	
Mass Transit Access	No bus service at this location	
Natural Features		
Elevations	68 to 78 feet above mean sea level	

Development Analysis		7.73 acres
Land Cover	1100 – Residential Low Density and 4340 – Upland mixed coniferous/hardwood	
Soils	90% (32) Leon fine sand and 10% (58) Pottsburg fine sand	
Flood Zones	No	
Wetlands	No	
Wildlife (applicable to sites greater than 50 acres)	Not applicable – less than 50 acres	

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 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 June 14, 2022, identifies an existing 12-inch water main and an existing 8-inch sanitary force main along Hammond Boulevard.

Transportation

Background Information:

The subject site is 7.73 acres and is accessible from Hammond Blvd, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Medium Density Residential (MDR).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

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.

Objective 2.4 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 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.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 358 daily trips. If the land use is amended to allow for this proposed MDR development, this will result in 775 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 417 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	38 SF DUs	T = 9.43 (X)	358	0	358
				<i>Existing Scenario Total</i>		358
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	115 MF DUs	T = 6.74 (X)	775	0	775
				<i>Proposed Scenario Total</i>		775
				Proposed Net New Daily Total		417

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

The 7.73 acre proposed land use map amendment has a development potential of 115 dwelling units and 27 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 as shown in "Attachment A".

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

Public School Facilities Element

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

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

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

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

Supplemental School Information:

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

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 300 foot Height and Hazard Zone for the Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 300 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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element -Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use

consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 29, 2022, the required notices of public hearing signs were posted. Thirty-seven (37) 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 January 3, 2023. No members of the public were present.

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.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

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

Policy 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policies 3.1.1 The City shall develop through the Planning and Development Department an incentive program to promote infilling of residential development on vacant land designated for residential use on the Future Land Use Map series. These incentives will be reflected in the Zoning Code of the City's Land Development Regulations.

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Recreation and Open Space Element (ROSE)

Policy 2.2.2 The City shall require the 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.

Property Rights Element (PRE)

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 Category Descriptions for the Suburban Development Areas of the FLUE, the LDR land use category is intended to provide for low density residential development. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

MDR in the Suburban Development Area is intended to provide compact low to medium density mixed use 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 Suburban Area shall be 20 units per acre, and the minimum gross density shall generally be greater than seven (7) units per acre.

The subject site is located on Hammond Boulevard is served by public water and sewer services. A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated June 14, 2022, identifies an existing 12-inch water main and an existing 8-inch sanitary force main along Hammond Boulevard. Therefore, the proposed amendment is consistent with FLUE Policy 1.2.9.

The proposed amendment to MDR would allow for development of additional housing options in the Northwest Planning District to accommodate future growth and development through the planning timeframe of the 2030 Comprehensive Plan. The property is underutilized land in the Suburban Development Area which has access to centralized water and sewer. Development of this site is considered infill development. Therefore, the amendment is consistent with FLUE Objectives 1.1 and 3.1, and Policies 1.1.5, 1.1.21, 1.1.24, 3.1.1 and 3.1.6.

The proposed amendment to MDR would provide a transition to the PBF to the west and LDR land use category to the south, east and north of the subject site. The application site is currently vacant undeveloped land. Therefore the proposed land use amendment to MDR is consistent to FLUE Objective 6.3 and Policies 1.1.10 and 3.1.3.

Additionally, multi-family development on the site will be required to be consistent with ROSE Policy 2.2.2, as applicable, concerning the provision of recreation and open space.

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 Northwest Jacksonville Vision Plan (September 2003). The Plan offers no specific recommendations for the location of the subject site. However, the Plan does recommend strengthening existing neighborhoods under the Plan's "Guiding Theme One". The proposed land use amendment to MDR would increase the residential presence in the area and will strengthen the existing neighborhood. Therefore, the proposed development is consistent with the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

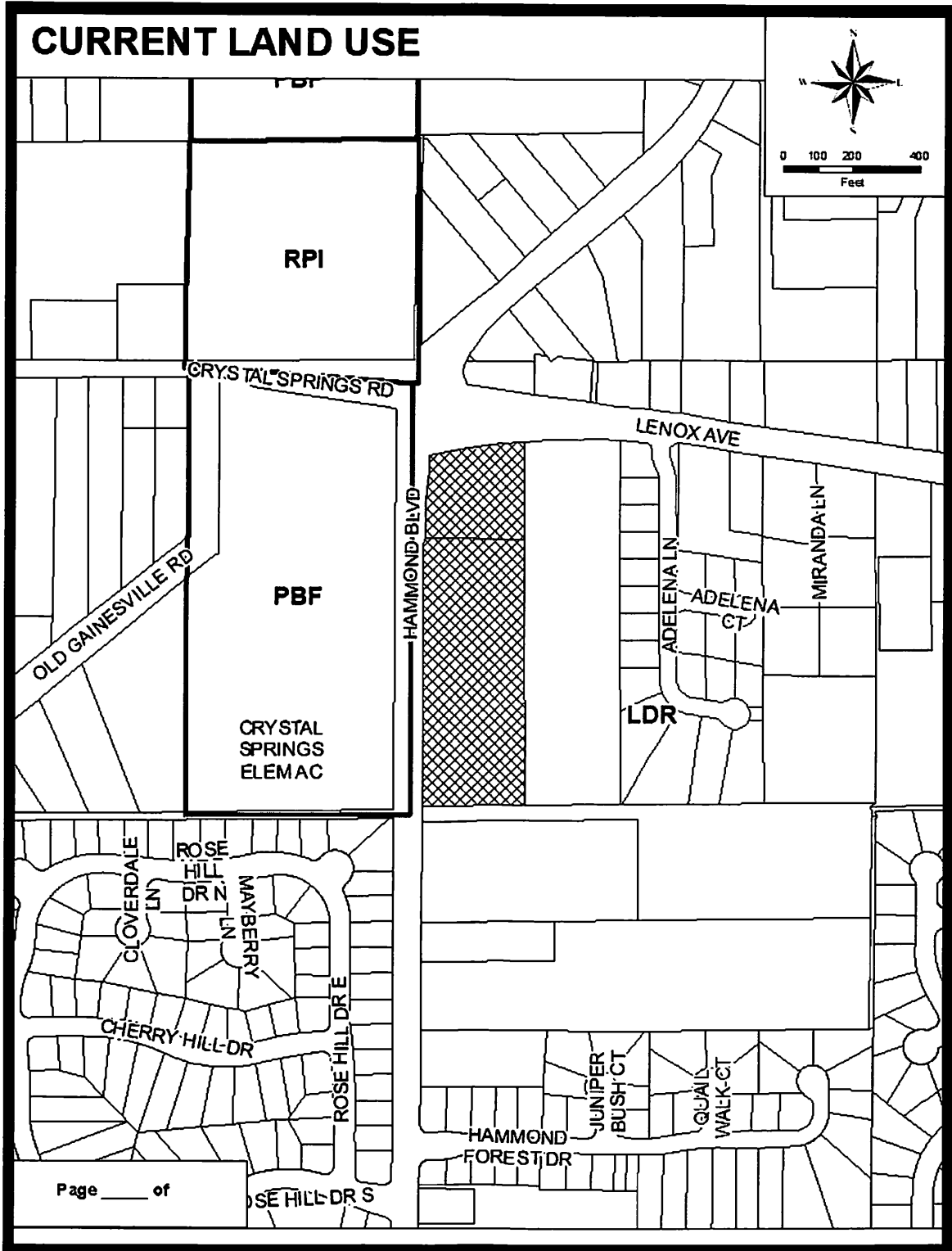
The proposed amendment is consistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Housing and Health:

STRATEGIC ISSUE: HOUSING AND HEALTH

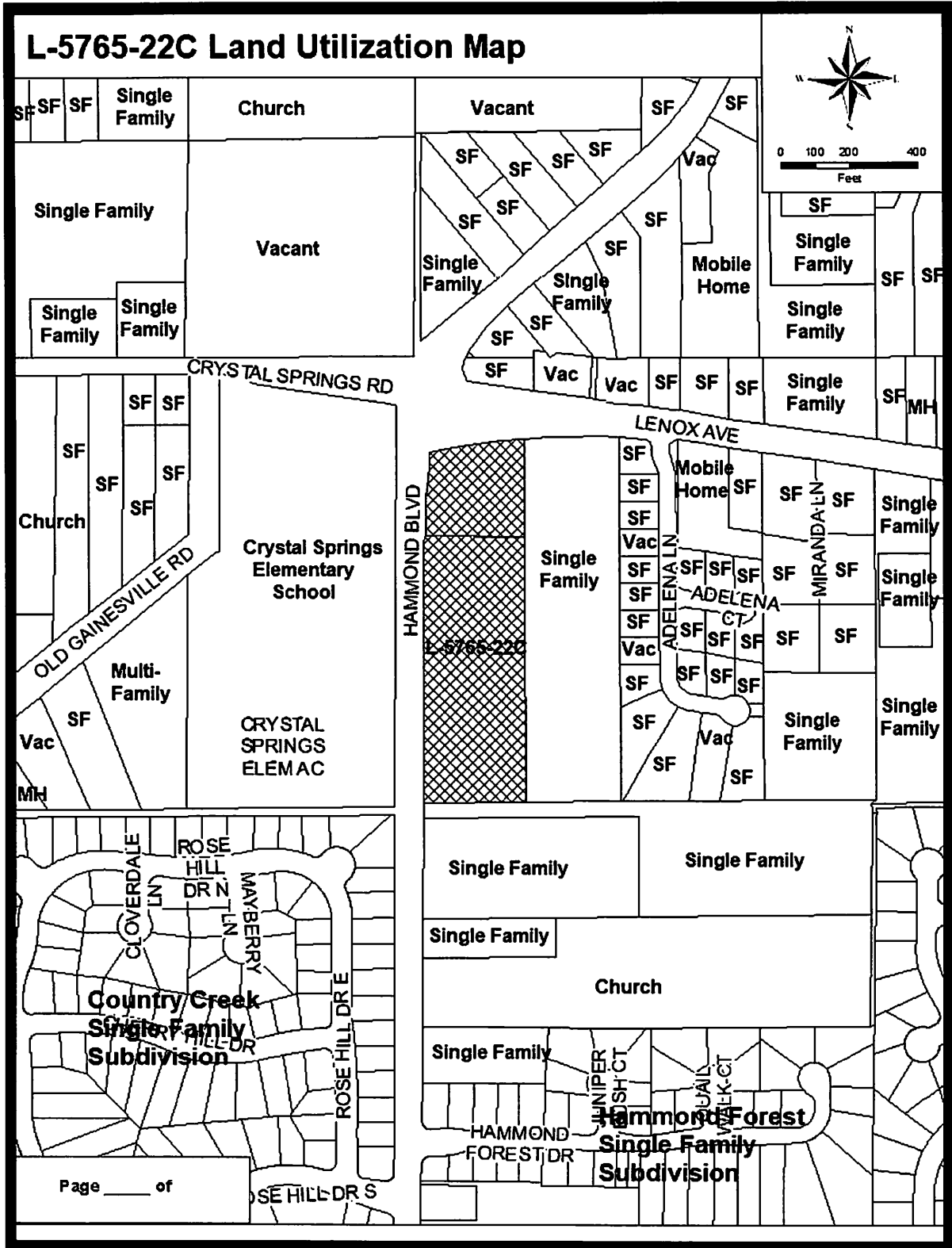
OBJECTIVE: Housing stock that is safe and free from environmental hazards that can be detrimental to health.

The proposed land use amendment results in additional housing in the area resulting in consistency with this objective of the Housing and Health Strategic Issue.

CURRENT LAND USE MAP



LAND UTILIZATION MAP



Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5765-22C Hammond Blvd Requested By: Ed "Luke" Lukacovic Reviewed By: Shalene B. Estes Due: 12/2/2022							
Analysis based on maximum dwelling units: 115							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 1&2
Elementary	8	5,666	75%	14	83%	2,075	9,642
Middle	7	1,018	71%	5	79%	267	1,653
High	8	2,697	89%	8	64%	216	2,178
Total New Students				27			

NOTES:
¹ Proposed Development's Concurrently Service Area (CSA)
² Available CSA seats include current reservations
³ Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074
 0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5765-22C Hammond Blvd Requested By: Ed "Luke" Lukacovic Reviewed By: Shalene B. Estes Due: 12/2/2022 Analysis based on maximum dwelling units: 115						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded)	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Crystal Springs ES #226	8	14	1225	912	74%	77%
Charger Academy #216	2	5	1438	961	67%	59%
Edward H. White HS #248	2	8	2071	1574	76%	67%
		27				

NOTES:

- ¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)
- ² Does not include ESE & room exclusions
- ³ Same As Above (SAA)