

Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment - February 14, 2020

Ordinance/Application No.: 2020-046 / L-5426-19A

Property Location: At the southern end of St. Isabel Drive East; between Fort Caroline Road and Alfred Acres Lane

Real Estate Number(s): 108951-0000; 108954-0000; 108961-0000; 108994-0000; 108995-0000; 108996-0000 and 108997-0000

Property Acreage: 11.34 Acres

Planning District: District 2, Greater Arlington / Beaches

City Council District: District 1

Applicant: Wyman Duggan, Esquire

Current Land Use: LDR

Proposed Land Use: MDR

Development Area: Urban

Current Zoning: RLD-60

Proposed Zoning: PUD

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This application is submitted to permit multifamily residential development.

BACKGROUND

The 11.34 acre subject site is located on the west side of St. Isabel Drive East, between Fort Caroline Road and Alfred Acres Lane. The applicant is proposing a future land use map amendment from Low Density Residential (LDR) to Medium Density Residential (MDR) and a companion rezoning from Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD) to develop multi-family units. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large-scale future land use map amendment. The subject property is located just beyond the boundaries of the Arlington CRA and zoning overlay.

The subject site is currently vacant. The properties abutting the subject site are currently designated LDR and developed with single-family dwellings. However, there is a multi-family development in the MDR land use not far to the east of the subject site and commercial development in the CGC land use runs along the Ft. Caroline Road Frontage approximately 500 feet to the south of the site. St. Isabel Drive East, classified as a local road, is a two lane right-of-way.

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

North: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-Family / Vacant Residential

South: Land Use: LDR
 Zoning: RLD-60
 Property Use: School

East: Land Use: LDR / MDR
 Zoning: RLD-60 / RMD-D
 Property Use: Vacant Residential / Multi-Family

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: 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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban	
Roadway Frontage Classification / State Road	Local Road (St. Isabel Drive East)	
Plans and/or Studies	Greater Arlington/Beaches Vision Plan	
Site Utilization	Current: Vacant Residential	Proposed: Multi-Family
Land Use / Zoning	Current: LDR/RLD-60	Proposed: MDR/PUD
Development Standards for Impact Assessment	Current: 5 dwelling units per acre	Proposed: 15 dwelling units per acre
Development Potential	Current: 56 dwelling units	Proposed: 170 dwelling units
Net Increase/Decrease in Potential Floor Area	N/A	

Development Analysis		
Net Increase/Decrease in Maximum Density	Increase of 114 dwelling units	
Population Potential	Current: 148 people	Proposed: 399 people
Special Designation Areas		
Aquatic Preserve	None	
Septic Tank Failure Area	None	
Airport Environment Zone	None	
Industrial Preservation Area	None	
Cultural Resources	None	
Archaeological Sensitivity	Low and High	
Historic District	None	
Coastal High Hazard/Adaptation Action Area	None	
Groundwater Aquifer Recharge Area	0-4 Inches	
Wellhead Protection Zone	None	
Boat Facility Siting Zone	None	
Brownfield	Not applicable	
Public Facilities		
Potential Roadway Impact	706 net new daily external trips	
Potential Public School Impact	57 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 32,065 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 24,049 gallons per day	
Potential Solid Waste Impact	Decrease of 382.2 tons per year	
Drainage Basin/Sub-basin	Downstream of Trout River / Unnamed	
Recreation and Parks	Blue Cypress Park	
Mass Transit Access	JTA Bus Line 50 within ½ mile walking distance	
Natural Features		
Elevations	37-42 feet above mean sea level	
Land Cover	1100- Residential low density 4110- Pine Flatwoods	
Soils	22- Evergreen-Wesconnett Complex 24- Hurricane and Ridgewood Soils 32- Leon Fine Sand 75- Urban Land - Hurricane Albany Complex	
Flood Zones	None	
Wetlands	None	
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).

Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

According to the City's GIS Infrastructure map, the site does not have immediate access to centralized water and sewer infrastructure. The applicant will need to connect to these services in order to meet Policy 1.2.9 of the Future Land Use Element (FLUE) and maintain the maximum density of 20 dwelling units per acre. The applicant must submit a JEA availability letter with the zoning application during the adoption round.

Transportation

The Planning and Development Department completed a transportation analysis (on file) and determined that the proposed amendment has the potential to result in an increase of 706 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

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 8.

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 8 is **0.60**.

The proposed land use amendment based on impact assessment standards has the development potential of 170 multi-family residential units and generating approximately 1,224 daily vehicular trips onto the roadway network. Subject site is accessible via St. Isabel Drive, which is a 2-lane undivided local road. University Boulevard between Edenfield Road and Fort Caroline Road is the first functional classified facility that will be significantly impacted by this proposed development, since the facility is operating over its capacity. 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 11.34 acre proposed land use map amendment has a development potential of 170 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) 3
 - 2019/2020 enrollment: 8,207
 - Current utilization: 77%
 - New student development from amendment: 28
 - 5-year utilization: 79%
 - Available seats in CSA 3: 753
 - Available seats in adjacent CSA(s): 4 and 5 is 86

- Middle School
 - CSA 3
 - 2019/2020 enrollment: 2,364
 - Current utilization: 83%
 - New student development from amendment: 12
 - 5-year utilization: 85%
 - Available seats in CSA 3: 18
 - Available seats in adjacent CSA(s): 4 and 5 is 24

- High School
 - CSA 3
 - 2019/2020 enrollment: 4,793
 - Current utilization: 95%
 - New student development from amendment: 16
 - 5-year utilization: 89%
 - Available seats in CSA 3: 38
 - Available seats in adjacent CSA(s): 4 and 4 5 is 184

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

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.

- Fort Caroline Elementary School #235
 - CSA 3
 - Amendment student generation: 28
 - School Capacity including permanent spaces and portables: 752
 - Current enrollment 20 day count for 2019/2020: 545
 - Percent Occupied: 72%
 - 4-year projection: 76%

- Arlington Middle School #213
 - CSA 3
 - Amendment student generation: 12
 - School Capacity including permanent spaces and portables: 979
 - Current enrollment 20 day count for 2019/2020: 740
 - Percent Occupied: 76%
 - 4-year projection: 73%

- Terry Parker High School #86
 - CSA 3
 - Amendment student generation: 16
 - School Capacity including permanent spaces and portables: 1,866
 - Current enrollment 20 day count for 2019/2020: 1,626
 - Percent Occupied: 87%
 - 4-year projection: 95%

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.

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.

IE-AR

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 February 4, 2020, the required notices of public hearing signs were posted. Seventy-four (74) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. Staff was notified that the posted signs were missing on January 30, 2020 and new signs were reposted by the applicant on February 5, 2020.

The Citizen Information Meeting was held on February 3, 2020. Five members of the public were in attendance and had concerns regarding the total number of units proposed, lack of sidewalks in the area, access to the site and traffic impacts.

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 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.

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

Policy 1.1.12 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 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

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.

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 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

According to the Category Description of the FLUE, the Low Density Residential (LDR) in the Urban Area is intended to provide for low density residential development at up to seven dwelling units per acre. Plan amendment requests for new LDR designations are preferred in locations which are supplied with full urban services.

According to the category description of the FLUE, the Medium Density Residential (MDR) in the Urban Area is intended to provide compact medium density residential development at up to 20 dwelling units per acre. 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.

The proposed land use amendment results in a compact and compatible land use pattern considering multi-family development in the MDR land use to the east and the school in the LDR and CGC land use to the south. The site is also located within the Urban Development Area, where infill and redevelopment are encouraged at moderate densities. Designation of the site with the MDR land use facilitates infill residential development on a vacant parcel at moderate densities and provides opportunities to develop a diverse housing stock. Therefore, the proposed amendment to MDR is consistent with FLUE Objectives 1.1 and 3.1 and FLUE Policies 1.1.22 and 3.1.6.

Development of this site facilitates infill development of a vacant and underutilized parcel located in the Urban Development Area and the Greater Arlington / Beaches Planning District consistent with FLUE Policy 1.1.20. The proposed development will be required to connect to JEA potable water and sanitary sewer in order to maintain consistency with FLUE Policy 1.2.9.

The proposed amendment will be filed with a companion PUD in the adoption round. The PUD is an appropriate tool to define site design and development standards in a manner that maintains consistency and compatibility with surrounding uses and neighborhood character as called for in FLUE Policy 1.1.12.

Vision Plan

The application site lies within the Greater Arlington/Beaches Vision Plan area. Objective 2.1.1 of the plan states “Encourage range of housing opportunities and choices that are compatible with affected neighborhood”. The proposed land use change to Medium Density Residential (MDR) provides the opportunity to encourage infill development while offering new housing opportunities to the area and the companion PUD can include site design and development standards to ensure compatibility with abutting development.

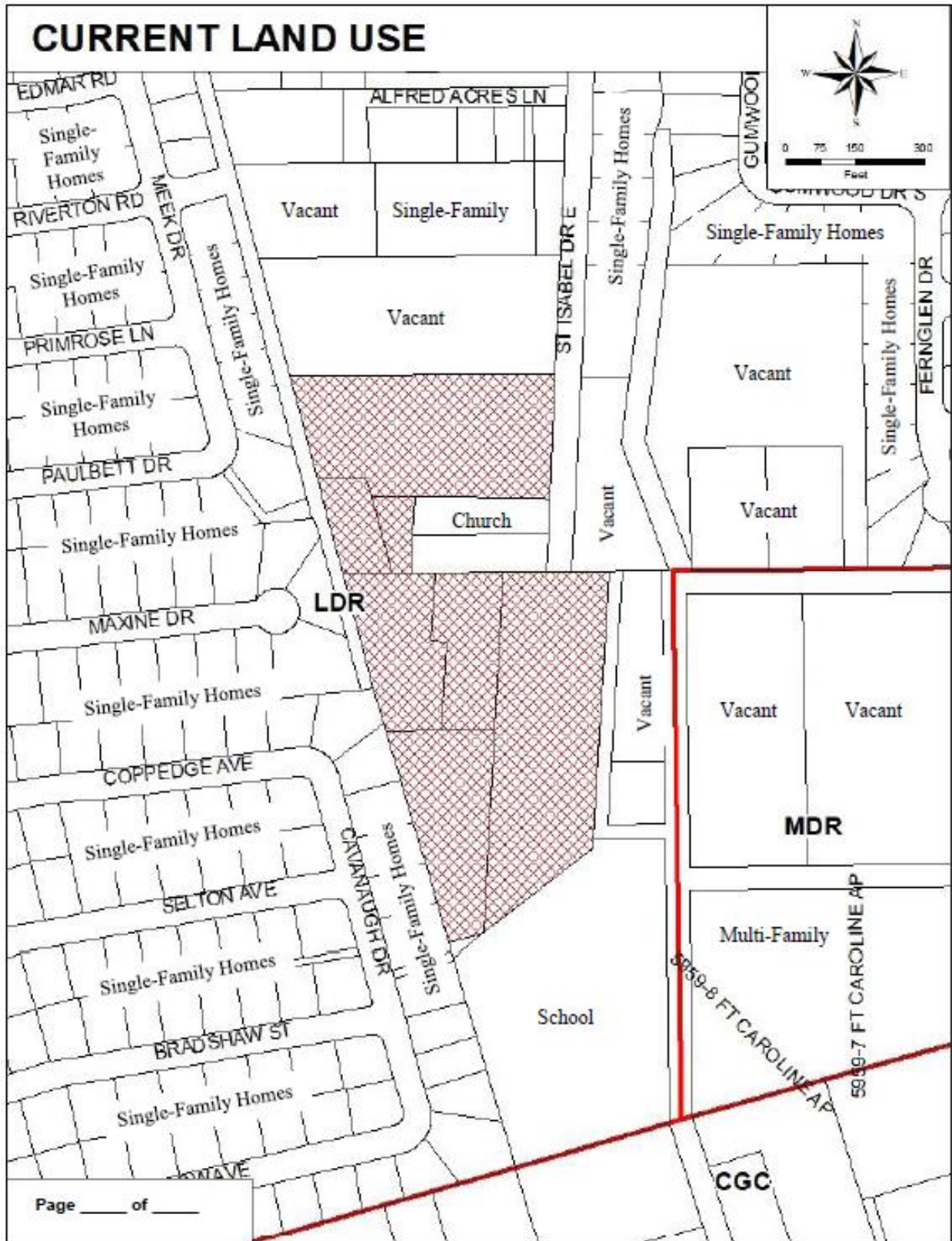
Strategic Regional Policy Plan

The proposed amendment is consistent with the following policy of the Regional Health section 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 is consistent with Policy 21 of the Regional Health section of the Northeast Florida Regional Council’s Strategic Regional Policy Plan as it would provide an additional housing choice in the area and would provide infill in an already developed area of the Northeast Florida region.

LAND USE AND CURRENT LAND UTILIZATION MAP



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