

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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August 19, 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. 2021-409/Application No. L-5549-21C

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 2021-409 on August 19, 2021.

P&DD Recommendation

APPROVE

PC Issues:

One citizen attended the meeting and expressed opposition to the amendment due to the anticipated rise in crime and drug activity.

The Commission noted that redevelopment tends to improve neighborhoods.

PC Vote:

5-0 APPROVE

Joshua Garrison, Chair

Recused

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Aye

Ian Brown

Absent

Alexander Moldovan

Aye

Jason Porter

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

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 13, 2021

Ordinance/Application No.: 2021-409 / L-5549-21C

Property Location: 5811 Le Sabre Road between 103rd Street and 118th Street

Real Estate Number(s): 013730-1000, a portion of

Development Area: Suburban

Property Acreage: 0.55 of an acre

Planning District: District 4, Southwest

City Council District: District 10

Applicant: Paul M. Harden, Esquire

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Medium Density Residential (MDR)

Current Zoning: (3.89 acres) Low Density Residential-60 (LDR-60), Residential Medium Density-B (RMD-B) and Public Buildings and Facilities-2 (PBF-2)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To make the entire parcel MDR, as the majority of the parcel is already MDR.

BACKGROUND

The 0.55 of an acre subject property is located on the east side of Le Sabre Road between 103rd Street and 118th Street. According to the City’s Functional Highways Classification Map, Le Sabre Road is a local road. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from LDR to MDR, with a larger companion rezoning application from RLD-60, RMD-B, and PBF-2 to PUD to develop multi-family dwelling units. The companion rezoning, Ordinance 2021-410 is pending concurrently with this application.

The property is currently by 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: MDR
 Zoning: PBF-2, RLD-60, RMD-B and Residential Medium Density-D (RMD-D)
 Property Use: Church, single-family dwellings, multi-family dwellings, mobile homes and apartments

South: Land Use: LDR
 Zoning: Public Buildings and Facilities-2 (PBF-2) and RLD-60
 Property Use: Single-family subdivisions

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

West: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family subdivisions

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-5549-21C

Development Analysis	0.55 of an acre	
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Le Sabre Road – Local roadway	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Multi-family dwellings
Land Use / Zoning	Current: LDR / RLD-60	Proposed: MDR / PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: 15 DU/Acre
Development Potential	Current: 2 DUs	Proposed: 8 DUs
Net Increase or Decrease in Maximum Density	Increase of 6 DUs	
Net Increase or Decrease in Potential Floor Area	N/A	

Development Analysis		0.55 of an acre
Population Potential	Current: 5 people	Proposed: 18 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150' Height for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches recharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 40 net new daily trips	
Potential Public School Impact	De minimus	
Water Provider	JEA	
Potential Water Impact	Increase of 1,596 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 1,197 gallons per day	
Potential Solid Waste Impact	Increase of 15.6 tons per year	
Drainage Basin/Sub-basin	Ortega River Basin /Oak Hill Park Ditch Sub-basin	
Recreation and Parks	Low Brantley Park	
Mass Transit Access	No bus service at this location	
Natural Features		
Elevations	76 feet above mean sea level	
Land Cover	(1900) Open Land	
Soils	(71) Urban land-Leon-Boulogne complex	
Flood Zones	No	
Wetlands	No	
Wildlife (applicable to sites greater than 50 acres)	Not applicable	

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for 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 March 2, 2021, identifies an existing 16-inch water main and an existing 10-inch sanitary gravity main which crosses the property.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in an increase of 40 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. A copy of the transportation analysis is on file with the Planning and Development 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.

Subject site is accessible via Le Sabre Road, a local facility. The proposed MDR development will not have any significant impacts on the external roadway network.

School Capacity

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

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.

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

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 August 8, 2021, the required notices of public hearing signs were not posted. Fifty-eight (58) 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 August 2, 2021. 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.

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 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 Le Sabre Road 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 March 2, 2021, identifies an existing 16-inch water main and an existing 10-inch sanitary gravity main which crosses the property. 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 Southwest 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 multi-family residential resulting in a compatible development pattern with the nearby existing MDR designated land use category and provides a transition from the existing MDR to the LDR land use category south, east and west 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 Southwest 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 MDR neighborhood. Therefore, the proposed development is consistent with the Southwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

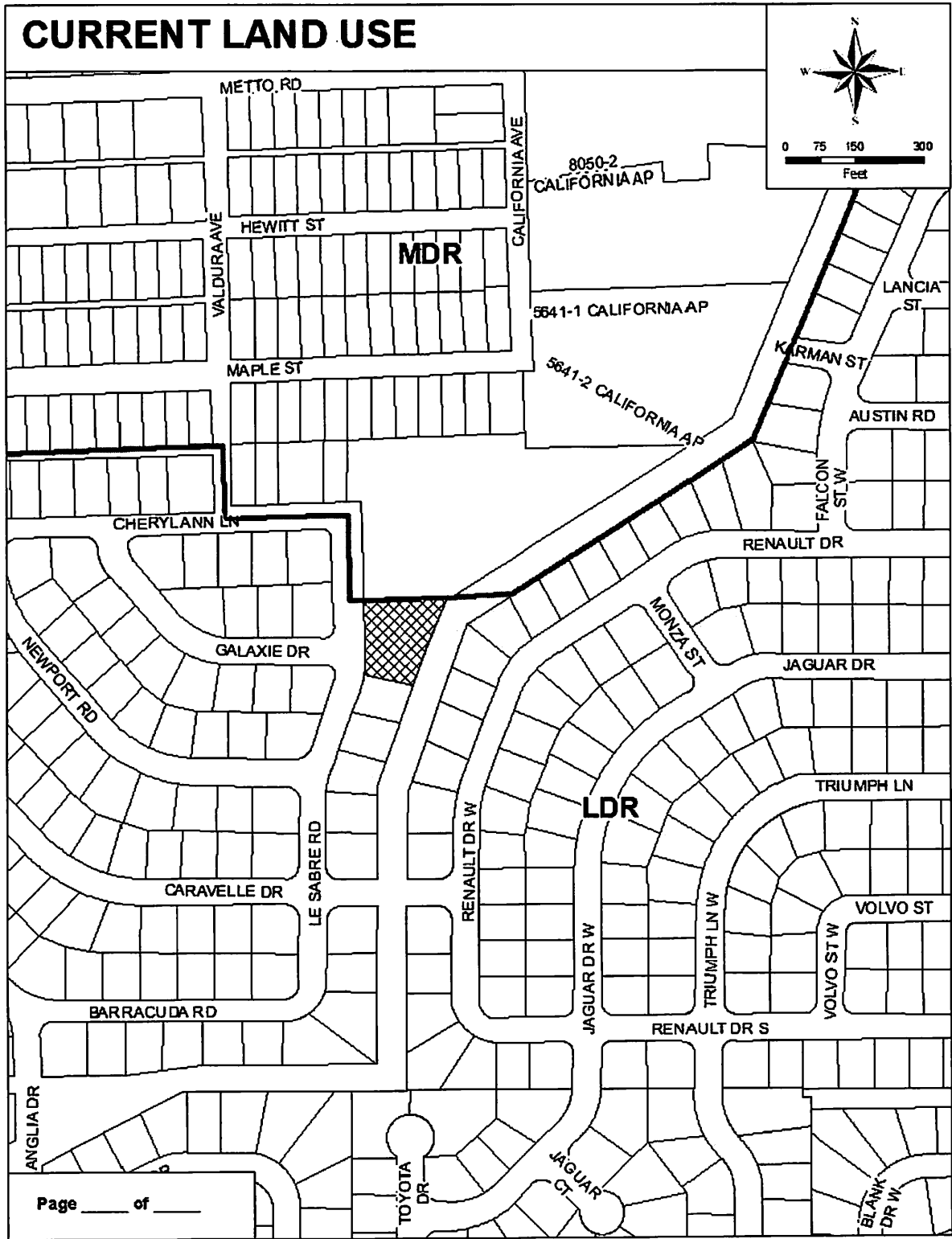
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.

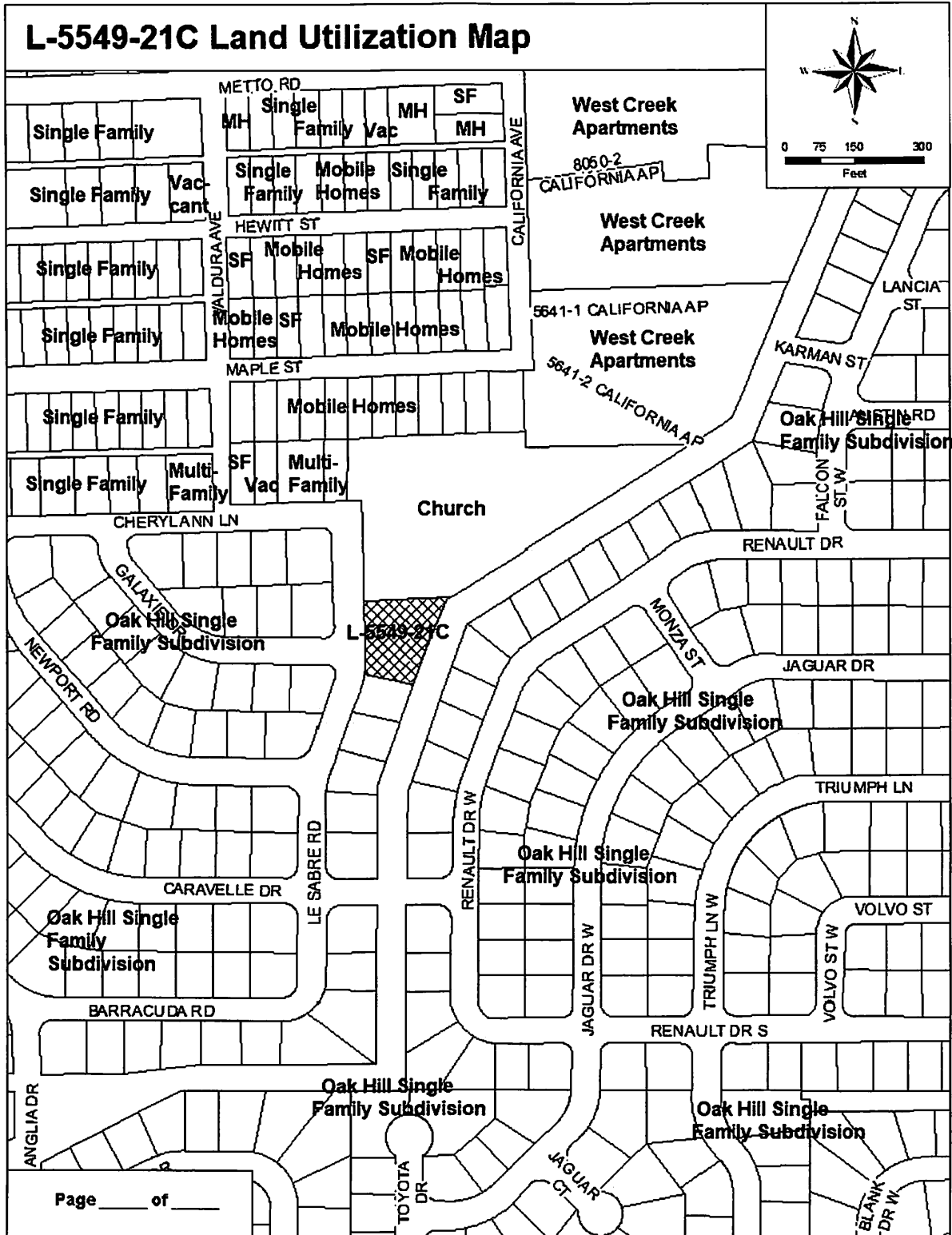
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

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

CURRENT LAND USE MAP



LAND UTILIZATION MAP



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