

**PROPOSED LARGE-SCALE
FUTURE LAND USE MAP (FLUM) AMENDMENT**



OVERVIEW

ORDINANCE: 2019-066

APPLICATION: L-5314-18A-2-3

APPLICANT: T.R. HAINLINE, ESQ

PROPERTY LOCATION: 13723 and 0 Atlantic Boulevard

Acreage: 21.95

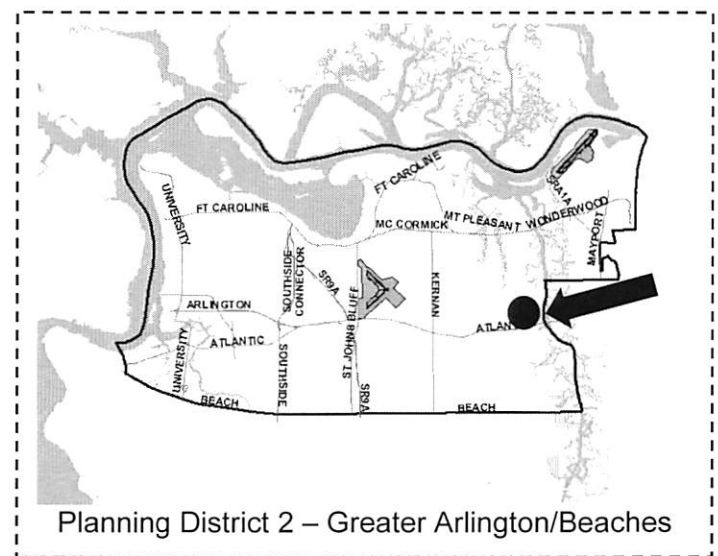
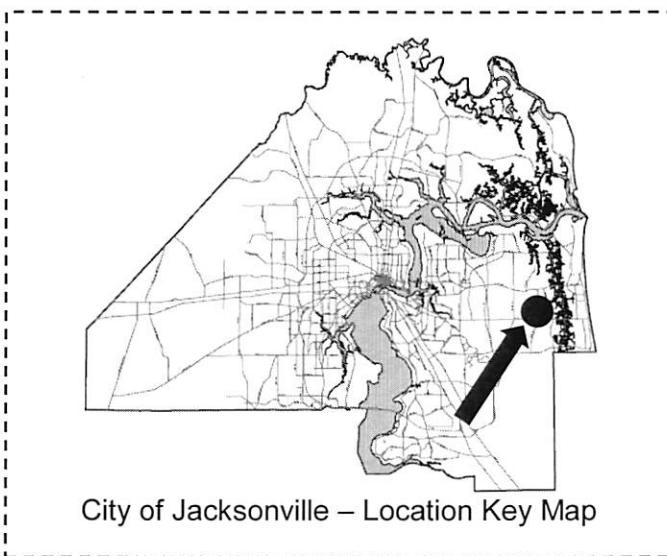
Requested Action:

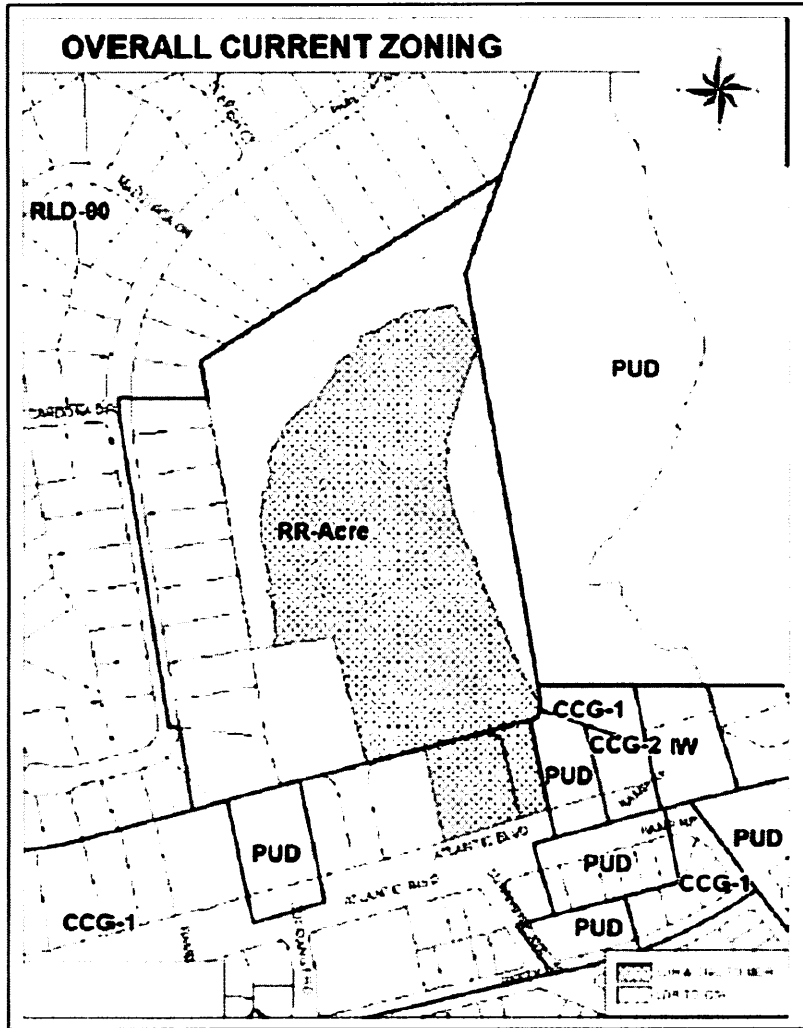
	Current	Proposed
LAND USE	LDR and CGC	CSV and MDR
ZONING	RR-Acre and CCG-1	PUD

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR and CGC	CSV and MDR	103 DU (5 DU/Acre)	216 DU (15 DU/Acre)	19,820 sq. ft. (0.35 FAR)	N/A	Increase of 113 DU	Decrease of 19,820 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL

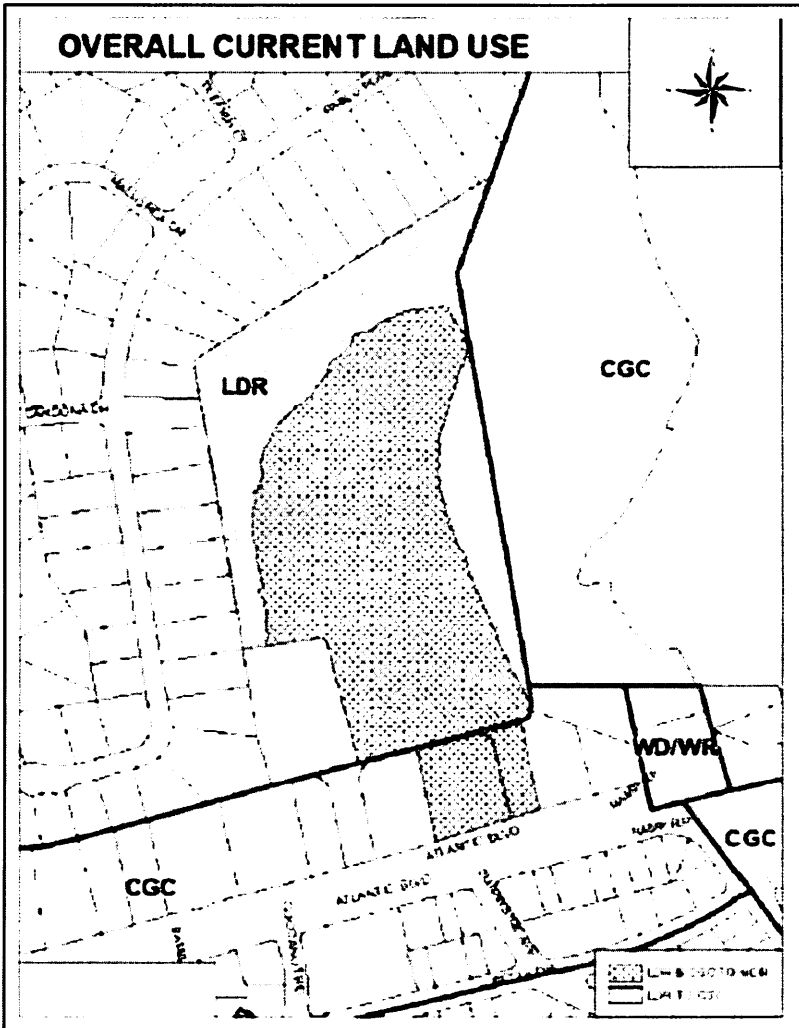
LOCATION MAPS: Arrows point to location of proposed amendment.





Current Zoning District(s): Residential Rural-Acre (RR-Acre) and Commercial Community General-1 (CCG-1)

Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Low Density Residential (LDR) and Community/General Commercial (CGC)

Requested FLUM Land Use Categories: Medium Density Residential (MDR) and Conservation (CSV)

ANALYSIS

Background:

The subject site consists of two (2) parcels, totaling approximately 21.95 acres and is located on the north side of Atlantic Boulevard, just west of Pablo Creek/Intracoastal Waterway. The site is located in Council District 3 and Planning District 2 (Greater Arlington/Beaches) and is within the bounds of the Greater Arlington/Beaches Vision Plan.

As mentioned, the site subject to the proposed land use amendment consists of two (2) parcels. One parcel at 13723 Atlantic Boulevard is approximately 1.21 acres, fronts Atlantic Boulevard and is designated as Community/ General Commercial (CGC) on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. The other parcel has approximately 84 feet of linear frontage along Atlantic Boulevard and extends north, behind the commercially designated parcels along Atlantic Boulevard. This parcel of the subject site is approximately 20.74 acres; the majority of this parcel is designated as Low Density Residential (LDR) with a small portion along the Atlantic Boulevard commercial corridor designated as CGC. The site subject to the proposed land use amendment has a total of approximately 300 linear feet of frontage along the Atlantic Boulevard commercial corridor. Atlantic Boulevard (US 90A, a Florida Department of Transportation facility) is an established commercial corridor within the Urban Development Area of the City. Parcels along the Atlantic Boulevard commercial corridor are located within the Urban Development Area, with the residential areas to the north and south of the corridor identified as being within the Suburban Development Area. As such, the site subject to the proposed land use amendment falls within both the Urban and Suburban Development Areas.

Current Land Use and Acreage		Proposed Land Use and Acreage	
CGC	1.3 acres	MDR	1.3 acres
LDR	20.65 acres	MDR	13.12 acres
		CSV	7.53 acres

The subject site is currently vacant and mostly undeveloped (a vacant structure is located on site). The applicant is seeking an amendment to the FLUMs from LDR and CGC to Conservation (CSV) and Medium Density Residential (MDR) and a companion rezoning from Residential Rural-Acre (RR-Acre) and Commercial Community General-1 (CCG-1) to Planned Unit Development (PUD) in order to develop multi-family residential units. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-067.

The subject site extends north approximately 1,300 feet, with an abutting single-family subdivision to the west and north and wetlands/marsh, associated with Pablo Creek, to the east. The southern boundary of the site fronts Atlantic Boulevard and abuts a few commercial properties along Atlantic Boulevard.

The land use designations of the marsh and wetland areas abutting the subject site to the east were amended via Ordinance 2007-0355-E from Water-Dependent/Water-Related (WD-WR)

and Agricultural-iv (AGR-iv) to CGC. This property was then subject to a remedial Comprehensive Plan amendment (Ordinance 2009-0621-E). As a result, development of that property was restricted by several provisions, such as residential development shall not exceed 590 dwelling units; marina-related specialty retail shall not exceed 6,500 square feet; and the total number of marina slips will not exceed 650, among other restrictions.

The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	Residential Low Density-90 (RLD-90)	Single-family subdivision
South	CGC	CCG-1 and PUD	Boat sales (across Atlantic Boulevard) and pressure washing business
East	CGC	PUD and CCG-1	Marsh and auto repair, boat retail
West	LDR and CGC	RLD-90, RR-Acre and CCG-1	Single-family residential and FDOT pond

Attachment A, Land Utilization Map, provides a detailed picture of the existing development pattern for the immediate area. The proposed amendment was heard at the Jacksonville Waterways Commission on October 10, 2018; the Commission voted 9 to 1 in favor of recommending approval of the proposed amendment.

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.

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 (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 service availability letter from JEA was issued on August 2, 2018 and is on file with the Department.

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.

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a) Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b) The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd):
 - a) Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b) The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a) Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b) The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - c) Each lot is a minimum of 1 acre unsubmerged property.
 - d) Alternative (mounded) systems are not required.

School Capacity

Based on the Development Standards for impact assessment, the 21.95 acre proposed land use map amendment has a development potential of 216 multi-family dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

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

**School Impact Analysis
LUA L-5314-18A**

Development Potential: 216 Multi-family Units

School Type	CSA	2017-18 Enrollment/CSA	Current Utilization (%)	New Student/Development	5-Year Utilization (%)	Available Seats
Elementary	5	9,412	95%	36	94%	165
Middle	5	2,671	95%	16	88%	42
High	5	7,792	100%	20	98%	46
Total New Students				72		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

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.

SCHOOL	CONCURRENC Y SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2018/19)	% OCCUP -IED	4 YEAR PROJECT -ION
Neptune Beach ES #246	5	36	1,033	836	81%	89%
Mayport MS #254	5	16	1,004	805	80%	77%
Sandalwood HS #237	5	20	2,813	2,940	105%	110%

- Does not include ESE & room exclusions
- Analysis based on development impact standards of 216 dwelling units – L-5314-18A

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in 115 net new daily vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner’s mobility fee for transportation impacts generated from a proposed development, where the landowner’s mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles

traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 2.

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 (2018) 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 2 is **0.70**.

Atlantic Boulevard (US 90A) is the first functional classified facility that would be impacted by the proposed development. US 90A between San Pablo Road N to the Ramp A1A is a 6-lane urbanized divided arterial facility, which has a maximum daily capacity of 54,300 vpd. This segment is expected to operate at a V/C ratio of 0.83 with the inclusion of the additional traffic from this land use amendment. US 90A is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium, 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 feet Height and Hazard Zone for the Naval Station Mayport. 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.

Coastal High Hazard Area (CHHA) / Adaptation Action Area (AAA)

Approximately 2.3 acres of the subject site are located within the CHHA/AAA. The map in Attachment G shows the portion of the property within the CHHA/AAA. The amendment request for the overall subject site is to change the land use designations from CGC and LDR to MDR and CSV. The portion of the subject site located within the CHHA/AAA has a proposed designation of CSV; no development is proposed on the portion of the subject site that is located within the CHHA/AAA.

Conservation/Coastal Management Element

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

Policy 11.5.1 The City of Jacksonville shall recognize the Coastal High Hazard Area (CHHA) identified in Map C-18 as also encompassing the Adaptation Action Area (AAA) for those low-lying coastal zones that may experience coastal flooding due to extreme high tides and storm surge and are vulnerable to the impacts of rising sea level. (§163.3177(6)(g)(10), F.S.) Land within the AAA is subject to potential high tide inundation under a horizon 2060 two foot sea level rise scenario.

Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Policy 11.5.3 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related

to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a conservation land use category, Conservation zoning district, and/or conservation easement.

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. The wetlands are being placed in the CSV land use category. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 7.23 Acres

General Location(s): Along the northern, western, and eastern property boundaries (See Wetlands Map in Attachment E)

Quality/Functional Value: The wetlands consist of salt marsh (5.43 acres), mixed wetland hardwoods (1.15 acres), and tidal creek/ditches (0.65 of an acre). They have an extremely high functional value due to its water filtration attenuation of coastal waters and reduction of storm surge in coastal high hazard areas during cataclysmic coastal storms.

Soil Types/ Characteristics: (32) Leon fine sand, 0-2% slopes – The Leon series consists of nearly level, poorly drained and very poorly drained, sandy soils. These soils formed in thick beds of marine sand. They are in flatwoods and tidal marshes. The soils are slowly permeable to moderately rapidly permeable. In areas in flatwoods, the high water table generally is at a depth of 6 to 18 inches. In tidal areas, the high water table generally is at or near the surface and the areas are flooded twice daily by fluctuating tides for very brief periods. Slopes are linear and range from 0 to 2 percent.

(68) Tisonia mucky peat, 0-1% slopes, very frequently flooded – The Tisonia series consists of nearly level, very poorly drained, organic soils. These soils formed from nonwoody, halophytic plant remains underlain by fine textured sediments. They are in tidal marshes. The soils are very slowly permeable. The high water table generally is at or near the surface, and areas are flooded twice daily by fluctuating tides for very brief periods. Slopes are linear and are 0 to 1 percent.

Wetland Category: Category I and II

Consistency of Permitted Uses: The wetlands are being placed in the CSV land use category and conservation uses are permitted within Category I and II wetlands, subject to CCME Policy 4.1.5 (see below).

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: Applicant is proposing wetlands be placed in the Conservation (CSV) land use category.

Associated Impacts: AE flood zone corresponds with wetland portion along the west, north, and east property lines.

Relevant Policies:

Conservation/Coastal Management Element

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

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

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, 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 4.1.5

The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b)Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

- (5) Any use which 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.
- (6) For Category II wetlands only, silvicultural uses are allowed, 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.

Policy 4.1.7

High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezoning and site plan applications shall include high intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

Flood Zones

Approximately 8.8 acres of the subject site is located within the AE flood zone and the 0.2 PCT Annual Chance Flood Hazard area (see Attachment F). Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 PCT Annual Chance Flood Hazard area is an area within the 500-year floodplain and outside of the SFHA; flood insurance is not mandatory within this flood zone. The 0.2 PCT Annual Chance Flood Hazard area is deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. However, most of the flood zone is within the area dedicated for CSV.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Evacuation Zone

The subject site is within Evacuation Zone A. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and a conceptual site plan that the developer has made available. Staff informed EPD that the applicant is planning to develop 14.42 acres of uplands with 253 multi-family units but that the proposed amendment would allow for a maximum of 341 multi-family units. Their complete analysis is included within this report as Attachment H.

Summary of EPD Response:

Structures within Zone A are the most vulnerable to storm surge, wave action, and precipitation. Evacuation Zone A will be the first zone to be evacuated. In Duval County, clearance times for both In-County and Out-of-County evacuations have been determined using methodology from the Statewide Regional Evacuation Study Program (Volume 4-4 Northeast Florida); this methodology accounts for population growth estimates between the years 2015 and 2020.

Per EPD's attached memo (Attachment H), the changes proposed through this land use amendment application would have a minimal impact on countywide evacuation clearance time within Duval County and a minimal localized impact to traffic flow westward on Atlantic Boulevard. However, during a Zone A evacuation, roadway segments with the highest vehicle queues are concentrated along major interstate and state highway systems, which do not include Atlantic Boulevard. See the Strategic Regional Policy Plan analysis section for additional information.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides

adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Manatee Protection Plan Boat Facility Siting Zone

The subject site is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, Pablo Creek is an “acceptable with conditions” zone and allows for construction of five (5) boat slips per 100 linear feet of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection (FDEP) and the St. Johns River Water Management District (SJRWMD).

Conservation Coastal Management Element

Policy 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any Vision Plan, and any other special study or plan adopted by the City, such as the Boat Facilities Siting Plan located in the MPP.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Urban & Suburban Area	
Roadway Frontage Classification	Principal, US 90A	
Plans/Studies	Greater Arlington Beaches Vision Plan	
	CURRENT	PROPOSED
Site Utilization	Vacant/Undev.	Multi-family
Land Use/Zoning	LDR (20.65ac) & CGC (1.3ac)	MDR (14.42ac) & CSV (7.53ac)
Development Standards For Impact Assessment	LDR – 5 du/ac; CGC- 0.35 FAR	MDR – 15 du/ac; CSV – N/A
Development Potential	103 units and 19,820 sq. ft.	216 units
Population Potential	274 people	508 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	300' (Mayport NAS)	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	High, Medium, & Low (mostly)	
Historic District		X
Coastal High Hazard/Adaptation Action Areas	X	
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone	Acceptable with conditions - 5 docks per 100 ft.	
Brownfield		X
State Road (SR)	SR Name: 10	
PUBLIC FACILITIES		
Potential Roadway Impact	115 net new daily vehicular trips	
Water Provider	JEA	
Potential Water Impact	Increase of 22,371 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 16,778 gpd	
Potential Solid Waste Impact	Increase of 262.09 tons per year	
Drainage Basin / Sub-Basin	Intracoastal Waterway / Intracoastal Waterway Lagoon	
Recreation and Parks	Atlantic Highlands Park (approx. 1,000 ft SW of site)	
Mass Transit	Yes – Route 10	
Evacuation Zone	Evacuation Zone A	

NATURAL FEATURES	
Elevations	3-16 feet
Land Cover	1400 (commercial and services); 4340 (upland mixed coniferous hardwood); 6460 (mixed scrub-shrub wetland); 6420 (saltwater marshes)
Soils	Leon fine sand, 0-2% slopes (32); Hurricane and Ridgewood soils, 0-5% slopes (24); Tisonia mucky peat, 0-1% slopes, very frequently flooded (68)
Floodzone	AE & 0.2% annual chance flood hazard
Wetlands	6460 (mixed scrub-shrub wetland); 6420 (saltwater marshes)
Wildlife (sites greater than 50 acres)	N/A

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 14, 2018, the required notices of public hearing signs were not yet posted. The applicant was notified, and the signs were posted on the next business day; picture below. The site was re-inspected on February 21, 2019, and one sign was missing. The applicant was provided with a replacement sign. Sixty-two (62) 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 1, 2018. Approximately four (4) members of the public, residents and property owners within the nearby Pablo Point subdivision, expressed opposition to the proposed MDR designation and support for the proposed CSV designation. Their concerns regarding the MDR designation related to transportation/traffic issues, hurricane evacuation times, and the potential flooding due to construction/development.

The applicant, developer, and property owner's representative were present and available to answer questions and provide information.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 *Comprehensive Plan*:

Future Land Use Element

- 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 1.5.3 Protect potable water well fields, areas of moderate to high aquifer recharge, known habitat areas of rare, endangered, or threatened species, and other significant natural resources through Land Development Regulations enacted which limit activities having the potential to contaminate soil, ground or surface waters, or otherwise destroy these sensitive areas, consistent with the provisions of the Conservation/Coastal Management Element.
- Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.
- 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 3.1.11 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

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

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.

Conservation and Coastal Management Element

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**

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, 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 4.1.5

The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which 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.
- (6) For Category II wetlands only, silvicultural uses are allowed, 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.

Policy 4.1.7 High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezoning and site plan applications shall include high intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

According to the Category Description of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development. Community / General Commercial (CGC) in the Urban Development Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure.

According to the Category Description for the Suburban Development Area of the FLUE, Medium Density Residential (MDR) is intended to provide compact low to medium density mixed use development. In the Urban Development Area, MDR is intended to provide compact medium density residential development. Plan amendments 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 maximum gross density for the MDR category in both the Urban and Suburban Development Areas is 20 units per acre and the minimum gross density is greater than seven (7) units per acre. Development massing should generally be evenly distributed throughout the site to the greatest extent possible. Off-street parking must be located behind or to the side of buildings to the greatest extent possible in order to promote a more compact, pedestrian-friendly

environment. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.

The FLUE category description for Conservation (CSV) describes these lands as areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks, and unique coastal areas.

A band of wetlands borders the property along the west, north, and east, resulting in the proposed amendment request from LDR to CSV. Given the land development pattern in the area, the proposed amendment from CGC (along the Atlantic Boulevard corridor) and LDR to MDR provides for a gradual transition of intensity and density between the commercial uses along Atlantic Boulevard and the CGC designation abutting the subject site to the east and the single-family residential uses to the north and west. Consistent with FLUE Policy 1.2.9, the subject site is served by City water and sewer services, per the letter of service availability from JEA (dated August 2, 2018) which is on file with the Department. Further, the proposed CSV designation provides a buffer between the LDR designation and the proposed MDR designation. If adopted, the CSV land use category will preserve the wetlands on site. Given the aforementioned, the proposed amendment to MDR and CSV promotes a compact and compatible land development pattern, while preserving environmentally sensitive areas, and provides an organized and balanced combination of uses, consistent with FLUE Policies 1.1.22, 1.5.3, 1.5.14, and FLUE Goal 3.

The proposed amendment to MDR would permit the infill development of a multi-family residential community on vacant, underutilized land, which would provide housing opportunities consistent with FLUE Objectives 3.1 and 6.3, while preserving wetlands as a natural buffer to the existing low density residential community. When the proposed land use amendment is filed for adoption, it will be accompanied by a PUD rezoning application, which will allow for innovative site planning and design, consistent with FLUE Policy 1.1.12. The companion rezoning will be required to show an efficient system of internal circulation as put forth in FLUE Policy 3.1.11. Moreover, the proposed PUD will be required to comply with ROSE Policies 2.2.2 and 2.2.5 concerning the adequate provision of open space and with CCME Policies 4.1.3 and 4.1.5 concerning the preservation of wetlands on site. The applicant provided a high intensity wetlands survey (Attachment E), thereby meeting the requirement set forth in CCME Policy 4.1.7.

The proposed land use amendment is consistent with the CCME and FLUE objectives and policies enumerated in the Impact Assessment section above as the proposed development is clustered in such a way as to avoid the CHHA/AAA. The portion of the subject site within the CHHA/AAA is proposed as CSV. The proposed amendment is also consistent with the CCME policies listed in the flood zone analysis section above as the majority of the land identified as being within a flood zone is proposed as CSV with a minimal area of 0.2 PCT Annual Chance Flood Hazard area located at the perimeter of the portion of the site being proposed as MDR.

Vision Plan

The subject property is located within the boundaries of the *Greater Arlington / Beaches Vision Plan (2010)*. The Plan provides guidelines in support of Sub-Principle 2.1, which states,

“Promote greater density/diversity of land uses in appropriate locations.” These guidelines describe the most appropriate locations for new housing and aim to protect existing neighborhoods from incompatible development. Consistent with these guidelines and Sub-principle 2.1 of the Plan, the proposed land use amendment to MDR is located on underutilized land along a corridor and on the periphery of a single-family development.

The CSV portion of the proposed amendment is consistent with Sub-Principles 5.1 and 5.3 of the Plan, which state respectively, “Protect and enhance conservation and natural areas and provide public access” and “Preserve natural resources.”

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Objectives and Policies of the Strategic Regional Policy Plan:

Objective: Public Safety

Policy 8: To facilitate orderly and compliant evacuation, the Region encourages mechanisms for a well-informed and well-prepared public. Mechanisms include a constantly evolving set of information tools that remain current with the prevailing communication mediums.

Policy 9: The Region supports all efforts to ensure that the Regional population is prepared for long-term survival after a disaster, including health, hygiene, and the security of people and property.

Objective: A Resilient Region

Policy 24: The Region supports directing development away from areas anticipated to be most vulnerable to hazards. Where growth within vulnerable areas occurs, the Region encourages concurrent mitigation for those impacts. NEFRC will work with local governments on mitigation strategies to the extent they plan to add residential units in the Coastal High Hazard Area to ensure the mitigation addresses vulnerabilities.

The subject property fronts Atlantic Boulevard, which serves as a hurricane evacuation route for the beaches’ communities. The site is also within Evacuation Zone A. Per the companion PUD written description, the developer will require the property owner and/or tenant association to develop a process for making available to tenants public information regarding hurricane preparedness and evacuation, including information regarding evacuation areas, procedures, and routes, and regarding websites and local media outlets for hurricane preparedness, weather updates, and evacuation reports. This information will be provided to tenants in their move-in packet. The information for all tenants will be updated in order to remain current with the prevailing communication mediums as necessary. Additionally it is anticipated that the finished floor elevation of the apartment complex will be a minimum of 10 feet above sea level, which is approximately 4 to 5 feet above the base flood elevation (BFE) for the area, as delineated on FEMA’s Flood Insurance Rate Map (FIRM). The elevation of the building will help to protect the residents’ property in the event of a hurricane. No development shall occur in the Coastal High Hazard Area (CHHA) on this site; the area is being placed into the CSV land use category, which prohibits development. Further, according to the PUD written description, approximately 2.5 acres of uplands consisting of mature hardwoods will be preserved as well.

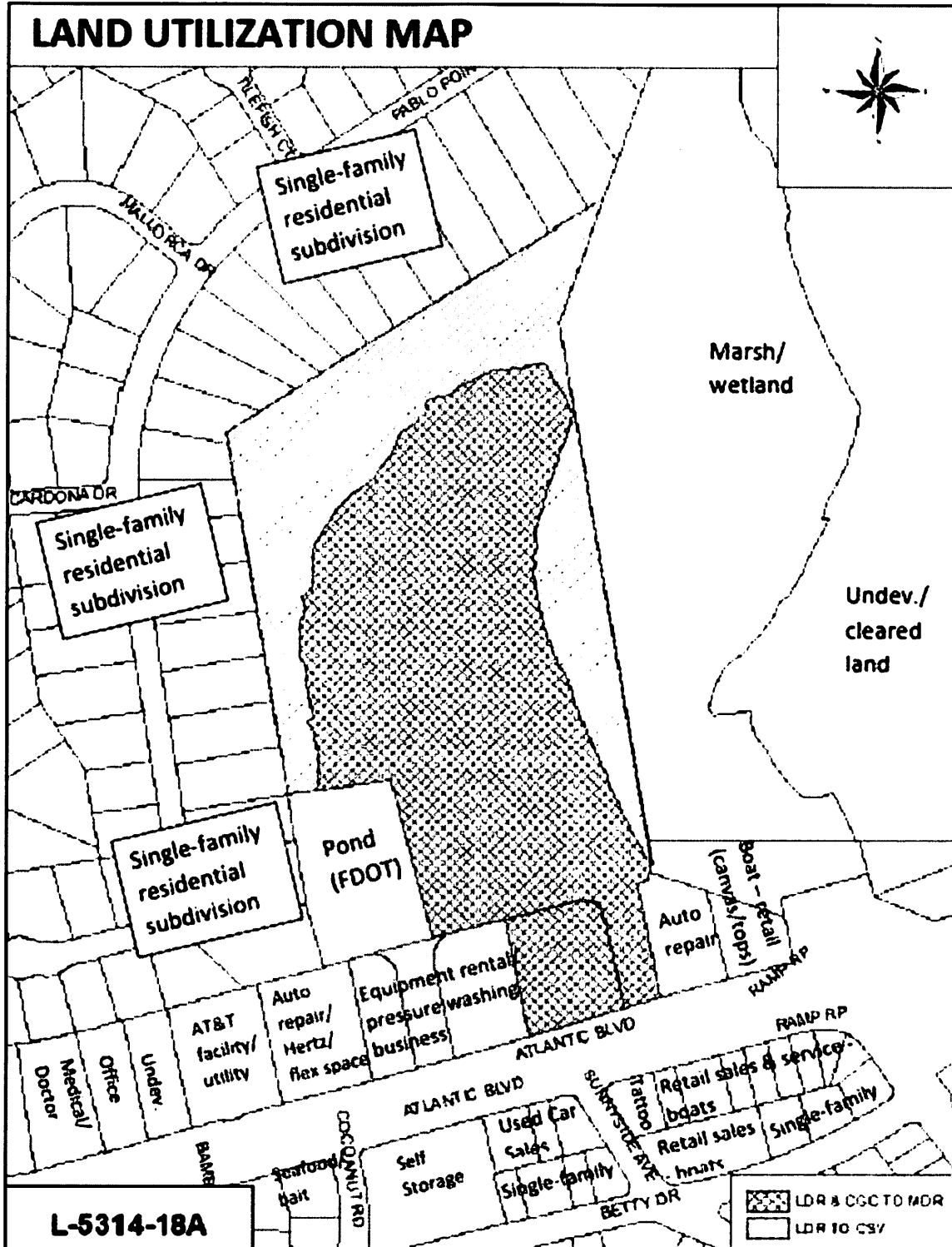
This area will remain undeveloped and will provide for additional flood attenuation. For these reasons, the proposed land use amendment is consistent with the Strategic Regional Policy Plan.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the *2030 Comprehensive Plan* and the Strategic Regional Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

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

MEMORANDUM

DATE: October 3, 2018

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister *LB*
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5314-18A

The proposed project identified in Land Use Amendment L-5314-18A is located on the north side of Atlantic Boulevard, between San Pablo Road N and the Intracoastal Waterway Bridge in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Low Density Residential (LDR) and Community General Commercial (CGC) land use categories. The proposed land use amendment is to allow for Medium Density Residential (MDR) and Conservation (CSV) on approximately 21.95 +/- acres. The residential development will only occupy 14.42 acres of the subject site.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allows for 5 single-family residential units per acre, resulting in a development potential of 103 homes (ITE Land Use Code 210) which could generate 972 daily vehicular trips. The CGC land use category development impact assessment standards allow for 0.35 FAR per acre, resulting in a development potential of 19,820 SF of general commercial space (ITE Land Use Code 820), which could generate approximately 494 net trips. The proposed MDR land use category development impact assessment standards allows for 15 multi-family dwelling units per acre, resulting in a development potential of 216 residential homes (ITE Land Use Code 220) which could generate 1,581 daily vehicular trips. This will result in 115 net new daily vehicular trips if the land use is amended from LDR and CGC to MDR and CSV, as shown in Table A.

ATTACHMENT B

Traffic Analysis, continued:

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	19,820 SF	$T = 37.75(X) / 1000$	748	34.00%	494
LDR	210	103 Dws	$T = 9.44 (X) / 1000$	972	0.00%	972
Total Section 1						1,466
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
MDR	220	216	$T = 7.32 (X)$	1,581	0.00%	1,581
Total Section 2						1,581
Net New Daily Trips						115

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 2.


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 (2018) 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 2 is 0.70.

Atlantic Boulevard (US 90A) is the first functional classified facility that would be impacted by the proposed development. US 90A between San Pablo Road N to the Ramp A1A is a 6-lane urbanized divided arterial facility, which has a maximum daily capacity of 54,300 vpd. This segment is expected to operate at a V/C ratio of 0.83 with the inclusion of the additional traffic from this land use amendment. US 90A is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

ATTACHMENT C

Land Use Amendment Application:

		APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	8-20-2018	Date Staff Report is Available to Public:	3-1-2019
Land Use Adoption Ordinance #:	2019-066	Planning Commission's LPA Public Hearing:	3-7-2019
Rezoning Ordinance #:	2019-067	1st City Council Public Hearing:	3-12-2019
JPDD Application #:	L-5314-18A	LUZ Committee's Public Hearing:	3-20-2019
Assigned Planner:	Susan Kelly	2nd City Council Public Hearing:	3-26-2019
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information:		Owner Information:	
T.R. HAINLINE, ESQ. ROGERS TOWERS, P.A. 1301 RIVEPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: 9043465531 Fax: 9043960663 Email: THAINLINE@RTLAW.COM		NEPTUNE BAPTIST CHURCH, INC. 407 THIRD STREET NEPTUNE BEACH, FL 32266	
<u>DESCRIPTION OF PROPERTY</u>			
Acraage: 21.95		General Location:	
Real Estate #(s): 167139 0000 167141 0900		NORTH SIDE OF ATLANTIC BOULEVARD, EAST OF SAN PABLO ROAD NORTH	
Planning District: 2		Address:	
Council District: 3		13723 ATLANTIC BLVD 0 ATLANTIC BLVD.	
Development Area: URBAN AND SUBURBAN AREA			
Between Streets/Major Features:			
SAN PABLO ROAD N and PABLO CREEK			
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT AND UNDEVELOPED			
Current Land Use Category/Categories and Acreage:			
CGC	1.30		
LDR	20.65		
Requested Land Use Category: MDR (14.42 ac) and CSV (7.53 ac)		Surrounding Land Use Categories: CGC, LDR	
Applicant's Justification for Land Use Amendment:			
TO PERMIT MULTI-USE FAMILY RESIDENTIAL DEVELOPMENT.			
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage:			
RR-Acre	20.65		
CCG-1	1.30		
Requested Zoning District: PUD			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzapi/			

ATTACHMENT D

Aerial:



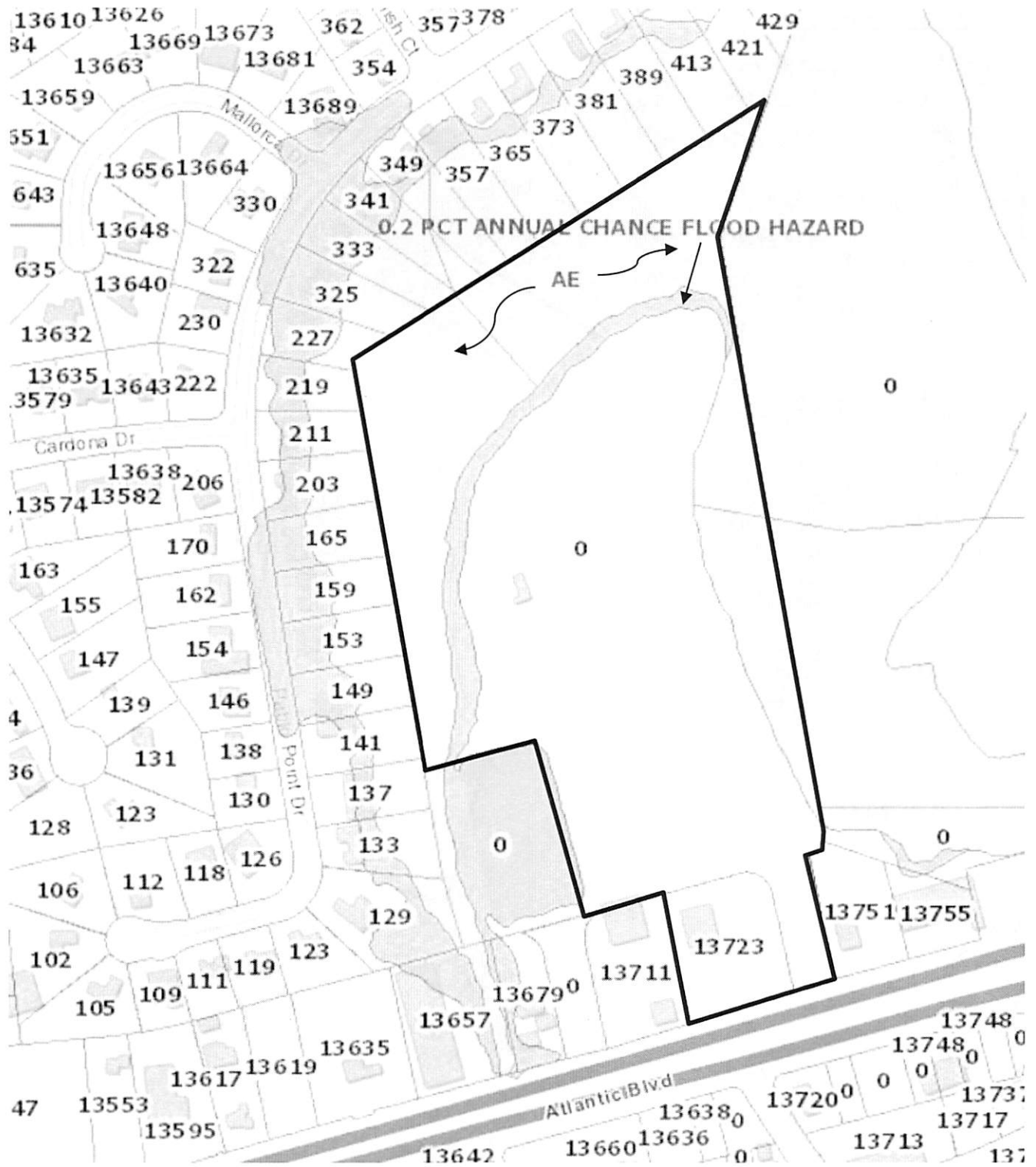
ATTACHMENT E

Wetlands Map:



ATTACHMENT F

Flood Zone Map:



ATTACHMENT H

Memo from COJ Emergency Preparedness Division



EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202



WWW.JAXREADY.COM

Date: September 06, 2018
To: Susan Kelly, City Planner II
From: Noah Ray, Program Administrator
RE: Requested Review of Land Use Amendment, Application # L-5314-18A

Ms. Kelly,

The Emergency Preparedness Division has reviewed the proposed land use amendment for the approximately 14.42 acres of property located 13723 Atlantic Boulevard (RE# 167139-0000 and 167141-0900). The Division has the following comments:

Properties: 167139-0000 and 167141-0900

Flood Hazard Zones

The proposed development appears to be located within Flood Zone X (unshaded), with the eastern border abutting Zone AE, and the western and northern borders abutting Zone X (shaded) and Zone AE. According to the Conceptual Site Plan, the habitable structures will be located at the center of the property. Paved parking lots and vegetation will provide a buffer between the habitable structures and the flood plain. Development within this area should be mitigated through community design considerations for structural integrity and to produce minimal impact to the surrounding floodplain. Figure 1 illustrates the floodplain and the approximate location of the proposed development.

ATTACHMENT H

Memo from COJ Emergency Preparedness Division, continued

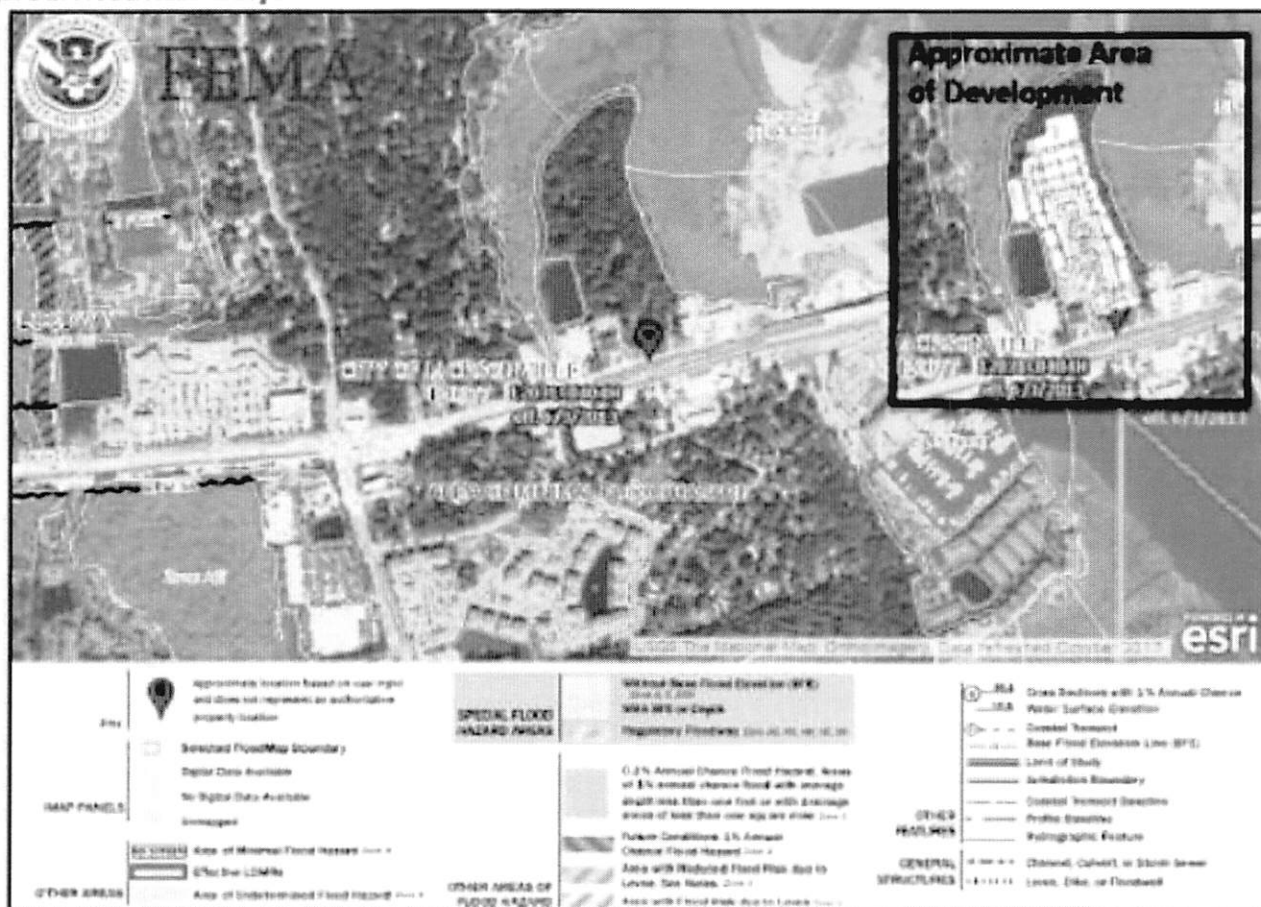


**EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202**



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Figure 1: Flood Hazard Layer



Source: <http://fema.maps.arcgis.com/>; FEMA's National Flood Hazard Layer [insert extracted from L-5314-18A Conceptual Site Plan]

ATTACHMENT H

Memo from COJ Emergency Preparedness Division, continued



EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202

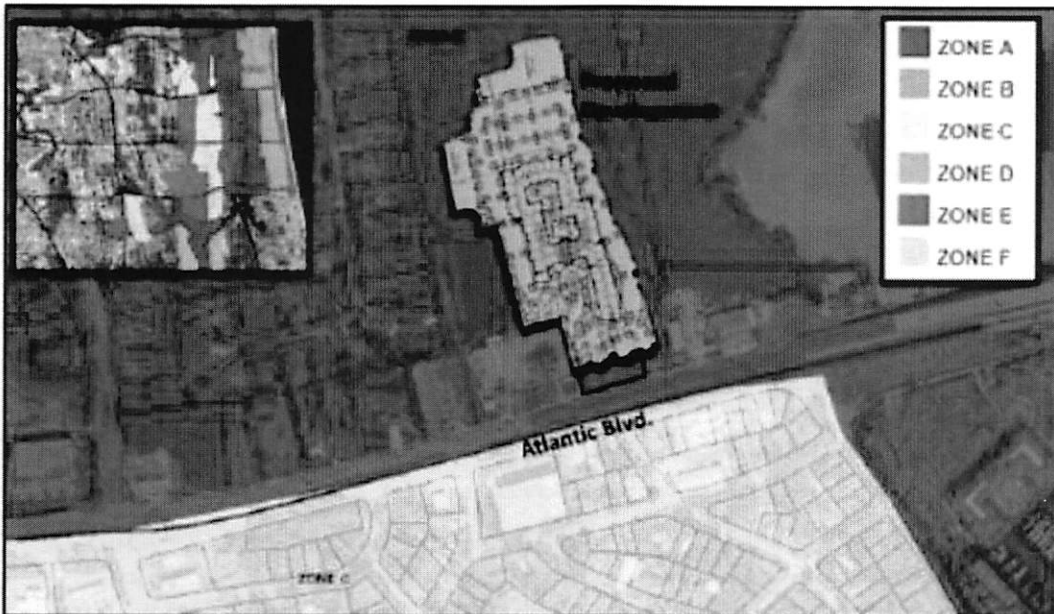


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Evacuation Zones and Routes

The development proposed in the land use agreement falls within Evacuation Zone A. Structures located in Zone A are the most vulnerable to storm surge, wave action, and precipitation. Evacuation Zone A will be the first evacuation zone to be evacuated. As storm effects intensify, the level of evacuation will be increased, moving from level A to E. Figure 2 illustrates the two parcels of interest to this land use agreement, with the proposed development outlined.

Figure 2: Evacuation Zones



Source: <http://maps.coj.net/DuvalProperty/#; JAXGIS Duval County - Evacuation Zone Layer>

The primary evacuation routes for areas west of the beaches are the major highways Interstate 95N and Interstate 10E, which allow for evacuation to the North and West respectively. The Interstate 295 East Beltway provides a secondary route for northern exit, eventually intersecting I-95N.

The property is located on Atlantic Boulevard, a primary artery for emergency evacuation. Interstate 295 lies approximately five road miles westward of the proposed property, via Atlantic Boulevard. Interstate 95N lies approximately 12 road miles westward of the proposed property, via Atlantic Boulevard. Interstate 10 lies approximately fifteen road miles westward of the proposed property, via Atlantic Boulevard and Interstate 95 N.

Figure 3 illustrates the evacuation routes which are located nearest in proximity to the parcels under review.

ATTACHMENT H

Memo from COJ Emergency Preparedness Division, continued

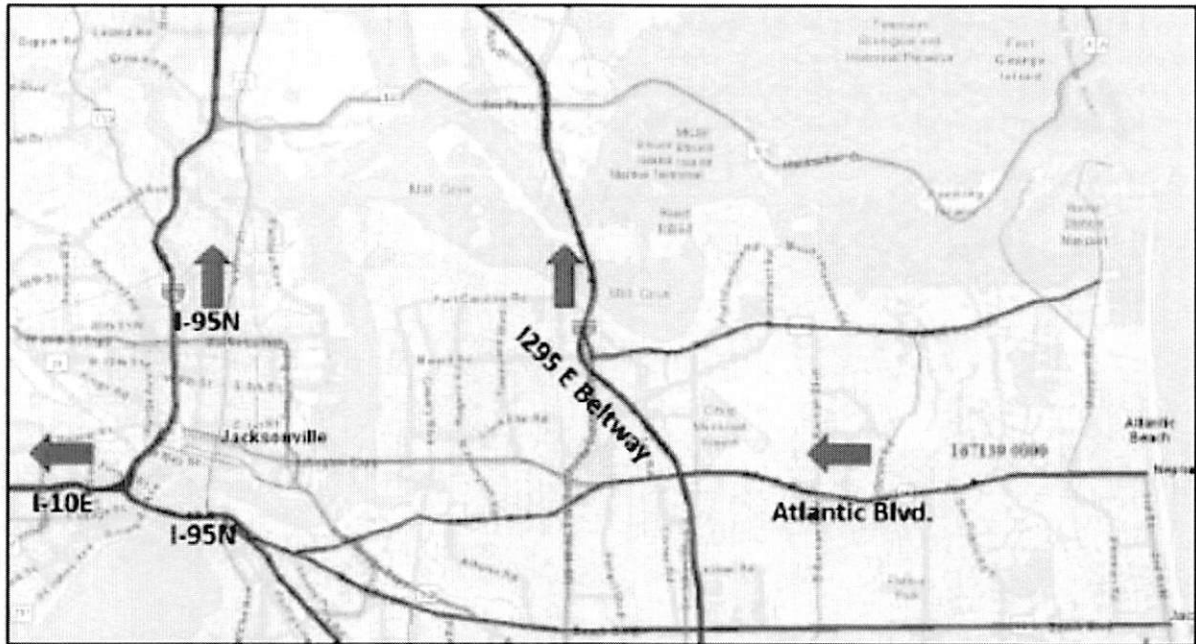


EMERGENCY PREPAREDNESS DIVISION
JACKSONVILLE FIRE & RESCUE
515 NORTH JULIA STREET
JACKSONVILLE, FL 32202



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Figure 3: Evacuation Routes



Source: [http://maps.coj.net/DuvalProperty/jt:JAXGIS Duval County - Evacuation Route Layer](http://maps.coj.net/DuvalProperty/jt:JAXGIS%20Duval%20County%20-%20Evacuation%20Route%20Layer)

In consideration of Objective 7.1 of the 2030 Comprehensive Plan, all lanes of Interstate 10 may be designated to be routed westward during times of increased volume in order to reduce excessive evacuation times. Evacuees will utilize the predetermined evacuation routes until they have entered a public shelter, reached a safe area in the county, or departed the county.

Evacuation Shelters

In relation to Objective 7.2, Duval County has 27 designated evacuation shelters. Most are located in schools. Duval County Health Department is responsible for operating Special Needs Shelters. Individuals going to special needs shelters must pre-register with the Duval County Emergency Management. If needed, transportation will be provided for those who pre-register. Information on special needs registration including transportation is found on the Duval County Emergency Management website, JaxReady.com. Clients must register for access to the special needs shelters each year. Current information regarding shelter openings can be found at www.jaxready.com or by calling 630-CITY (630-2489).

ATTACHMENT H

Memo from COJ Emergency Preparedness Division, continued



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Impacts to Evacuation Timing

According to the Statewide Regional Evacuation Study Program (Volume 4-4 Northeast Florida), "Calculated clearance times are used by county emergency managers as one input to determine when to recommend an evacuation order. This calculation can include the population-at-risk, shadow evacuees, as well as evacuees from other counties anticipated to pass through the county. Clearance time is developed to include the time required for evacuees to secure their homes and prepare to leave, the time spent by all vehicles traveling along the evacuation route network, and the additional time spent on the road caused by traffic and road congestion."¹

From that same study, it was determined that "During the level A evacuation scenarios (Zone A only), the roadway segments with the highest vehicle queues are primarily concentrated along major Interstate and State Highway system. In contrast, for the level E evacuation scenarios (Zones A through E), the roadway segments with the highest vehicle queues include other roadways... and several county roads²." Atlantic Boulevard was identified as one of the "other roadways" within the evacuation study.

In Duval County, the clearance time for *In-County* evacuation ranges from 14.5 hours for a level A evacuation to 34 hours for a level E evacuation. The clearance time for *Out-of-County* evacuation ranges from 15 hours for a level A evacuation to 34.5 hours for a level E evacuation. The methodology used in the Regional Evacuation Study to determine the clearance times did account for population growth estimates between the years 2015 and 2020.

In consideration of the evacuation zone, nearest evacuation route, and the conservative estimate of 341 housing units, the development of the proposed property at 13723 Atlantic Boulevard could create a *localized* impact to the traffic flow westward on Atlantic Boulevard. Atlantic Boulevard is one of four arteries (Wonderwood Drive, Beach Boulevard, Atlantic Boulevard, and J. Turner Butler Boulevard) utilized to evacuate the beach communities. One important factor to consider is that the entirety of the county located westward of the proposed development is located within Evacuation Zones A and B, and would likely be evacuated simultaneously. The area immediately to the south of this development, demarcated by Atlantic Boulevard, is designated as Evacuation Zone C. An evacuation order for Zones A, B, and C may heighten the localized impact to traffic on Atlantic Boulevard. The changes proposed through land use Amendment application L-5314-18A would have a minimal impact on countywide evacuation clearance time within Duval County, and a minimal localized impact to traffic flow on Atlantic Boulevard.

¹ CDM Smith. (2014, May). *Northeast Florida Region Statewide Regional Evacuation Study Program*. Prepared for the Northeast Florida Regional Council, Florida Division of Emergency Management. Retrieved from <https://www.nefrc.org/sresp/>

² *Ibid.*