

City of Jacksonville, Florida

Lenny Curry, Mayor

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

November 19, 2020

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2020-656/Application No. L-5478-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2020-656 on November 19, 2020.

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

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Ian Brown	Aye
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

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

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 13, 2020

Ordinance/Application No.: 2020-656/ L-5478-20C

Property Location: 12050 Kevin Allen Lane, between Kevin Allen Lane and Presidents Court

Real Estate Number(s): 003325 1150

Property Acreage: 1.51 acres

Planning District: District 5, Northwest

City Council District: District 8

Applicant: Emily Pierce, Esquire

Current Land Use: Agriculture-2 (AGR-2)

Proposed Land Use: Rural Residential (RR)

Current Zoning: Planned Unit Development- Satellite Community (PUD-SC)

Proposed Zoning: Residential Rural-Acre (RR-Acre)

Development Boundary: Rural Area

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The property is currently part of the Dorothy's Landing PUD-SC, the PUD-SC is proposed to be amended. The owners of the property do not want to be included in the PUD-SC. The RR Land Use designation and RR-Acre zoning will allow the continued use of a single-family home on the property as a conforming use.

BACKGROUND

The 1.51 acre subject site currently contains a single-family dwelling unit and an accessory structure. The applicant is proposing a future land use map amendment from Agriculture-2 (AGR-2) to Rural Residential (RR) and a companion rezoning from Planned Unit Development - Satellite Community (PUD-SC) to Residential Rural - Acre

(RR-Acre) in order to remove the site from the existing Dorothy's Landing PUD-SC (Ordinance 2005-0412) while continuing the existing use of the property.

There has been one proximate land use change in the area of the proposed amendment. Approximately a quarter of a mile south of the subject site, along the west side of Cisco Road, a 3,289 acre site was amended from Light Industrial (LI), Business Park (BP), Community/General Commercial (CGC), Medium Density Residential (MDR), Low Density Residential (LDR), and Recreation and Open Space (ROS) to Multi-Use (MU), pursuant to Ordinance 2007-393-E, as part of the establishment of the Westlake DRI.

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

North: Land Use: AGR-2, AGR-4
Zoning: PUD, AGR
Property Use: Single-family, Agricultural

South: Land Use: AGR-2, MU, CSV, LI
Zoning: PUD
Property Use: Single-Family, Agricultural, Utility, Undeveloped

East: Land Use: AGR-4
Zoning: AGR
Property Use: Single-family

West: Land Use: AGR- 2
Zoning: PUD
Property Use: Single-family, Agricultural

IMPACT ASSESSMENT

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

Impact Assessment Baseline Review

Development Analysis	
Development Boundary	Rural
Roadway Frontage Classification / State Road	Kevin Allen Lane- local
Plans and/or Studies	Northwest Vision Plan

Development Analysis		
Site Utilization	Current: SF Residential	Proposed: SF Residential
Land Use / Zoning	Current: AGR-2/ PUD-SC	Proposed: RR/RR-Acre
Development Standards for Impact Assessment	Current: 1 DU/40 Acres	Proposed: 1 DU/Acre
Development Potential	Current: 0 DU	Proposed: 1 DU
Net Increase/Decrease in Maximum Density	Increase of 1 DU	
Net Increase/Decrease in Potential Floor Area	n/a	
Population Potential	Current: n/a	Proposed: 2 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150' – OLF Whitehouse ; Military Notice Zone ; Lighting Regulation Zone	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	De Minimis	
Potential Public School Impact	De Minimis	
Water Provider	Well	
Potential Water Impact	Increase of 266 gallons per day	
Sewer Provider	Septic	
Potential Sewer Impact	Increase of 199.5 gallons per day	

Development Analysis	
Potential Solid Waste Impact	Increase of 2.6 tons per year
Drainage Basin/Sub-basin	Trout River/Unnamed Branch
Recreation and Parks	Cisco Gardens Park
Mass Transit Access	None
Natural Features	
Elevations	86-90 feet
Land Cover	1100: Residential Low Density- less than 2 DU/acre
Soils	32- Leon Fine Sand, 0 to 2 percent slopes
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	n/a

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.9 Septic tanks shall be permitted in Rural Areas, provided they meet the requirements of Chapter 64E-6, F.A.C., and that all lots created after shall have a minimum of 1 acre of un-submerged property.

Transportation

The Planning and Development Department has reviewed the proposed amendment for transportation impacts. This land use amendment is generating less than 10 Average Daily Trips (ADT) on the transportation network and is determined to be insignificant. Therefore, this land use amendment does not require a traffic impact analysis.

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 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. 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 150 foot Height and Hazard Zone for the Naval Outlying Field (OLF)- Whitehouse. Zoning will limit development to a maximum height of less than 150 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).

Additionally, this site is in the Lighting Regulation Zone for OLF Whitehouse. In accordance with 656.1005.2(d)(6), all artificial lighting equipment, including but not limited to flood lights and search lights, whether temporary or permanent installations, shall have positive optical controls so that no light is emitted above the horizontal plane. No building permit shall be granted in this zone unless this requirement has been met. The subject site is also located within the boundaries of the Military Notice Zone; any development shall be compliant with FLUE 2.5.6 regarding disclosure requirements.

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.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

Policy 2.5.7 In cooperation with the US Military and to preserve the utility of the field for simulated night carrier landings or related missions, the City has designated, through the land development regulations, a lighting regulation zone around Outlying Field (OLF) Whitehouse, requiring that

all artificial lighting equipment have positive optical control so that no light is emitted above the horizontal plane. The United States Military has requested this special designation for OLF Whitehouse because of its special fleet carrier landing practice mission.

Aquifer Recharge

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

Infrastructure Element- Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on November 2, 2020, the required notices of public hearing signs were posted. Sixteen (16) 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 November 2, 2020. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Rural Area (RA): The RA consists of all lands outside of the Suburban Area (SA) and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and

community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

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 1.1.21 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.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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

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

According to the Future Land Use Element (FLUE), Agriculture (AGR) is a category intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource dependent uses. In order to preserve the rural character of these areas, residential uses are permitted at very low densities or as a component of Rural Villages where uses are clustered to limit their impact on surrounding character. AGR-2 allows for a maximum density of 1 DU per 40 Acres. When developed as a Rural Village in the Planned Unit Development - Satellite Community (PUD-SC) zoning district, AGR allows for a mix of uses including single-family residential at densities up to 7 units per acre and multi-family residential at densities from 2 units per acre to 15 units per acre.

The Rural Residential (RR) land use category is intended to provide rural estate residential opportunities in the suburban and rural areas of the City. Generally, single-family detached housing will be the predominant land uses in this category. The maximum gross density for the RR land use category in the Rural Area is 1 DU per acre when the site is served with on-site potable water and wastewater.

The 1.51 acre subject site contains a single-family residence and an accessory structure. The area surrounding the site in all directions is a mix of residential and agricultural uses, with single-family residential along Kevin Allen Lane and a mix of residential and agricultural uses along Cisco Drive. According to the FLUE, in the Rural Area development should occur at very low densities. The applicant is proposing a change from AGR-2 to RR, which allows for a maximum density of 1 dwelling unit on the subject site when the site is served by on-site potable water and wastewater, allowing for the continuation of the current use, maintaining a low density consistent with FLUE Policy 1.1.2.

The proposed amendment to RR would be consistent and compatible with the existing mix of residential and agricultural uses that surround the subject site, including the development entitlements for the abutting PUD-SC. Additionally, the continued use of the property as single-family residential would maintain adequate land designated as residential, while preserving the existing rural character of the area and allowing for rural housing choices, consistent with Goals 1 and 3, Objective 3.1, and Policy 3.1.6 of the FLUE.

The proposed small scale amendment would have a negligible impact on the amount of AGR-2 and RR designated land throughout the City. Analysis of the surrounding area demonstrates that the site is suitable for rural residential use. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject property is located within the boundaries of the *Northwest Jacksonville Vision Plan*. The site is located within the Rural Area and the Rural/Conservation Character Area of the Vision Plan. Theme 1 of the Vision Plan is to “Strengthen existing neighborhoods and create new neighborhoods”. The existing single-family home is part of a small residential neighborhood on Kevin Allen Lane, allowing the continuation of the existing use would maintain the strength of the surrounding neighborhood, which aligns with Theme 1 of the Northwest Vision Plan.

Strategic Regional Policy Plan

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

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 seeks to maintain housing options and is therefore consistent with Policy 21 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan as it supports the existing housing stock.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

