



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

February 8, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2023-416 **Application for: Halsema Road PUD**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation: **Deny**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated May 28, 2023.**
- 2. The revised written description dated December 5, 2023**
- 3. The revised site plan dated December 5, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. There shall be no generator use for RVs on the property.**
- 2. RV move in and move out shall be permitted from 8 am to 8 pm only.**
- 3. RVs shall not be permitted to queue on Halsema Road or Rosetta Road.**
- 4. A minimum ten foot landscape buffer shall be provided along the western property line.**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **6-1**

Charles Garrison, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mark McGowan, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Julius Harden	Absent
Mon'e Holder	Absent
Ali Marar	Aye
Jack Meeks	Nay

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,



Bruce E. Lewis
City Planner Supervisor – Current Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7820
blewis@jacksonville.gov

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2023-416 TO
PLANNED UNIT DEVELOPMENT

JANUARY 18, 2024

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2023-416** to Planned Unit Development.

Location: 911 Halsema Road between Rosetta Road and Turkey Road

Real Estate Number(s): 001927-0004

Current Zoning District(s): Residential Rural-Acre (RR-Acre)
Residential Low Density-100A (RLD-100A)
Residential Low Density-90 (RLD-90)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Proposed Land Use Category: Recreation and Open Space (ROS)

Planning District: Southwest, District 4

Council District: District 12

Applicant/Agent: Steve Diebenow, Esq.
DMH & D, PLLC
1 Independent Drive, Suite 1200
Jacksonville Florida 32202

Owner: William and Jenny Lloyd
8131 200th Street
McAlpin Florida 32602

Staff Recommendation: **DENY**

GENERAL INFORMATION

Application for Planned Unit Development 2023-416 seeks to rezone approximately 29.06 acres of land from Residential Rural-Acre (RR-Acre), Residential Low Density-100A (RLD-100A) and Residential Low Density-90 (RLD-90) to PUD. The rezoning to PUD is being sought to allow the existing single family dwelling to continue and also allow 68 recreational vehicle spaces on the property.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

(A) Is the proposed zoning district consistent with the 2045 Comprehensive Plan?

No. When applying the criteria of consistency with the 2045 Comprehensive Plan, the combined factors of the goals, objectives and policies of the plan along with the appropriate Functional Land Use Categories are used. The transition, compatibility, and intensity of uses are accomplished through appropriate zoning and are an important consideration to the welfare and sustainability of an area. This is especially important to a predominately rural single-family area where a commercial RV Park is being proposed in this Planned Unit Development. The intensity and scale of the project is **inconsistent** with the intent of the 2045 Comprehensive Plan. There is a companion Application for Small Scale Land Use Amendment to the Future Land Use Map Series L-5819-23C (Ordinance 2023-415) that seeks to amend approximately 12 acres of the site that is within the Low Density Residential (LDR) land use category to Recreation and Open Space (ROS). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series L-5819-23C be **denied**.

(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

No. This proposed rezoning to Planned Unit Development is **inconsistent** with the 2045 Comprehensive Plan, and does not further the following goals, objectives and policies contained herein, including:

Future Land Use Element:

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

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and

discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

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

While the proposed amendment is for the ROS land use category, the applicant's proposed use of the property is for a travel trailer RV park which is a type of commercial enterprise allowed as a secondary use within the ROS land use category. Surrounded mostly by residential land, the proposed amendment to ROS does not promote a gradual transition of intensities or a compatible land development pattern.

1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Bulk and scale of development
- Site layout

The proposed PUD does not provide any innovative site planning and smart growth techniques. The PUD is being used to circumvent the regulations in the Zoning Code. There is a potential for blighting influences of trash, spilled motor oil and fuels from the transient nature of the proposed RV use.

2.2.4 Maintain stable neighborhoods through coordinated rehabilitation and conservation action by the Planning and Development Department and the Housing and Neighborhoods Department. Protect residential areas from encroachment by incompatible land uses through proper zoning, and from through or heavy traffic by use of buffers and other mitigating measures.

The proposed PUD is providing a 10 foot wide uncomplementary buffer along the eastern boundary adjacent to residential development. However it is doubtful this setback will adequately buffer the noise from 37 RVs and their generators and outdoor activities.

(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(1) Consistency with the 2045 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). There is a companion Application for Small Scale Land Use Amendment to the Future Land use Map Series L-5819-23C (Ordinance 2023-415) that seeks to amend the portion of land that is within the Low Density Residential (LDR) land use category to Recreation and Open Space (ROS). The Planning and Development Department finds that the proposed PUD is **inconsistent** with the 2045 Comprehensive Plan, as evaluated in Criteria (B).

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a recreational vehicle park and single family dwelling. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis for 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The use of topography, physical environment and other natural features: There are numerous large trees that surround the existing house and line the proposed RV locations.
- Traffic and pedestrian circulation patterns: Both the existing house and the RVs will use Rosetta Road as access.
- The particular land uses proposed and the conditions and limitations thereon: The PUD separates the residential dwelling and the RV spaces with a retention pond in between.

- Compatible relationship between land uses in a mixed use project: The PUD proposes the following; residential dwelling, guest ranches, private camps, playgrounds, and private clubs. As the single family dwelling is adjacent to the proposed uses, it is not expected that the uses will create any adverse internal impacts.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is not achieved by the following:

- The type, number and location of surrounding external uses: The RV Park is on approximately 8.6 acres of the total 29 acre parcel. The residential dwelling sits on the remaining 20.4 acres. To the east of the subject property is the Panther Creek subdivision, which is under construction. There will be 14 single family dwellings directly adjacent to the 37 RV spaces.
- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LDR	RR-Acre	Single family dwellings, undeveloped
South	LDR	RR-Acre	Single family dwellings
East	LDR	RR-Acre PUD (23-74)	Single family dwelling Residential subdivision (50 ft wide lots)
West	LDR	RLD-90	Single family dwellings

(6) Intensity of Development

The proposed development is **inconsistent** with the Recreation and Open Space (ROS) functional land use category for an RV park which is a type of commercial enterprise allowed as a secondary use within the ROS land use category.

- The existing residential density and intensity of use of surrounding lands: Adjacent to the existing residential dwelling, the single family lots are at least ½ acres in size. Adjacent to the RV Park, there is a residential subdivision under construction where the lots are 50 foot wide.
- The availability and location of utility services and public facilities and services: A JEA availability letter states there is an existing 24-inch water main along the POW MIA Memorial Parkway at the Tea Crates Place intersection, an existing 20-inch water main along Chafee Road South and an existing 8-inch water main along Beaver Street. Additionally, there is an existing 4-inch sanitary sewer force main along the POW MIA Memorial Parkway, east of the TEA Crates Place intersection and an existing 8-inch sanitary sewer force main along Chafee Road South. However, none of the water or sanitary sewer lines are within ¼ mile of the proposed. The applicant intends to use well

and septic systems for development.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space. No recreation area is required.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify any wetlands on-site. However, any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

No wildlife survey was required as the project is less than the 50-acre threshold.

(10) Off-street parking including loading and unloading areas.

The Written Description indicates that 1 parking space will be provided for every 1000 sq. ft. of leasing office space and associated amenities. The Zoning Code requires 3 parking spaces for every 1000 sq. ft. of office space. **Staff is recommending that the PUD meet the Zoning Code for parking spaces.**

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on January 8, 2024, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2023-416** be **DENIED** with the following exhibits:

1. The original legal description dated May 28, 2023.
2. The revised written description dated December 5, 2023
3. The revised site plan dated December 5, 2023.



Aerial view of the subject property



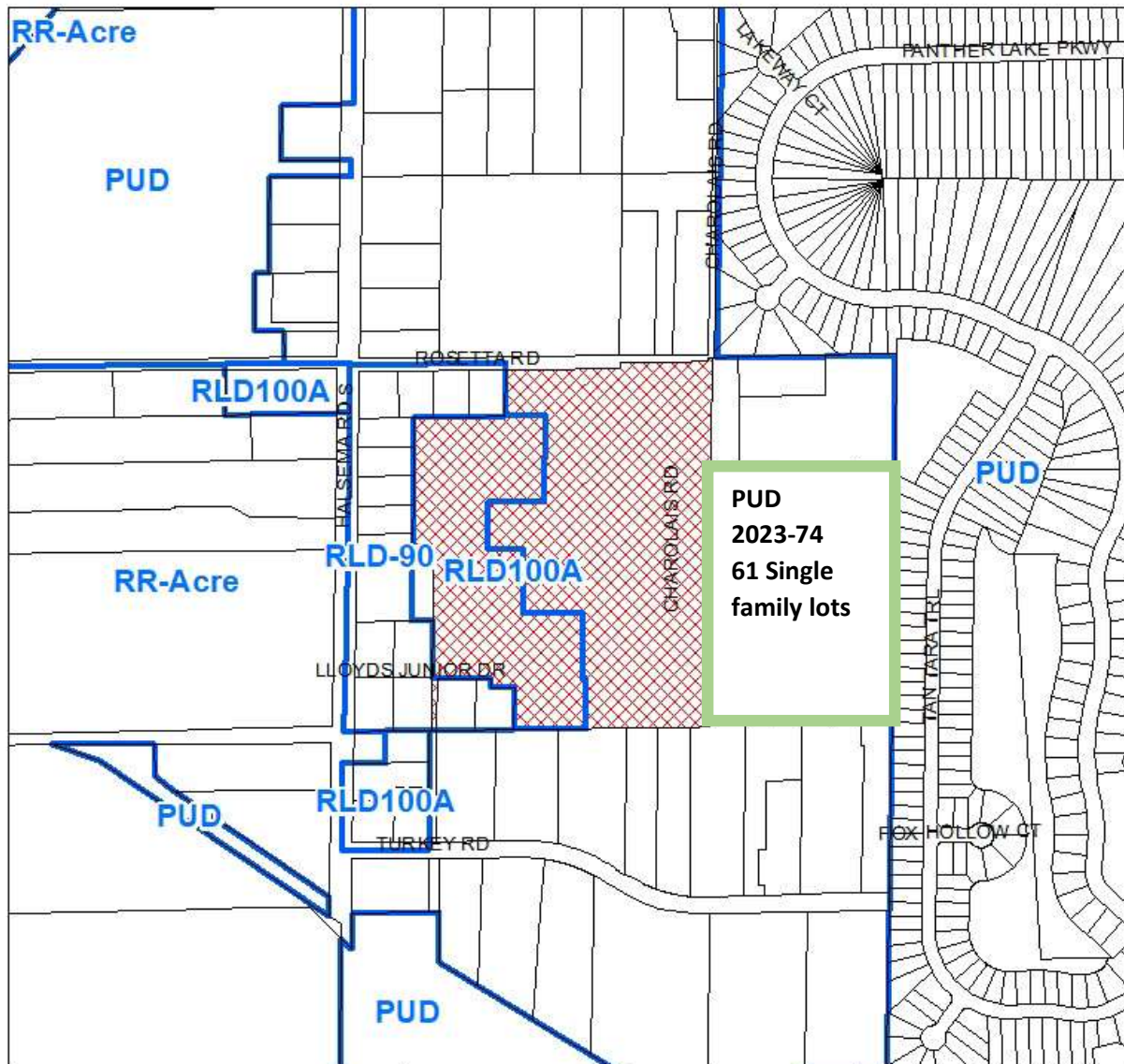
View of existing RVs already on the property



View of existing single family dwelling on the subject property



Adjacent single family dwelling



<p>REQUEST SOUGHT:</p> <p>FROM: RLD-100A & RR-ACRE</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p>	<p>0 200 400 800</p> <p>Feet</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2023-0416</p>	<p>TRACKING NUMBER</p> <p>T-2023-4879</p>	<p>COUNCIL DISTRICT:</p> <p>12</p> <p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>