



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY

www.Jacksonville.gov

November 9, 2023

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

RE: Planning Commission Advisory Report / Ordinance No. 2023-709/Application No. L-5852-23C

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico 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 2023-709 on November 9, 2023.

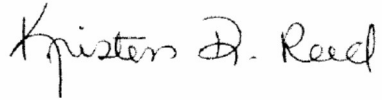
P&DD Recommendation APPROVE
PC Issues: None
PC Vote: 8-0 APPROVE

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Julius Harden	Absent
Moné Holder	Aye
Ali Marar	Aye
Michael McGowan	Aye
Jack Meeks	Aye
Tina Meskel	Aye

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

Planning Commission Report
November 9, 2023
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Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a large initial 'K'.

Kristen D. Reed, AICP

Chief of Community Planning Division

City of Jacksonville - Planning and Development Department

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Jacksonville, FL 32202

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 3, 2023

Ordinance/Application No.: 2023-709 / L-5852-23C

Property Location: 0 Halsema Road South, between Cecil Commerce Center Parkway and Chafee Road South

Real Estate Number(s): 001932 0010

Property Acreage: 1 Acre

Planning District: District 4, Southwest

City Council District: Districts 12

Applicant: Carter Keen

Current Land Use: Business Park (BP)

Proposed Land Use: Rural Residential (RR)

Development Area: Suburban Development Area

Current Zoning: Planned Unit Development (PUD)

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

RECOMMENDATION: Approve

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks this land use amendment to permit residential use.

BACKGROUND

The 1 acre subject site is located on the west side of Halsema Road South, between Cecil Commerce Center Parkway and Chafee Road South. According to the City’s Functional Highways Classification Map, Halsema Road South is a collector roadway.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Business Park (BP) to Rural Residential (RR) in order to permit residential development. A companion rezoning application is pending concurrently with the land use application via Ordinance

2023-710, which seeks to change the zoning district from Planned Unit Development (PUD) to Rural Residential-Acre (RR-Acre). Currently the site is undeveloped.

The dominant uses to the east and south are residential. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Business Park (BP) and Light Industrial (LI)
 Zoning: Industrial Light (IL) and Planned Unit Development (PUD)
 Property Use: Undeveloped land, Used car dealership, and Interstate 10

South: Land Use: BP and Low Density Residential (LDR)
 Zoning: PUD, Rural Residential-Acre (RR-Acre), Residential Low Density-100A (RLD-100A) and Residential Low Density-90 (RLD-90)
 Property Use: Single-family and Undeveloped land

East: Land Use: LDR
 Zoning: RR-Acre
 Property Use: Single-family and Undeveloped land

West: Land Use: BP and LDR
 Zoning: PUD and RR-Acre
 Property Use: Undeveloped land

IMPACT ASSESSMENT

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

Land Use Amendment Impact Assessment

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Collector Roadway – Halsema Road	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Vacant	Proposed: Single-Family Home
Land Use / Zoning	Current: BP/PUD	Proposed: RR/RR-Acre
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR	Proposed: 1 DU / Acre

Development Analysis		
	Scenario 2: 15 DU / Acre	
Development Potential	Current: Scenario 1: 15,246 sq. ft. Scenario 2: 15 MF DU	Proposed: 1 SF DU
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 1 DU Scenario 2: Decrease of 14 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 15,243 sq. ft. Scenario 2: N/A	
Population Potential	Current: 35 People	Proposed: 2 People
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	No	
Airport Environment Zone	300' Height Restriction Zone for Cecil Field and 500' for OLF Whitehouse.	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0 to 4 inch recharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No net new daily trips	
Potential Public School Impact	De Minimis Impact	
Water Provider	Well	
Potential Water Impact	Scenario 1: Decrease of 496 gpd Scenario 2: Decrease of 3,259 gpd	
Sewer Provider	Septic	
Potential Sewer Impact	Scenario 1: Decrease of 372 gpd Scenario 2: Decrease of 2,444 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 21.7 tpy Scenario 2: Decrease of 36.4 tpy	
Drainage Basin/Sub-basin	Ortega River/Unnamed Ditch	
Recreation and Parks	Pope Duval Park	
Mass Transit Access	No	
Natural Features		
Elevations	86 feet above mean sea level	

Development Analysis	
Land Cover	2410: Tree nurseries
Soils	32: Leon Fine Sand
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 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 established shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the JEA letter dated June 13, 2023, JEA does not have a water main or sewer main available within 1.4 mile of this property at this time.

The RR land use limits residential density to 1 nit per acre when water and sewer services are not available to serve development.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where 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. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 1.0 acres and is accessible from Halsema Rd S, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Business Park (BP) to Rural Residential (RR).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

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.
- Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.
- Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 190 or 101 daily trips, depending on the scenario. If the land use is amended to allow for this proposed RR development, this will result in 32 daily trips depending on the scenario.

Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment is an increase of 0 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP	770	15,246 SF	T= 12.44 (X) / 1000	190	0	190
				<i>Total Trips for Existing Land Use- Scenario 1</i>		190
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP	220	15 MF DUs	T = 6.74(X)	101	0	101
				<i>Total Trips for Existing Land Use- Scenario 2</i>		101
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RR	770	1 SF DUs	T = 6.74(X)	7	0	7
				<i>Total Trips for Proposed Land Use- Scenario</i>		7
				Scenario 1 Difference in Daily Trips		0
				Scenario 2 Difference in Daily Trips		0

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Impacts

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

Airport Environmental Zone

The site is located within the 300-foot Height and Hazard Zone for OLF Whitehouse and the 500-foot Height and Hazard Zone for the Cecil Field Airport. Zoning will limit development to a maximum height of 300 and 500 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 2.6 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 in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these

zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

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 protection. 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 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of

the Floridian Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 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 October 12, 2023, the required notices of public hearing signs were posted. Ten (10) 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 16, 2023, for the adoption of the small-scale land use amendment. One member of the public was present and was in support of the application.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

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.

Policy 1.1.21 Rezoning and 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 and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide 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.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 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 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where 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. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.

3. Subdivision (non-residential and residential) where:

a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

b. Each lot is a minimum of 1/2 acre unsubmerged property.

c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Objective 1.6 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.

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 residents. 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 Comprehensive Plan and Land Development Regulations.

Policy 3.1.5 The City shall provide opportunities 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.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

Business Park (BP) in the Suburban Area is intended to provide compact low to medium intensity office development and low intensity light industrial uses. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. Limited commercial retail and service establishments, hotels and motels may also be permitted. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services.

According to the Category Description within the Future Land Use Element (FLUE), Rural Residential (RR) 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 development typology in this category. The maximum gross density is two (2) units/acre when both centralized potable water and wastewater are available to the site; the maximum gross density is one (1) unit per acre when centralized potable water and/or wastewater are not available to the site. There is no minimum density.

The amendment to RR results in a compatible land use pattern for the area that will allow for development of additional housing in the Southwest Planning District to accommodate for future growth and development through the planning timeframe of the 2045 Comprehensive Plan. The proposed land use will be consistent with the residential use of neighboring and adjacent properties and will allow future residential use on the property. The site is also in close proximity to Interstate-10 (I-10). Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1 and 3.1, and Policies 1.1.22 and 3.1.5.

The proposed small-scale amendment would increase the amount of residentially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized land in the Suburban Development Area. Development of this site is considered infill development. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 1.1.21.

The subject site for the land use application will be served by well and septic. According to the JEA letter dated June 13, 2023, JEA does not have a water main or sewer main available within 1.4 mile of this property at this time. Because the site does not have centralized water and sewer it is limited to 1 unit per acre. Therefore, the application is consistent with FLUE Policy 1.2.8 and the intent of the RR land use category.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Vision Plan

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan (2003). The Southwest Planning District of Jacksonville embraces a variety of new growth opportunities from the conversion of Cecil Field into a hub of aviation, high tech, and industrial activity to the creation of outstanding recreational and conservation resources and high quality residential areas. Theme 1 of this vision plan is: Strengthen existing neighborhoods and create new neighborhoods. The proposed amendment to RR will create an additional opportunity for residential development in the Cecil Field area.

Strategic Regional Policy Plan

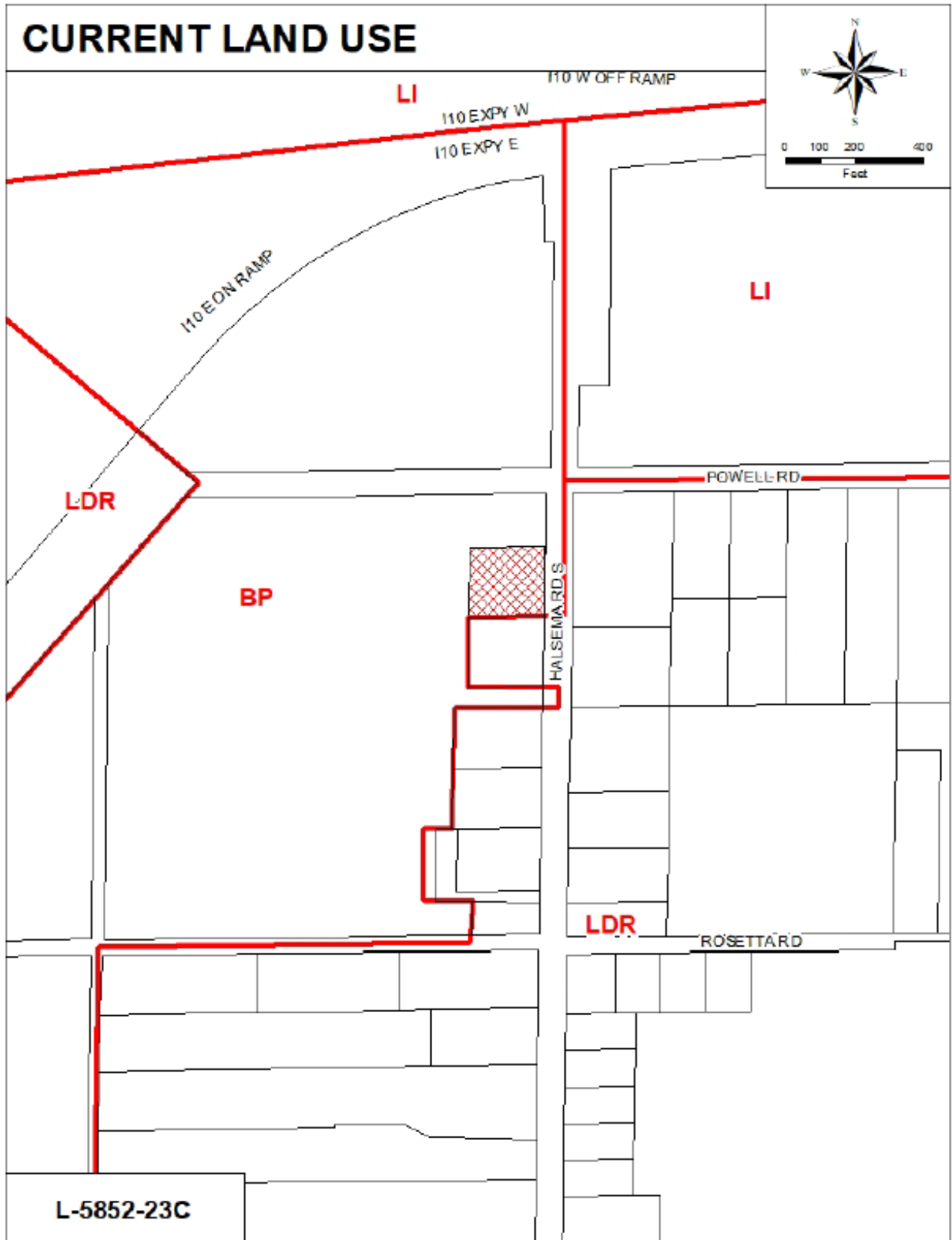
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

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

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

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the southwest Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



LAND UTILIZATION MAP

