



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

March 21, 2024

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. 2024-150/Application No. L-5901-23C

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 2024-150 on March 21, 2024.

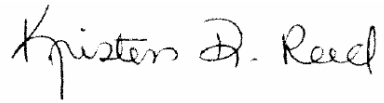
P&DD Recommendation APPROVE
PC Issues: None
PC Vote: 8-0 APPROVE

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Julius Harden	Aye
Moné Holder	Absent
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
March 21, 2024
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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 –March 15, 2024

Ordinance/Application No.: 2024-150 / L-5901-23C

Property Location: 3702 Sans Pareil Street, between San Pablo Road South and Kernan Boulevard South

Real Estate Number(s): 167771 4000 (a portion of)

Property Acreage: 33.45 acres

Planning District: District 3, North

City Council District: District 3

Applicant: Paul Harden, Esquire

Current Land Use: Agriculture (AGR)

Proposed Land Use: Low Density Residential (LDR)

Development Area: Rural Development Area

Proposed Development area: Suburban Development Area

Current Zoning: Agriculture (AGR)

Proposed Zoning: Residential Low Density-60 (RLD-60)

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop as residential.

BACKGROUND

The 33.45-acre subject property is located south of James Turner Butler Boulevard (FL-202) an FDOT expressway, between the Pablo Creek Reserve residential subdivision and golf course, and Pablo Creek Preserve. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Agriculture (AGR) in the Rural Development Area to Low Density Residential (LDR) in the Suburban Development Area. A companion rezoning application, requesting a change from Agriculture (AGR) to Residential Low Density-60 (RLD-60) for single-family homes, is pending concurrently with this application as Ordinance 2024-151.

The property is a former private airstrip known as Deep Forest Airport. Directly north of the subject site is the northern half of the airstrip, currently being amended to RPI under 2024-148, and James Turner Butler Boulevard, FL-202. Beyond Butler Boulevard is J. Allen Axson Elementary School, the Cypress Village retirement community, and Mayo Clinic. East of the site is the Pablo Creek Reserve neighborhood and the associated golf course. West of the site is the Pablo Creek Preserve conservation area. South of the site is Pablo Creek and across the creek is more agricultural land with single family homes. More specific uses along with zoning and land use categories are listed below.

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

North: Land Use: Public Buildings and Facilities (PBF), Residential Professional Institutional (RPI), Agriculture (AGR)
Zoning: Planned Unit Development (PUD), Agriculture (AGR)
Property Use: Northern half of airstrip, James Turner Butler Boulevard, J. Allen Axson Elementary School, the Cypress Village retirement community, and Mayo Clinic

South: Land Use: AGR
Zoning: AGR
Property Use: Undeveloped, Pablo Creek, single family homes

East: Land Use: AGR
Zoning: PUD
Property Use: Single family homes, golf course

West: Land Use: AGR
Zoning: AGR
Property Use: Pablo Creek Preserve.

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.

Development Analysis		33.45 acres	
Development Boundary	Current: Rural	Proposed: Suburban	
Roadway Frontage Classification / State Road	None		
Plans and/or Studies	Southeast Vision Plan		
Site Utilization	Current: airstrip	Proposed: residential	
Land Use / Zoning	Current: AGR/AGR	Proposed: LDR/RLD-60	
Development Standards for Impact Assessment	Current: 1 DU/2.5acres	Proposed: 5DUs/Acre	
Development Potential	Current: 13 people	Proposed: 167 people	
Net Increase or Decrease in Maximum Density	Increase of 154 DUs		
Net Increase or Decrease in Potential Floor Area	N/A		
Population Potential	Current: 34	Proposed: 444	
Special Designation Areas			
Aquatic Preserve	No		
Evacuation Zone	Zone E, Zone A		
Airport Environment Zone	Partial – 500 foot Craig Executive Airport		
Industrial Preservation Area	No		
Cultural Resources	No		
Archaeological Sensitivity	High, medium, low		
Historic District	No		
Coastal High Hazard	Partial – southeastern corner		
Adaptation Action Area	Partial – southern end of site		
Groundwater Aquifer Recharge Area	Discharge		
Wellhead Protection Zone	No		
Boat Facility Siting Zone	N/A		
Brownfield	No		
Public Facilities			
Potential Roadway Impact	1,452 net new daily trips		
Potential Public School Impact			
Water Provider	JEA		
Potential Water Impact	Increase of 40,964 gal/day		
Sewer Provider	JEA		
Potential Sewer Impact	Increase of 30,723 gal/day		
Potential Solid Waste Impact	Increase of 400.4 tons/year		
Drainage Basin/Sub-basin	Intracoastal Waterway/ Pablo Creek		
Recreation and Parks	None		
Mass Transit Access	None		
Natural Features			
Elevations	6 feet – 23 feet		
Land Cover	8110: Airports		
Soils	22 – Evergreen-Wesconnett 24 – Hurricane and Ridgewood 32 – Leon fine sand 62 – Rutledge mucky fine sand		
Flood Zones	N/A		
Wetlands	None		
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 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).

The applicant has not provided a JEA Availability Letter. According to the application, the applicant has indicated that JEA central services will be utilized for the site. According to the City Infrastructure Map, there is a 8 inch JEA water and sewer line located about 145 feet east of the subject site on Bentpine Cove Road. The applicant will be required to connect to JEA water and sewer if the site is redeveloped at some point in the future. If water and sewer is not available, development will be limited to one unit per ½ acre.

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 to the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 33.45 acres and is accessible from Sans Pareil St, a local facility. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Agriculture (AGR) to Low Density Residential (LDR).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the 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

- | | |
|---------------|---|
| Objective 2.4 | The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series. |
| Policy 1.2.1 | The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact. |
| 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 123. If the land use is amended to allow for this proposed LDR development, this will result in 1,575 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 1,452 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 and FDOT to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
AGR	210	13 SF DUs	T= 9.43 (X)	123	0	123
				Total Trips for Existing Land Use		123
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	167 SF DUs	T=9.43 (X)	1,575	0	1,575
				Total Trips for Proposed Land Use		1,575
					Difference in Daily Trips	1,452

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

School Capacity

The 33.45 acre proposed land use map amendment has a development potential of 79 dwelling units and 40 new students. 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:

Application Review Request: **COJ PDR: School Impact Analysis**
 Proposed Name: **L-5901-23C**
 Requested By: **Sam Roberts**
 Reviewed By: **W. Randall Gallup**
 Due: **2/29/2024**

Analysis based on maximum dwelling units: **167**

School Type	CSA ¹	CURRENT ENROLLMENT 20 Day Count (2023/24)	CURRENT UTILIZATION (%)	NEW STUDENT GENERATION ²	5-YEAR UTILIZATION (%)	AVAILABLE SEATS - CSA ³	ADJACENT CSAs 3 & 4 AVAILABLE SEATS
Elementary	5	8,220	84%	20	88%	860	2,252
Middle	5	2,257	80%	8	69%	145	953
High	5	7,617	98%	12	92%	334	402
Total New Students				40			

NOTES:

¹ Proposed Development's Concurrently Service Area (CSA)

² Student Distribution Rate
 ES-125
 MS-051
 HS-074
 0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

³ Available CSA seats include current reservations

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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high, medium, and low 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 1.2.2 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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Craig Executive Airport. Zoning will limit development to a maximum height of 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.

Evacuation Zone

The subject site is within Evacuation Zone A and Zone E. 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 the development potential of the proposed land use amendment change. Review and comments from EPD are provided below.

EPD Review

The proposed property in land use amendment L-5901-23C will be in close proximity to J Turner Butler Boulevard, indicating sufficient access to I-295 (4.35 road miles) and I-95 (9.10 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A, and Zone E), nearest evacuation routes, and the estimate of 1,452 additional daily trips the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5901-23C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

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.

Adaption Action Area

1.35 acres of the southeast corner of the amendment site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Conservation/Coastal Management Element

- Policy 13.1.2 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.
- Policy 13.3.1 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 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

Coastal High Hazard Area

Approximately 420 square feet of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) and Hurricane Evacuation Zones Map.

While the CHHA boundary normally precludes the developer from increasing densities or developing the site, this area is considered to be of negligible impact to the development potential of the site.

Parks – PCCA Proximity

The subject site is adjacent Pablo Creek Preserve, a preservation site which is co-managed by City of Jacksonville Parks Department and St. Johns River Water Management District. Parks Department comments are detailed below.

The St. Johns River Water Management District and City of Jacksonville have proposed to co-manage Pablo Creek Preserve with SJRWMD managing the natural resources and COJ managing public recreation. Part of the management of this site will include timber harvesting and prescribed burning for resource enhancement and to reduce the potential impacts of wildfires. Prescribed burning will create smoke, which may temporarily impact

neighborhoods and surrounding areas. However, such efforts are necessary to the management of these lands for wildlife, resource protection and recreational uses. All future, adjacent homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush, dead leaves or landscaping near homes where such homes are adjacent to forest areas. Please consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forested lands. This will reduce wildfire risk and reduce water use, making the new developments more resilient and sustainable.

Additional development may affect surface and ground water quality, which may impact the Pablo Creek watershed. The area is currently natural, so the planned development may have wetland, storm water and ground water impacts. Request that tree, wetland and storm water impacts be minimized to the extent possible and proper mitigation techniques be followed. Recommend riparian buffer areas around any natural wetland or river tributary.

Recommend an environmental assessment be conducted to inventory listed or imperiled plant and animal species prior to development; if listed species are found, recommend following a habitat conservation plan for protection, or mitigation alternatives. In particular, the federally protected red-cockaded woodpecker (RCW) is known to inhabit the Pablo Creek Preserve area immediately adjacent to the proposed residential development. The owner/developer will need to hire a professional wildlife biologist to conduct a thorough survey of the surrounding area to identify RCW cavity trees and foraging habitat that could be adversely affected by the proposed development project and to map required buffers around these areas, which should not be developed.

We request at least 50' natural, vegetated buffer be maintained along the development property's common boundary with Pablo Creek Preserve and limit building heights to avoid tall structures overlooking the Preserve in order to protect the nature experience and viewshed by park visitors.

We also look forward to reviewing future versions of the development's site plan once recreational amenities are envisioned so we can evaluate how they might compliment and/or connect to the Preserve.

St. Johns River Water Management District – PCCA Proximity

The subject site is adjacent Pablo Creek Preserve, a preservation site which is co-managed by City of Jacksonville Parks Department and St. Johns River Water Management District. St. Johns River Water Management District comments are detailed below.

Thank you for contacting St. Johns River Water Management District (District) staff and requesting feedback regarding proposed small-scale land use amendment applications

L-5900-23C and L-5900-23C (Airport Parcels). The site associated with these amendments is directly adjacent to the future Pablo Creek Conservation Area (PCCA). As you may be aware, the Board of Trustees of the Internal Improvement Trust Fund (Trustees) and the District will receive the underlying fee interest to the Hodges property just west of the Airport Parcels pursuant to the Conservation Easement and Purchase Options, more particularly described in Official Records Book 9067, Page 1723 (Hodges I), Official Records Book 9420, Page 1967 (Hodges II), and Official Records Book 9814, Page 684 (Hodges III) of the Public Records of Duval County, Florida, preserving a total of 2,721.79 acres in Duval County, Florida (Hodges Property). Once the real estate transaction is complete, the District will hold 100% interest in Hodges I and II and an undivided 17.27% interest in Hodges III. The Trustees will hold an undivided 82.73% interest in Hodges III. The District will manage the PCCA.

The Airport Parcels share their western boundary with the Hodges III Conservation Easement. District staff provide the following technical assistance information.

Access to the Airport Parcels through Hodges III was contemplated in the Conservation Easement for Hodges III. The Hodges reserved “unto themselves, their successors and assigns, continued ingress, egress, utilities and drainage, for themselves and their successors and assigns, sufficient for development in accordance with then prevailing City of Jacksonville development standards, to benefit of the ... remaining property lying contiguous to the Easement Property ("Benefitted Property") in the event of Grantees' purchase of the underlying fee simple interest in the Property.” It is District staff's understanding that another potential access route may exist through the neighboring community of Pablo Creek Reserve.

Future development associated with the proposed amendments may require an Individual Environmental Resource Permit (ERP). To obtain an ERP, the application must meet all the applicable criteria in Rule 62-330 of the Florida Administrative Code (F.A.C.).

The PCCA will be actively managed with natural resource land management practices, including, but not limited to, prescribed fire, timber stand improvement, herbicide application for nuisance plant management and fuel reduction techniques which employ heavy equipment. Nearly all natural communities in Florida are susceptible to wildfire and the onus is on the individual property owner or subdivision to take steps to mitigate their risk of property damage due to a wildfire that may originate on an adjacent property. District staff recommends the city advise future owners and residents about this property and actions taken to manage it and encourages the city to consider incorporation of “Firewise” principals in the respective future development because of the property's proximity to the PCCA. Firewise information is available from the Florida Department of Agriculture and Consumer Services at <https://www.fdacs.gov/Forest-Wildfire/For-Communities/Firewise-USA/Become-a-Firewise-USA-Site>.

PCCA will be open to the public for nature-based recreation and public recreational users. Thus, these users may be in close proximity to the subdivision.

PROCEDURAL COMPLIANCE

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on March 1, 2024. Eight (8) 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 March 4th, 2024. No members of the public were present to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2045 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 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.

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 defined in this Plan.

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 1.1.2 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 1.1.3 The Development Areas should be reviewed for expansion during updates to the Comprehensive Plan planning timeframe and during updates to the mobility system. In addition, because the development capacity of the Future Land Use map fluctuates with time, Development Areas will be periodically reevaluated as part of the Plan review and amendment process.

Policy 1.1.18 Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in FLUE Policies 1.1.19 and 1.1.21.

Policy 1.1.19 Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with FLUE Policy 1.1.21, inclusion of the following areas is discouraged:

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.

2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA premium transit station.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large-Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

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.

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.

Property Rights Element

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

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

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

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

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

According to the Category Description within the Future Land Use Element (FLUE), Agriculture (AGR) is 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.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. The maximum gross density in the Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density in the Suburban Area shall be 7 units per acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.

The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.

The maximum gross density shall be 4 units per acre and the minimum lot size shall be $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available.

The applicant has indicated the property will be served with JEA water and sewer but has not provided a JEA availability letter. City GIS indicated water and sewer mains near the site along Bentpine Cove Road. FLUE Policy 1.2.8 states that any development within the suburban development area must be served with JEA water or sewer, provided that service is available in the right of way abutting the property. Pursuant to the LDR land use category, any development that is not connected to centralized water and sewer will be limited to one unit per half acre.

The applicant is proposing a land use change from AGR in the Rural Development Area to LDR in the Suburban Development Area. The proposed boundary change and amendment to LDR results in a compatible development pattern and will be congruent with the existing single-family typology of nearby neighborhoods. The proposed amendment to LDR would also allow for the development of an undeveloped and underutilized property for additional housing options in the Southeast Planning District. The proposal adds to the total amount of LDR designated land for residential development needed to accommodate future growth through the planning timeframe of the 2045 Comprehensive Plan. Therefore, the amendment is consistent with FLUE Goal 1, Objective 1.1, Objective 3.1, and Policies 1.1.21 and 1.1.22.

Amending this property to allow for residential uses would preserve the character of existing neighborhoods in the Pablo Creek Reserve area. This amendment would follow the current trend in the area, where single family homes are the dominant use. Therefore, the amendment is consistent with FLUE Goal 3.

The proposed amendment also proposes an extension to the Suburban Development Area, which would encompass the entirety of the subject site as well as the northern portion of the airstrip, currently being amended under 2024-148. The applicant provided justification has been attached to this staff report. The boundary extension map has been provided in this staff report. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.2, 1.1.3, 1.1.18, and 1.1.19.

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.

Southeast Jacksonville Vision Plan

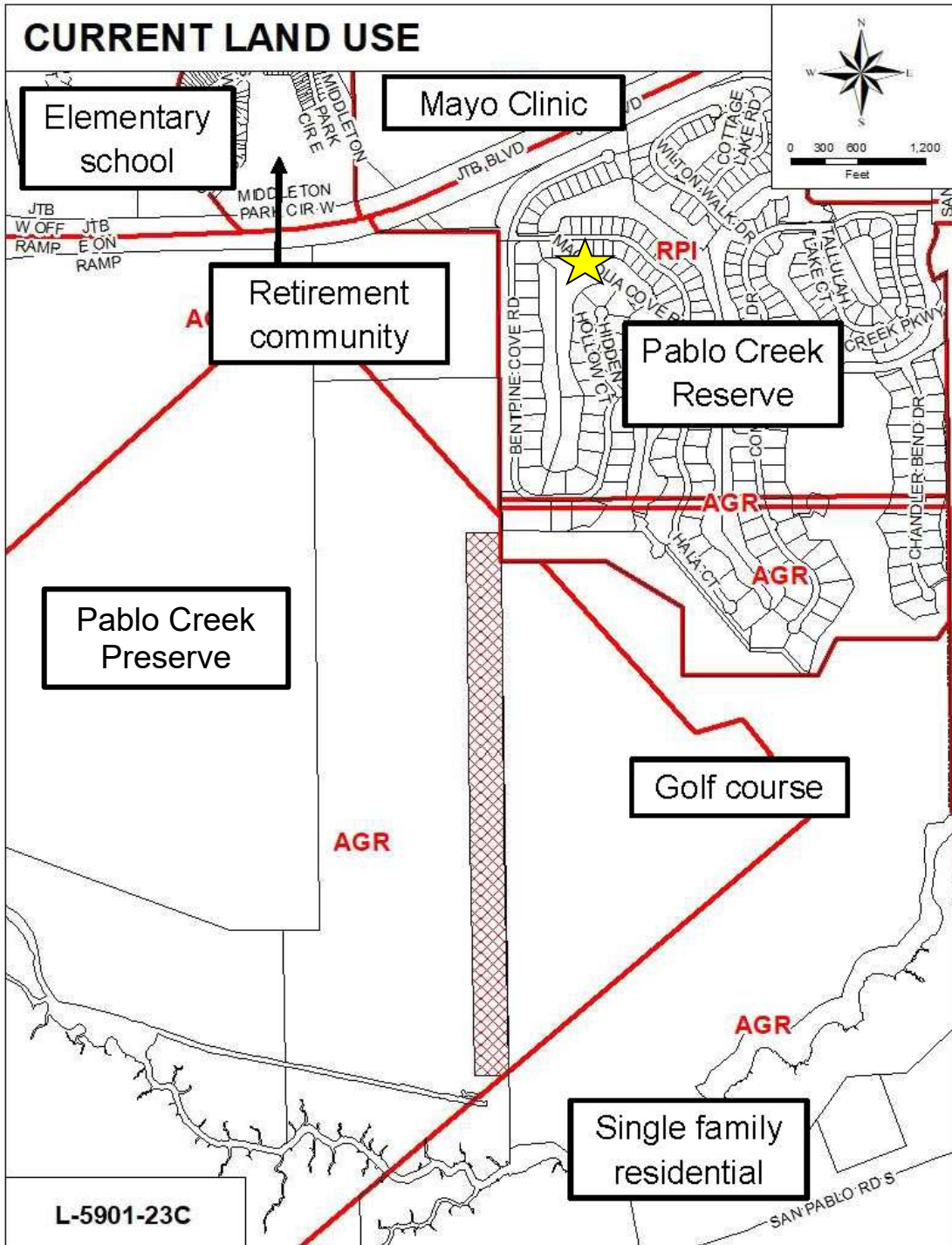
The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. The Southeast Planning District of Jacksonville embraces a variety of new growth opportunities, including redevelopment and infill, and protecting the unique character of specific districts within the area. The vision plan does not make any directives about the subject site specifically, but the proposed amendment is consistent with Guiding Principle Two, redevelopment and infill, in that an underutilized parcel would be redeveloped to provide additional housing stock for the area.

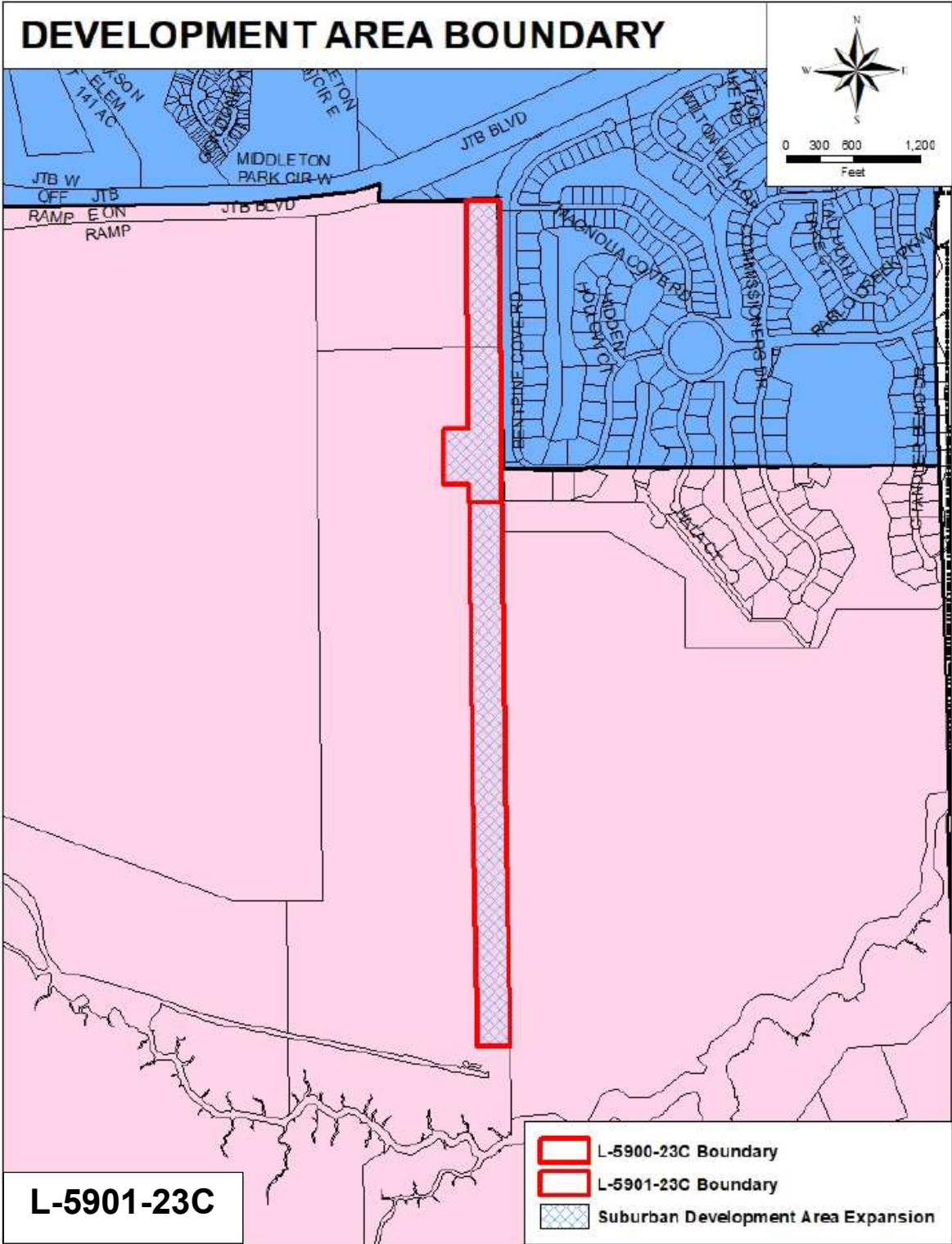
Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient, and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

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





Justification for Extension of Suburban Boundary
Tracking No. L-5901

Policies 1.1.18, 1.1.19, and 1.1.21 support the extension of the development area to include the lands proposed in this application.

While the land in question is AGR, where normally development expansion would be discouraged, the current amendment request is to LDR. The land in the area surrounding the land to be changed is developed as single family residential and adjoins a golf course.

The site is a logical extension of existing development. There are public services immediately adjoining. Access to the site is through lands currently having available services.

In accordance with Policy 1.1.21, the land proposed for development expansion is currently in an outdated development pattern. The land is currently a runway/airstrip and is not compatible with the adjoining golf course and residential support uses to the east. These lands would also provide adequate choices for continued growth needs in the area, as the land is proximate to compatible uses, development scale and is likely to further the growth management and mobility goals of the City of Jacksonville.