

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



**OVERVIEW**

**ORDINANCE: # 2019-788**

**APPLICATION: L-5319-18A-5-10**

**APPLICANT: CURTIS HART**

**PROPERTY LOCATION: 6156 Old Kings Road; on the north side of Pickettville Road**

**Acreage: 36.57**

**Requested Action:**

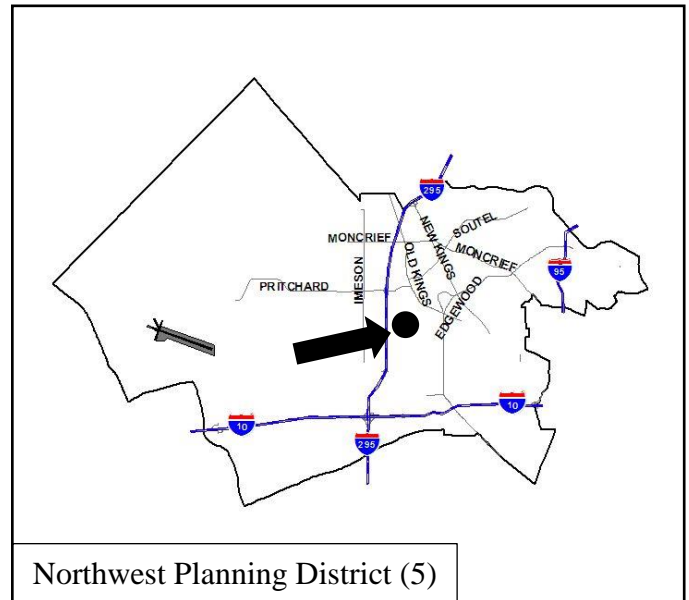
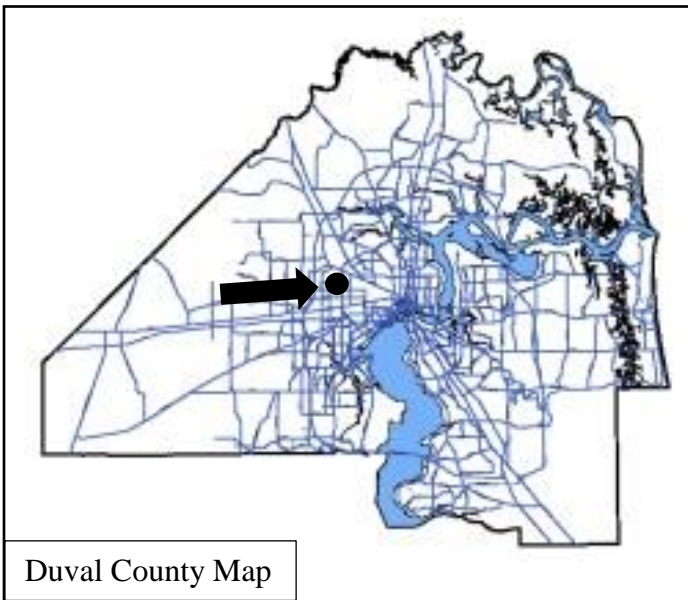
	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>LDR</b>	<b>ROS</b>
<b>ZONING</b>	<b>RR-Acre &amp; RLD-60</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	ROS	183 DUs (5 DU/Acre)	N/A	N/A	238,948 Sq. Ft. (0.15 FAR)	Decrease of 183 DUs	Increase of 238,948 Sq. Ft.

**PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVE \***

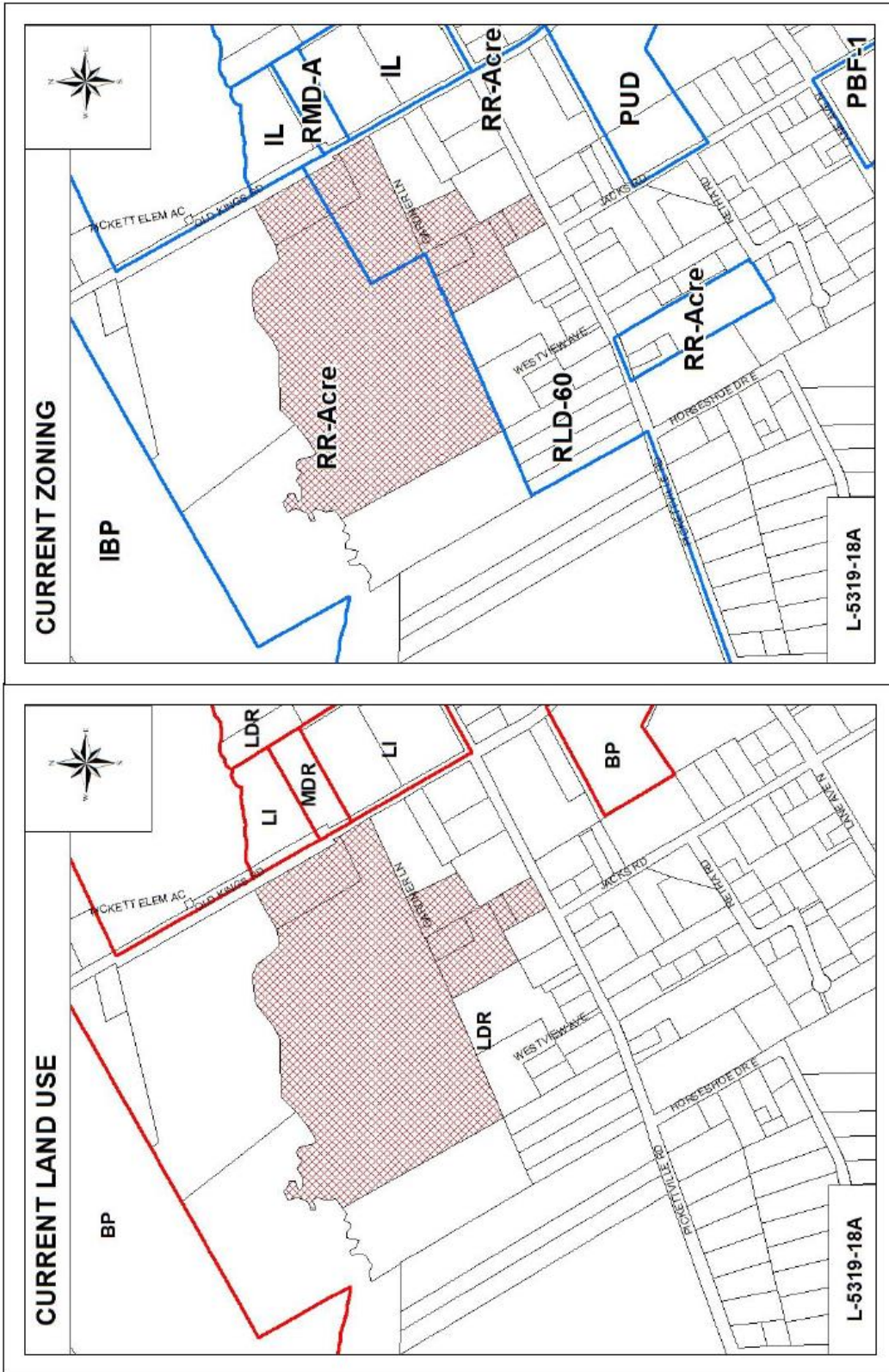
*\* Subject to revised Exhibit 1 (Legal - Attachment G), revised Exhibit 2 (Map - Attachment H) and revised acreage from 36.57 to 25.99 acres.*

**LOCATION MAPS:**



# DUAL MAP

## SMALL SCALE LAND USE APPLICATION L-5319-18A



**Current Zoning District(s):** Residential Rural-Acre (RR-Acre); Residential Low Density-60 (RLD-60)

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

**Existing FLUM Land Use Categories:** Low Density Residential (LDR)

**Requested FLUM Land Use Category:** Recreation and Open Space (ROS)

# ANALYSIS

## Background:

The 36.57 acre subject property is located north side of Pickettville Road and west of Old Kings Road. The land use amendment site is also located within the boundary of the Suburban Development Area as well in Planning District 5 and Council District 10. Currently, the site consists of residential land. Access to the site is from Pickettville Road which is classified as a collector road and Old Kings Road which is classified as a minor arterial road according to the Functional Highway Classification Map.

The applicant proposes a future land use map amendment from Low Density Residential (LDR) to Recreation and Open Space (ROS) with a change to the zoning district from Residential-Rural-Acre (RR-Acre) and Residential Low Density-60 (RLD-60) to Planned Unit Development (PUD) to bring the property into compliance with its historic use as an RV Park.

Much of the area around the amendment site is in the LDR or Light Industrial (LI) land use category with a dominant use of single-family residential. Historically, nearby properties have been converted away from residential land use categories. Properties located to the east of the subject site were converted from MDR to LI pursuant to Ordinance 2008-237-E and a parcel located to the southeast was converted from LDR to BP pursuant to Ordinance 2014-193-E. Detailed information about the surrounding area and land use changes can be found on Page 2, Dual Map, and Page 20, Attachment A – Existing Land Utilization Map.

During the first round of public hearings on this amendment, the Waterways Commission reviewed the proposal and recommended that the wetlands be converted to the Conservation (CSV) land use. In response, the applicant has agreed to remove 9.58 acres of wetlands and authorized the Planning and Development Department to process a city sponsored land use amendment to CSV. In addition to this change, the applicant proposes removal of a 0.71 acre site at the request of the property owner of record. The Department's recommendation is based on amending the application to reduce the site area from 36.57 acres to 25.99 acres and to amend legislative Exhibit 1 (legal description) and Exhibit 2 (Site Map) to reflect these changes.

The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RR-Acre	Church
South	LDR	RLD-60	Single-family homes
East	LI, MDR	IL, RMD-A	Auto repair/vacant
West	LDR	RLD-60, RR-Acre	Single-family homes

## Impact Assessment:

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

*Development Standards for Impact Assessment.* These standards produce development potentials as shown in this Section.

### **Utility Capacity**

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

Infrastructure Element  
Sanitary Sewer Sub-Element

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

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

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment will not result in an increase of net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

#### Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

#### Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is 0.84.

Old Kings Road and Pickettville Road are functional classified roads within vicinity of the proposed land use amendment. This land use amendment will not have any significant impact on the existing roadway network.

It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

#### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

**Industrial Zones**

The subject property is located within the “Industrial Situational Compatibility” Zone. “Industrial Sanctuary” and “Industrial Situational Compatibility” Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development. However, the site’s current land use is LDR and as such the proposed amendment does conflict with the Industrial Situational Compatibility Policies.

**Wetlands**

The applicant submitted a copy of a high intensity wetland survey showing its location and size with the land use amendment application (see Attachment C). Based upon the city’s geographic information data, the Planning and Development Department has determined the type(s), quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. The applicant has agreed to remove the wetlands from the application site and to authorize the Department to sponsor a land use amendment to CSV to ensure protection of the wetlands.

Wetlands Characteristics:

Approximate Size: 9.58 Acres (Wetland acreage updated since transmittal review from 8.87 acres to 9.58 acres based on detailed wetland survey provided by the applicant.)

General Location(s): Wetlands are located on the northern edge of the site and are a portion of a larger wetland system that drains from west to east into Sixmile Creek. According to the Florida Land Use Code Classification System (FLUCCS), the wetland is classified as a “Wetlands Forested Mixed (6300)”.

Quality/Functional Value: The wetland has a high functional value for water filtration attenuation and flood water capacity and has a direct impact on the City’s waterways.

Soil Types/ Characteristics: (67) Surrency loamy fine sand, 0 to 2 percent slopes– The Surrency series consists of nearly level, very poorly drained soils. These soils were formed in thick sandy and loamy marine sediments. In areas on flood plains, the high water table generally is at or near the surface and the areas are subject to frequent flooding for brief



periods. In areas of depressions, the high water table generally is at or above the soil surface for long periods of time.

Wetland Category: Category II

Consistency of Permitted Uses: Permitted uses in Existing Category II wetlands are limited to conservation and Water Dependent-Water Related uses. The proposed use is not permitted within wetlands. However, the companion PUD site plan indicates development will not impact existing wetlands. During the adoption round, the PUD can be designed to prohibit development in the Category II wetlands.

Environmental Resource Permit (ERP): Not provided by applicant

Wetlands Impact: None proposed at this time.

Associated Impacts: AE flood zone and 0.2 PCT Chance Annual Flood Hazard

Relevant Policies:  
Conservation/Coastal Management Element

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

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

Policy 4.1.3 The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(a) Encroachment

In Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

i. The habitat of fish, wildlife and threatened or endangered species,

ii. The abundance and diversity of fish, wildlife and threatened or endangered species,

iii. The food sources of fish and wildlife including those which are threatened or endangered,

- iv. The water quality of the wetland, and
- v. The flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection  
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality  
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
  - i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
  - ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.5 The permitted uses within Category I and II wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs):

- (1) Conservation uses, provided the following standards are met:
  - (a) Dredge and fill  
Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and
  - (b) Vegetation  
For Category I wetlands:  
All native vegetation outside the development area is maintained in its natural state



For Category II wetlands:

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

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

(a) Density/Dredge and fill

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

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

(b) Boat facilities siting and operation

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

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

(5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

- (6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

**Best Management Practices: Silviculture**

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

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

**Flood Zones**

Approximately 11.58 acres of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard flood zone and approximately 16.53 acres of the subject site is located within the AE flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory.

The applicant has agreed to remove 9.58 acres of wetlands from the application site and to authorize the Department to sponsor a land use amendment to CSV to ensure protection of the wetlands. These wetlands overlap with the AE flood zone and will have the effect of protecting a portion of the flood zones from development.

Conservation /Coastal Management Element (CCME)

- Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.
- Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.
- Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
  - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
  - C. Incentives, including tax benefits and transfer of development rights.

**IMPACT ASSESSMENT**

[ L-5319-18A ]

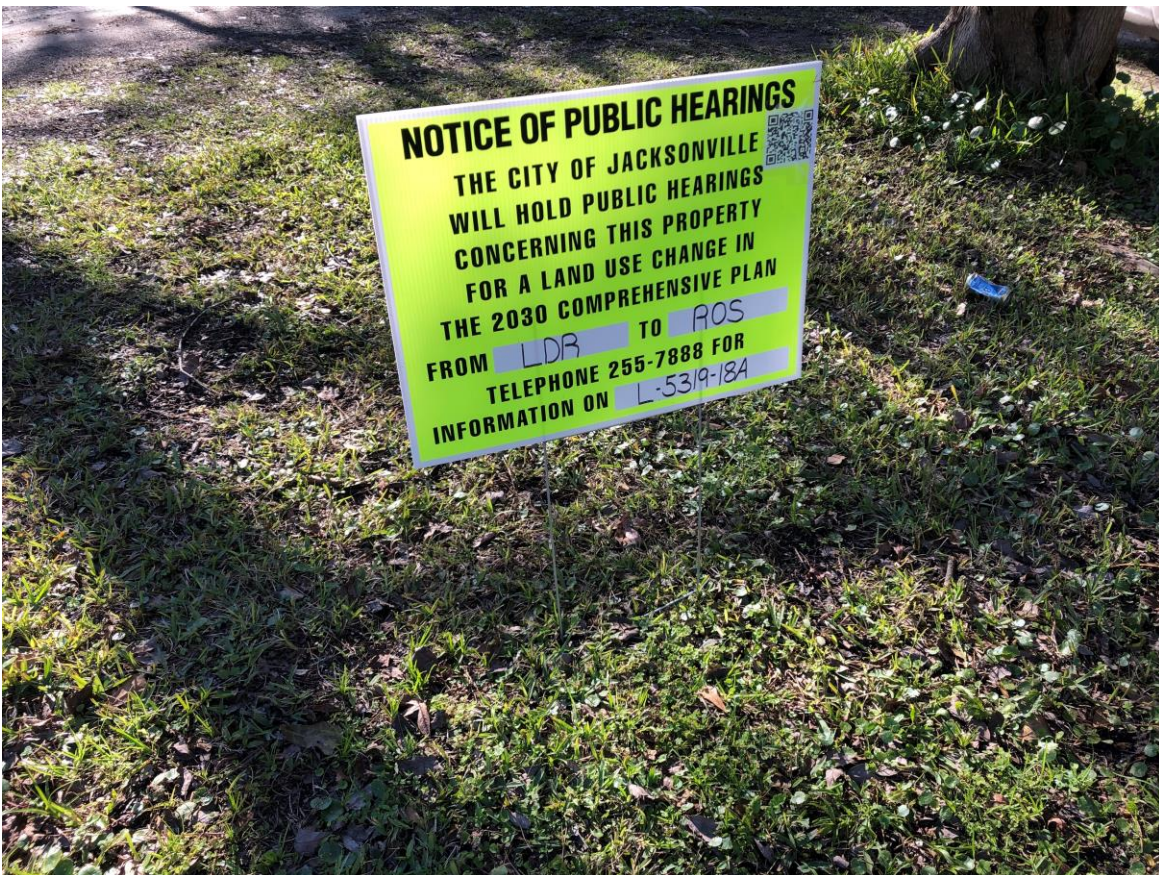
<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	730 Feet of Frontage; Local Road	
Plans/Studies	Northwest Jacksonville Vision Plan	
	<b><u>CURRENT</u></b>	<b><u>PROPOSED</u></b>
Site Utilization	RV Park / Residential	RV Park
Land Use/Zoning	LDR / RR-Acre; RLD-60	ROS / PUD
Development Standards For Impact Assessment	5 Dwelling units/Acre	0.15 FAR
Development Potential	183 Dwelling Units	238,948 Square Feet
Population Potential	484 People	0 People
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b><u>YES</u></b>	<b><u>NO</u></b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone		X
Industrial Preservation Area	Situational Compatibility	
Cultural Resources		X
Archaeological Sensitivity	Low, Medium, High	
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X- Discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	N/A	
Sewer Provider	JEA	
Potential Sewer Impact	N/A	
Potential Solid Waste Impact	Decrease of 93.48 tons/year	
Drainage Basin / Sub-Basin	Trout River / Sixmile Creek Reach	
Recreation and Parks	James Fields Park	
Mass Transit	No Bus Service	
<b>NATURAL FEATURES</b>		
Elevations	3 to 18 feet above mean sea level	

Land Cover	1100 – Residential, low density; 4410- Pine Plantation; 4340- upland mixed coniferous/hardwood; 6300- Wetland forested mixed
Soils	51- Pelham Fine Sand, 0 to 2 percent slopes; 63- Sapelo Fine Sand, 0 to 2 percent slopes; 67- Surrency loamy fine sand, 0 to 2 percent slopes, frequently flooded
Flood zone(s)	AE; 0.2 PCT Chance Annual Flood Hazard
Wetlands	6300- Wetland Forest Mixed
Wildlife (sites greater than 50 acres)	N/A

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 28, 2019, the required notice of public hearing signs were posted. Forty-three (43) 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’s Information Meeting was held on February 19, 2019. Two members of the public were at the meeting to express concerns with the use of the site.



## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

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

#### Future Land Use Element (FLUE):

- Policy 1.1.10 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.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 2.2.4 Maintain existing stable neighborhoods through coordinated rehabilitation and conservation action by the Building Inspection Division and Planning and Development 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.
- 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.
- Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

- Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the “Area of Situational Compatibility”, as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area’s vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.
- Objective 7.1 The City shall consider the impact on the St. John’s River and its tributaries when reviewing development, land development regulations, public infrastructure and investment, and other City actions that present opportunities for improving water quality health and the overall sustainability of Jacksonville within its environment.
- Policy 7.1.1 The Planning and Development Department shall consider the land use impact on the St. Johns River and its tributaries by reviewing the future land use designation and land development regulations of those properties that are contiguous with and immediately adjacent to a water body. The following concerns will be considered for those properties:
- Wetlands
  - Impervious surface potential
  - Coastal High Hazard Area (CHHA)
  - Septic Tank Failure Areas
  - Environmentally Sensitive Areas
  - Flood zones
  - Aquifer recharge zones
  - Wellhead protection areas



**Conservation and Coastal Management Element (CCME):**

Policy 4.1.5 The permitted uses within Category I and II wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs):

(1) Conservation uses, provided the following standards are met:

(a) Dredge and fill

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Density/Dredge and fill

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

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

(b) Boat facilities siting and operation

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

- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

### **Recreation and Open Space Element (ROSE):**

Policy 2.2.1        The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

### **Comprehensive Plan Analysis:**

Currently the site has a Low Density Residential (LDR) land use designation. According to the FLUE, LDR in the Suburban Development Area is intended to provide for low density residential development.

The applicant is proposing a land use change from LDR to ROS. According to the FLUE, ROS is primarily intended for outdoor recreation. Principal uses include: Parks, Playgrounds; Golf courses; Driving ranges; Marinas; Fairgrounds and spectator sports facilities in public and private ownership; carbon sinks; Pastoral open space managed by the Recreation and Community Services Department is also included. Travel trailer parks are considered a secondary use.

According to the application, the site will have access to JEA potable water and sanitary sewer. Consistent with FLUE Policy 1.2.9.

The proposed amendment to ROS promotes a compact and compatible land development pattern by providing for a gradation of uses between a predominantly residential area and nearby industrial areas as called for in FLUE Policy 1.1.10. The amendment also provides an organized and balanced combination of uses, consistent with FLUE Policy 1.1.22 and Goal 3.

Development resulting from the proposed land use amendment must comply with CCME Policy 4.1.5, as it relates to Category II (riverine) wetlands, which does not permit the proposed uses. The applicant has agreed to remove the wetlands from the application site and to authorize the Department to sponsor a land use amendment from LDR to CSV to ensure protection of the wetlands. These wetlands also overlap with the AE flood zone and will have the effect of protecting a portion of the flood zones from development. Removal of the wetlands from the amendment ensures consistency of the proposed amendment with FLUE Objective 7.1 and Policy 7.1.1 and CCME Policy 4.1.5. The applicant provided a high intensity wetlands survey (Attachment C), thereby meeting the requirement set forth in CCME 4.1.7.

The proposed amendment is consistent with Guiding Principle Two, Sub-Principle 2.2 of the Southeast Vision Plan. The consistency review is provided in the section below in accordance with FLUE Policy 4.1.8B.

## **Northwest Vision Plan**

The subject property is located within the boundaries of the Northwest Vision Plan. According to the plan, the proposed land use amendment is consistent with the following themes:

- Theme 1- Strengthen existing neighborhoods and create new neighborhoods.
- Theme 2- Protect rural character and open spaces

The property is underutilized and the proposed expansion and land use change to ROS will strengthen an existing neighborhood, fulfilling “Theme 1”. The proposed amendment to ROS would provide a use that is consistent with the rural character of the area, fulfilling “Theme 2”.

## **Strategic Regional Policy Plan**

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

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida  
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

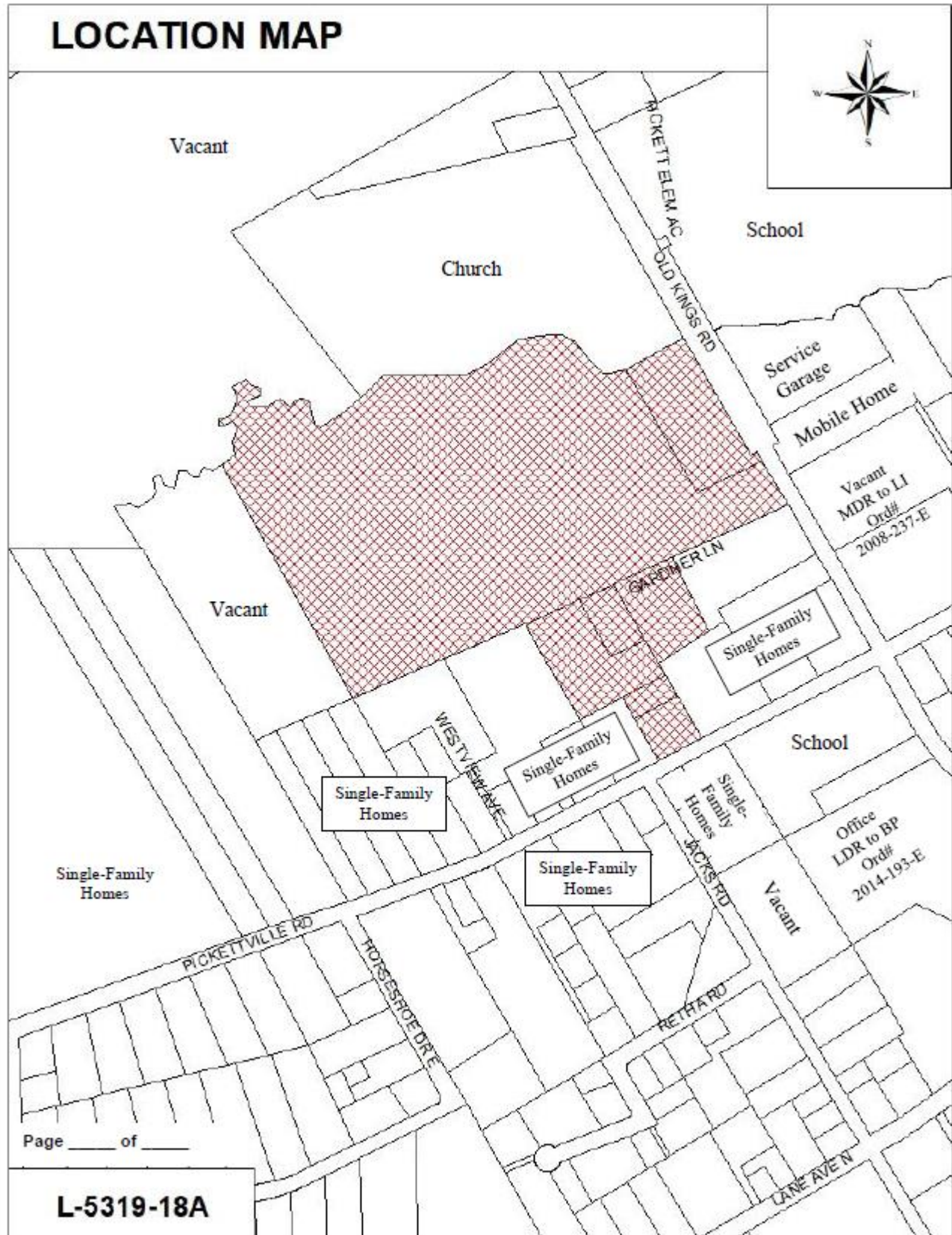
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan, as it would make development easier in a location provided with full urban services.

## RECOMMENDATION

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

***\* Subject to revised Exhibit 1 (Legal - Attachment G), revised Exhibit 2 (Map - Attachment H) and revised acreage from 36.57 to 25.99 acres.***

# ATTACHMENT A- Existing Land Utilization



## ATTACHMENT B (Traffic Analysis):



ONE CITY. ONE  
JACKSONVILLE.

## City of Jacksonville, Florida


*Lenny Curry, Mayor*

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

### MEMORANDUM

**DATE:** February 5, 2019

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister   
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5319—18A

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The proposed project identified in Land Use Amendment L-5319-18A is located north of Pickettville Road and west of Old Kings Road in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Recreational Open Space (ROS) on approximately 36.57 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allow for 5 single-family dwelling units per acre. This results in a development potential of 183 homes (ITE Land Use Code 210) which could generate approximately 1,728 daily trips. The proposed ROS land use category development impact assessment standards allows for 0.15 FAR per acre, to be used for recreational vehicle parking (ITE Land Use Code 416) which could generate 398 daily vehicular trips. This will result in no net new daily vehicular trips if the land use is amended



## ATTACHMENT B (Continued):

<b>Table A</b>						
<b>Trip Generation Estimation</b>						
Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	183 SFDUs	T = 9.44 (X)	1,728	0.00%	1,728
					<b>Total Section 1</b>	<b>1,728</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
ROS	416	36.57 Acres	T = 10.89 (X)	398	0.00%	398
					<b>Total Section 2</b>	<b>398</b>
					<b>Net New Daily Trips</b>	<b>0</b>
<i>Source: Trip Generation Manual, 10th Edition, Institute of Engineers</i>						

### **Additional Information:**

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9.

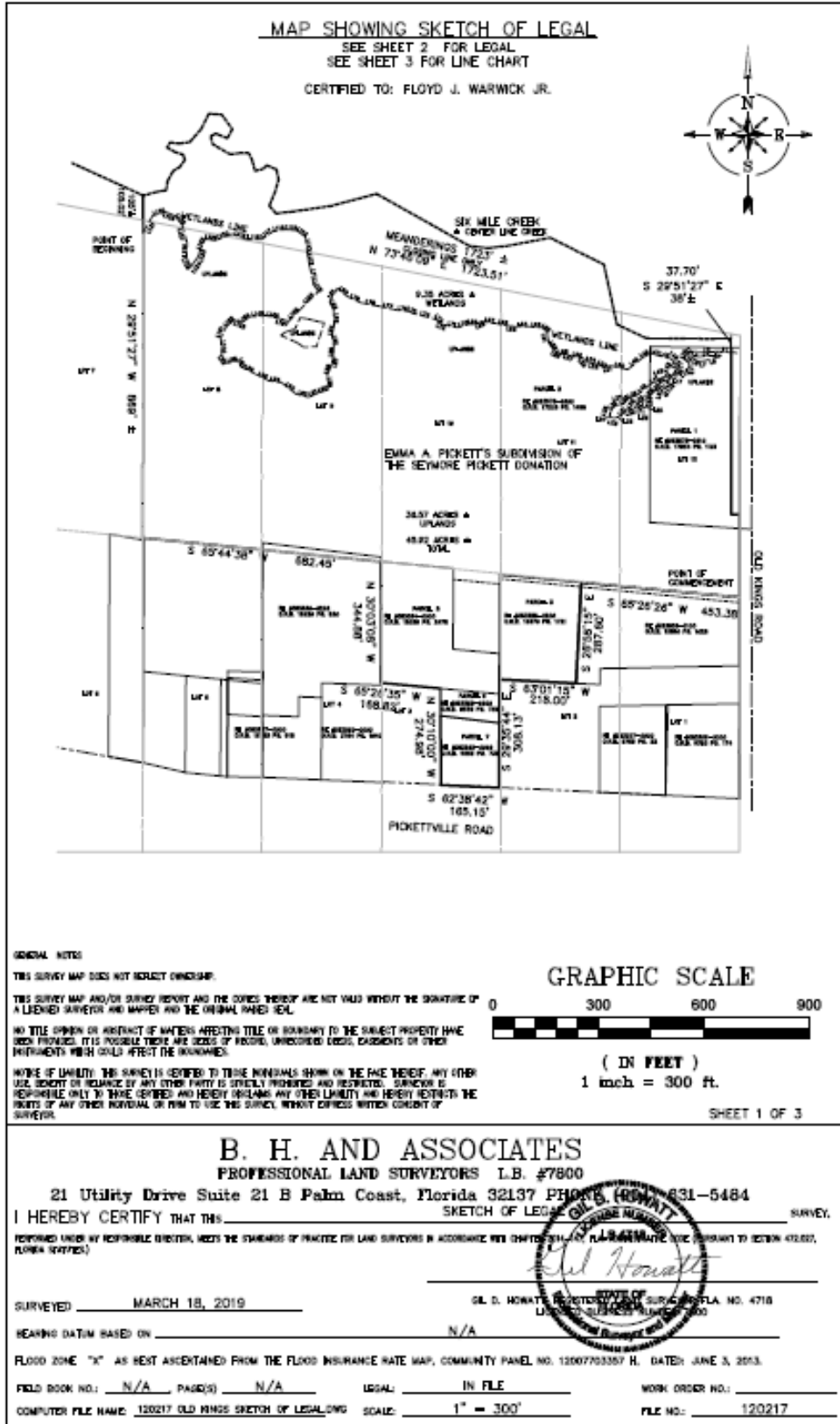
Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is 0.84.

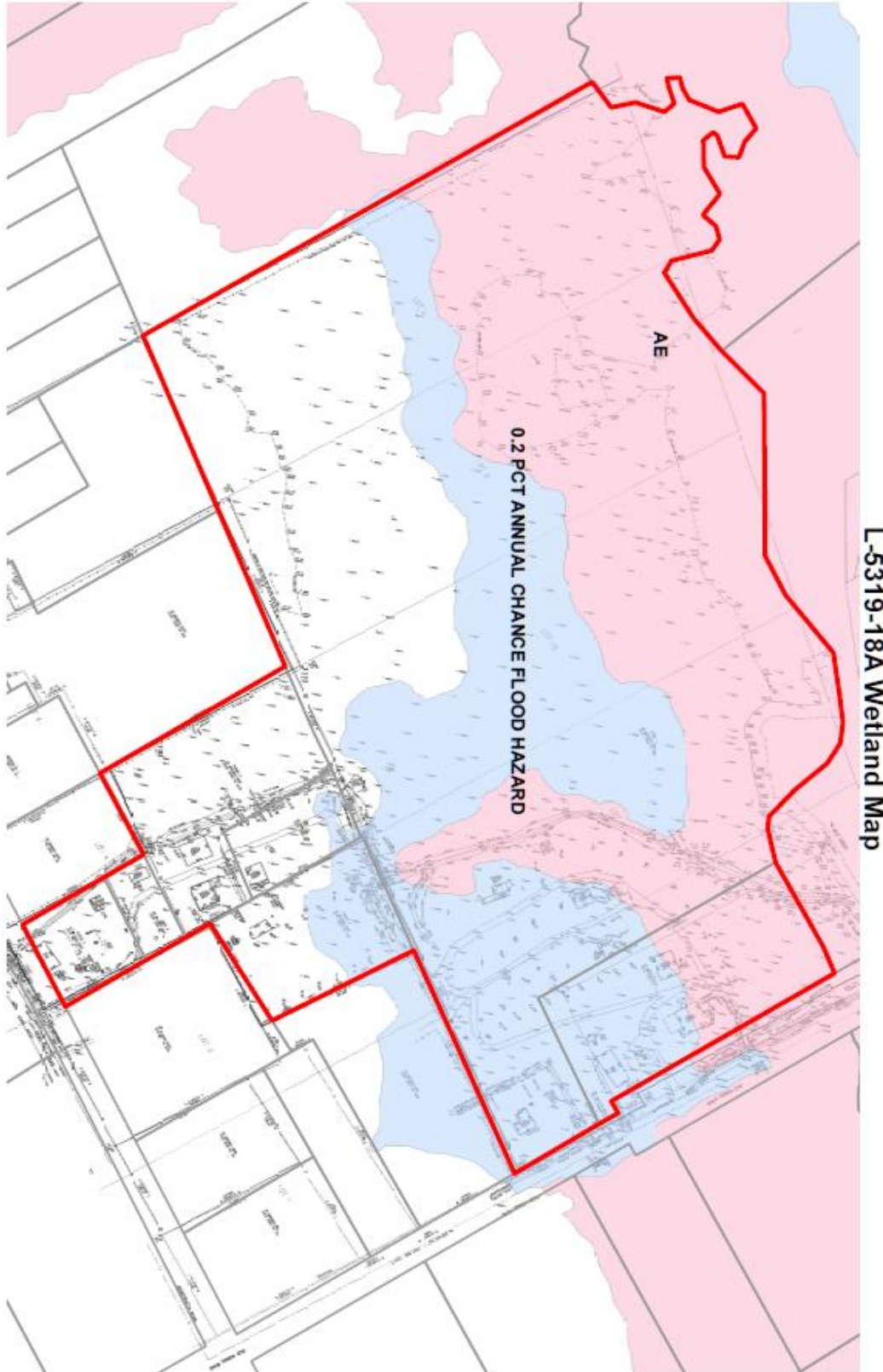
Old Kings Road and Picketteville Road are functional classified roads within vicinity of the proposed land use amendment. This land use amendment will not have any significant impact on the existing roadway network.



# ATTACHMENT C (Wetlands Map):



**ATTACHMENT D (Flood Zone Map):**





**ATTACHMENT E (Aerial Photo):**







# Attachment G (Revised Legal Description):

## EXHIBIT 1

REVISED LEGAL DESCRIPTION DATED NOVEMBER 18, 2019

### DESCRIPTION BY SURVEYOR

A part of lots 2, 3 and 12 together with lots 8 through 11, Emma A. Pickett's subdivision of the Seymour Pickett Donation, according to plat thereof recorded in Plat Book 1, page 108, of the former public records of Duval County, Florida, and being more particularly described as follows:

For a point of beginning, commence at the intersection with the southeasterly line of said lot 12 with the monumented southwesterly right of way line of Old Kings Road (66 foot right of way as per monumentation of this area and 60 foot per D.O.T.); thence south 65 degrees 26'26" West, along the southeasterly lines of said lots 12 and 11, a distance of 453.38 feet to the northeast corner of those lands as described in Official Records Book 16670, Page 1721 of the current Public Records of said county; thence south 26 degrees 58'15" east, along the northeasterly line of said lands, a distance of 287.60 feet to the southeast corner of said lands; thence south 63 degrees 01'15" west, along the southeasterly line of said lands, a distance of 218.00 feet to southwest corner of those lands; thence south 29 degrees 35'44" east, along the northeasterly lines of those lands as described in Official Records Book 18036, page 2478, Official Records Book 9559, page 739 and Official Records Book 9559, page 738 of said public records, a distance of 308.13 feet to the southeast corner of said lands as described in Official Records Book 9559, page 738 and said point also lies on the northwesterly right of way line of Pickettville Road as now established; thence south 62 degrees 38'42" west, along the southeasterly line of said lands and also said right of way line, a distance of 165.15 feet to the southwest corner of said lands; thence north 30 degrees 10'00" west, along the southwesterly lines of said lands and also described in 9559, page 739, a distance of 274.98 feet to the intersection with the southeasterly line of said lands as described in Official Records Book 18036, page 2478; thence south 65 degrees 26'35" west, along said southeasterly line, a distance of 168.82 feet to the southwest corner of said lands; thence north 30 degrees 03'08" west, along the southwesterly line of said lands 344.88 feet to the northwest corner of said lands; thence south 65 degrees 44'38" west, along the southeasterly lines of said lots 9 and 8, a distance of 682.45 feet to the southwest corner of said lot 8; thence north 29 degrees 51'27" east, along said southwesterly line of lot 8, a distance of 904 feet, more or less, to the center line of the north fork of Six Mile Creek; thence northeasterly, along said center line and following meanderings thereof, a distance of 1711 feet, more or less to its intersection with the southwesterly right of way line of Old Kings Road as described in Official Records Book 10762, page 1373 of said current public records; thence south 29 degrees 51'27" east, along said right of way line, a distance of 485 feet, more or less, to the southwest corner of said right of way line; thence north 60 degrees 08'33" east, along said right of way line, a distance of 25.00 feet; thence south 29 degrees 51'29" east, along aforementioned right of way line, a distance of 236.31 feet to the point of beginning.

Less and except the Easterly 134 feet of Lots 1 & 2 of a subdivision of Lot 3, Seymour Pickett Subdivision, made May 14, 1915 by J.M. Dancy, and described in a deed from Jackson T. Pickett and his wife Sadie M. Pickett to Charles Gardner and his wife, Emma Viola Gardner,

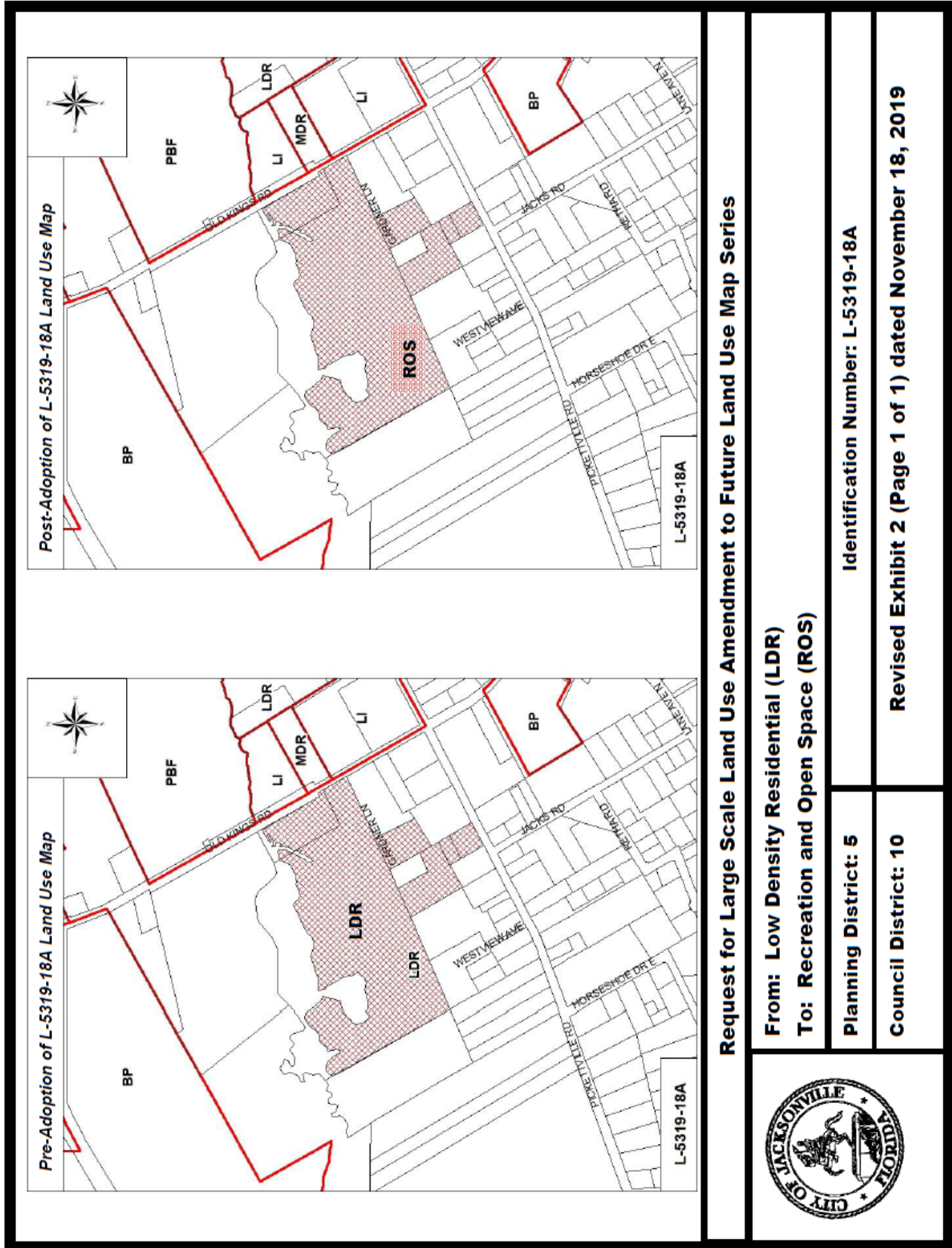
## Attachment G (Continued):

dated May 17, 1915 and recorded in the Public Records of Duval County, Florida in Deed Book 143, Page 797, this portion being more particularly described as follows: Begin at the Northeast corner of said Lot 1 of Lot 3, South 67 degrees 30 minutes West, a distance of 134 feet; thence South 30 degrees East, a distance of 230 feet to the South line of said Lot 2, thence North 67 degrees 30 minutes East along the South line of Lot 2, a distance of 134 feet to the East lines of Lots 1 & 2; thence North 30 degrees West along the East line, a distance of 230 feet to the Point of Beginning. There is further granted a perpetual easement 30 feet wide on the Northern side of said Lot 1 of Lot 3, running from the present end of the existing 12 foot road through Lot 1 to the property described above for access.

~~35.57~~ acres more or less

25.99

## Attachment H (Revised Exhibit 2):



**Request for Large Scale Land Use Amendment to Future Land Use Map Series**

**From: Low Density Residential (LDR)  
To: Recreation and Open Space (ROS)**

**Planning District: 5**

**Identification Number: L-5319-18A**

**Council District: 10**

**Revised Exhibit 2 (Page 1 of 1) dated November 18, 2019**

