

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

May 4, 2023

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-227/Application No. L-5799-23C

Dear Honorable Council President Freeman, 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 **AMENDED AND APPROVED** Ordinance 2023-227 on May 4, 2023.

P&DD Recommendation AMEND/APPROVE
Remove request to expand the Suburban Development Area and Exhibit 3, Suburban Boundary Extension.

PC Issues: The 2045 Comprehensive Plan extended the Suburban Development Area to include the amendment site.

PC Vote: **6-0 AMEND APPROVE**
Remove request to expand the Suburban Development Area and Exhibit 3, Suburban Boundary Extension.

Alexander Moldovan, Chair	Aye
Ian Brown, Vice-Chair	Aye
Jason Porter, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Jordan Elsbury	Aye
David Hacker	Aye

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

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
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – April 28, 2023

Ordinance/Application No.: 2023-227 / L-5799-23C

Property Location: 0 and 15719 Yellow Bluff Road; 2123, 1941, 1955, 1981, 2005, 2033, 2049, 1984, 2012, 2032, 2110, and 2128 Ed Johnson Road; and 1530 Jake Road. On the east side of Yellow Bluff Road, between Yellow Bluff Road and Lake Road.

Real Estate Number(s): A portion of 106151 0000, 106151 0011, 106151 0012, 106151 0013, 106151 0014, 106151 0015, 106151 0016, 106151 0018, 106151 0022, 106151 0025, 106151 0035, 106151 0061, 106151 0080, 106154 0020, 106154 0030

Property Acreage: 47 Acres

Planning District: District 6, North

City Council District: District 2

Applicant: Cyndy Trimmer, Esquire

Current Land Use: Rural Residential (RR)

Proposed Land Use: Low Density Residential (LDR)

Current Development Area: Rural Development Area

Proposed Development Area: Suburban Development Area

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

Proposed Zoning: Residential Low Density-100A (RLD-100A)

RECOMMENDATION: ***APPROVE***

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks this Land Use Amendment to modify the existing mobile home lot sites to half acre lots. Applicant requests an extension of the suburban development area to the lands subject to this rezoning.

BACKGROUND

The 47-acre subject site is located at 0 and 15719 Yellow Bluff Road; 2123, 1941, 1955, 1981, 2005, 2033, 2049, 1984, 2012, 2032, 2110, and 2128 Ed Johnson Road; and 1530 Jake Road, between Yellow Bluff Road and Lake Road. According to the City’s Functional Highways Classification Map, Yellow Bluff Road is a collector roadway and Ed Johnson Drive is an unclassified roadway. The subject site is currently developed as a mobile home park.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Rural Residential (RR) to Low Density Residential (LDR) to permit development of single-family housing. The property is located within the Rural Development Area and the applicant is requesting an extension of the Suburban Development Area from the north to include the subject site. A companion rezoning application is pending concurrently with the land use application via Ordinance 2023-228, which seeks to change the zoning district from Residential Rural-Acre (RR-Acre) to Residential Low Density-100A (RLD-100A).

The dominant adjacent use to the east, south, and west of the application site is single-family residential. The amendment site and nearby properties in the Rural Development Area are surrounded to the north, south and west by land in the Multi-Use (MU) land use category and Suburban Development Area. The MU consist of 2,216 acres entitled for a mix of RR, LDR, Medium Density Residential (MDR), conservation, recreation and commercial land uses. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Multi-Use (MU)
Zoning: Residential Rural-Acre (RR-Acre)
Property Use: Undeveloped land owned by the City National Bank of Florida

South: Land Use: Rural Residential (RR), Agriculture-III (AGR-III), MU
Zoning: RR-Acre, Agriculture (AGR), Planned Unit Development (PUD)
Property Use: Single-Family residential, Vacant, Undeveloped

East: Land Use: Rural Residential (RR), Multi-Use (MU)
Zoning: RR-Acre, AGR
Property Use: Single-Family, Undeveloped

West: Land Use: Rural Residential (RR)

Zoning: RR-Acre
Property Use: Undeveloped, Single-Family residential, Vacant

IMPACT ASSESSMENT

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

Land Use Amendment Impact Assessment

Development Analysis		
Development Boundary	Rural Area	
Roadway Frontage Classification / State Road	Collector Road/ Yellow Bluff Rd	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Mobile Homes	Proposed: Mobile Homes
Land Use / Zoning	Current: RR/RR-Acre	Proposed: LDR/RLD-100A
Development Standards for Impact Assessment	Current: 1 DU/Acre	Proposed: 5 DU/Acre
Development Potential	Current: 47 Dwelling Units	Proposed: 235 Dwelling Units
Net Increase or Decrease in Maximum Density	Increase of 188 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 125 People	Proposed: 625 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	No	
Airport Environment Zone	300’ and 500’ Height Restricted Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	1,773 net new daily trip	
Potential Public School Impact	57 new students	
Water Provider	Well	
Potential Water Impact	Increase of 50,008 gpd	

Development Analysis	
Sewer Provider	Septic
Potential Sewer Impact	Increase of 37,506 gpd
Potential Solid Waste Impact	Increase of 488 tpy
Drainage Basin/Sub-basin	Nassau River/Mink Creek
Recreation and Parks	No
Mass Transit Access	No
Natural Features	
Elevations	14 to 20 feet above mean sea level
Land Cover	1100: Residential, low density
Soils	14: Boulogne Fine Sand, 32: Leon Fine Sand, 35: Lynn Haven Fine Sand,
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

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

According to the JEA letter dated March 16, 2023, there is an existing 16-inch water main with Yellow Bluff Road. JEA does not have a sewer main available within ¼ mile of this property. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. According to the amendment application the applicant will be utilizing well and septic. However, development should connect to JEA water pursuant to the Infrastructure Element policies provided below.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet of the property.

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.

Transportation

The subject site is 47 acres and is accessible from Yellow Bluff Rd and Ed Johnson Dr, a collector and local facility. The proposed land use amendment is located within the Rural

Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Rural Residential (RR) to Low Density Residential (LDR).

Comprehensive Plan Consistency:

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

Transportation Element

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 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.

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 443 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 2,216 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 1,773 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RR	210	47 SF DUs	T = 9.43 (X)	443	0	443
				Existing Scenario Total		443
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	235 SF DUs	T = 9.43 (X)	2,216	0	2,216
				Proposed Scenario Total		2,216
Proposed Net New Daily Total						1,773

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

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 47 acre proposed land use map amendment has a development potential of 235 dwelling units. 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 PDD: School Impact Analysis Proposed Name: L-5799-23C Donaldson Investments LLC on YBR Requested By: Ed "Luke" Lukacovic / Marcus Salley Reviewed By: Shalene B. Estes Due: 4/11/2023							
Analysis based on maximum dwelling units: 235							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2&7
Elementary	7	11,216	56%	29	57%	7,119	3,183
Middle	1	6,876	80%	11	86%	1,610	453
High	7	2,095	95%	17	73%	649	1,544
				Total New Students			
				57			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ 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.

The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

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.

Supplemental School Information

The following additional information regarding the capacity of the assigned neighborhood schools is provided by the Duval County School Board. This information is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

<p>Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5799-23C Donaldson Investments LLC on YBR Requested By: Ed "Luke" Lukacovic / Marcus Salley Reviewed By: Shalene B. Estes Due: 4/11/2023</p> <p>Analysis based on maximum dwelling units: 235</p>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Louis S. Sheffield ES #242	7	29	942	727	77%	78%
Oceanway MS #62	1	11	1009	930	92%	90%
First Coast HS #265	7	17	2212	2095	95%	89%
		57				

NOTES:

- ¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)
- ² Does not include ESE & room exclusions

³ 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.

Archaeological Sensitivity

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

Historic Preservation Element

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

Airport Environment Zone

The site is located within the 300 and 500 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of 300' and 500', 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 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 14, 2023, the required notices of public hearing signs were posted. Twenty-Four (24) 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 April 17, 2023 for the adoption of the small-scale land use amendment. Other than the applicant, three members of the public were present. They wanted details on what was being developed.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Rural Area (RA): The RA consists of all lands outside of the Suburban Area (SA) and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should

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

Development Area

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

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

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 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides for sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban

sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

Policy 1.1.20A 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 Policy 1.1.21 and 1.1.22.

Policy 1.1.20B 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 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 RTS.
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 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.
- 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.
- Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030

Recreation and Open Space Element (ROSE)

- Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.
- Policy 2.2.3 A residential subdivision development of 100 lots or more shall provide at least one acre of useable uplands for every 100 lots (and any fraction

thereof), or 5% of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation. There may be up to two areas for each 100 lots, and the areas shall be a minimum of 0.5 acres in size, unless otherwise approved by the Planning and Development Department, or by the City Council as part of a Planned Unit Development Zoning District.

Property Rights Element (PRE)

- Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description within the Future Land Use Element (FLUE), Rural Residential (RR) in the Rural Development Area is intended to provide rural estate residential opportunities in the suburban and rural areas of the city. The principal use in RR in Rural Development Areas is single-family dwellings. The maximum gross density is two (2) units/acre when both centralized potable water and wastewater are available to the site; the maximum gross density is one (1) unit per acre when served with on-site potable water and wastewater. There is no minimum density.

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. 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. Development that includes single-family dwellings are a principle use of this land use category. Principal uses in the LDR land use category include, but are not limited to, single family and multi-family dwellings; commercial retail sales and service

establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area: and Other uses associated with and developed as an integral component of TND. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. According to the amendment application the applicant will be utilizing well and septic.

The proposed land use amendment is located within the North Planning District and is in the Rural Development Area and the amendment includes a request to extend the Suburban Development Area boundary to include the subject site. The applicant provided analysis to support the boundary extension and a copy of the development area extension justification is included as an attachment to this report. In addition to the development area extension being a logical expansion of the abutting Suburban Development Area, the justification notes that the predominant land use in the area is MU in the Suburban Development Area and entitles over 2,000 acres with a mix of residential densities, recreation, conservation, and commercial uses. Therefore, the extension of the Suburban Development Area to encompass the amendment site is consistency with FLUE Objective 1.1 and Policies 1.1.20A, 1.1.20B and 1.1.21.

The proposed amendment is consistent and compatible with surrounding land use entitlements of MU in the Suburban Development Area and will support development of additional housing to provide adequate housing choices for permanent and seasonal residents. Therefore, the amendment is consistent with FLUE Goal 1, Objectives 1.1 and 3.1, Policies 1.1.5, 1.1.20, and 1.1.22.

This site does not have access to full urban services according to the JEA Letter of Availability Dated March 16, 2023. According to the JEA letter dated March 16, 2023, there is an existing 16-inch water main within Yellow Bluff Road. JEA does not have a sewer main available within ¼ mile of this property. Because the applicant is utilizing well and septic, the maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. While the land use amendment application indicates that development will be served by private well and septic, development must comply with FLUE Policy 1.2.9.

Residential development on the site will be required to be consistent with ROSE Policies 2.2.2 and 2.2.3, as applicable, concerning the provision of recreation and open space.

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.

The proposed amendment was filed as an amendment to the 2030 Comprehensive Plan. However, the 2045 Comprehensive Plan became effective on April 7, 2023. Staff considered changes implemented under the 2045 Comprehensive Plan and finds that the proposed boundary change is not necessary, because the Suburban Development Area was extended to cover the amendment site. A copy of the 2045 Comprehensive Plan Development Areas map, depicting the subject property as being within the Suburban Development Area, is attached to this report. Therefore, staff finds that review of the amendment under the 2045 Comprehensive Plan would result in the same conclusion of consistency with the exception that a development area extension is no longer necessary.

North Jacksonville Shared Vision and Master Plan

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the proposed land use amendment offers infill development with residential uses that will cater to increasing quality housing options in this region. The North Jacksonville Vision Plan emphasizes the importance of diversifying housing opportunities and redirecting growth from more favored regions in Jacksonville. Therefore, the proposed land use amendment encourages and fulfills the goals of this Vision Plan.

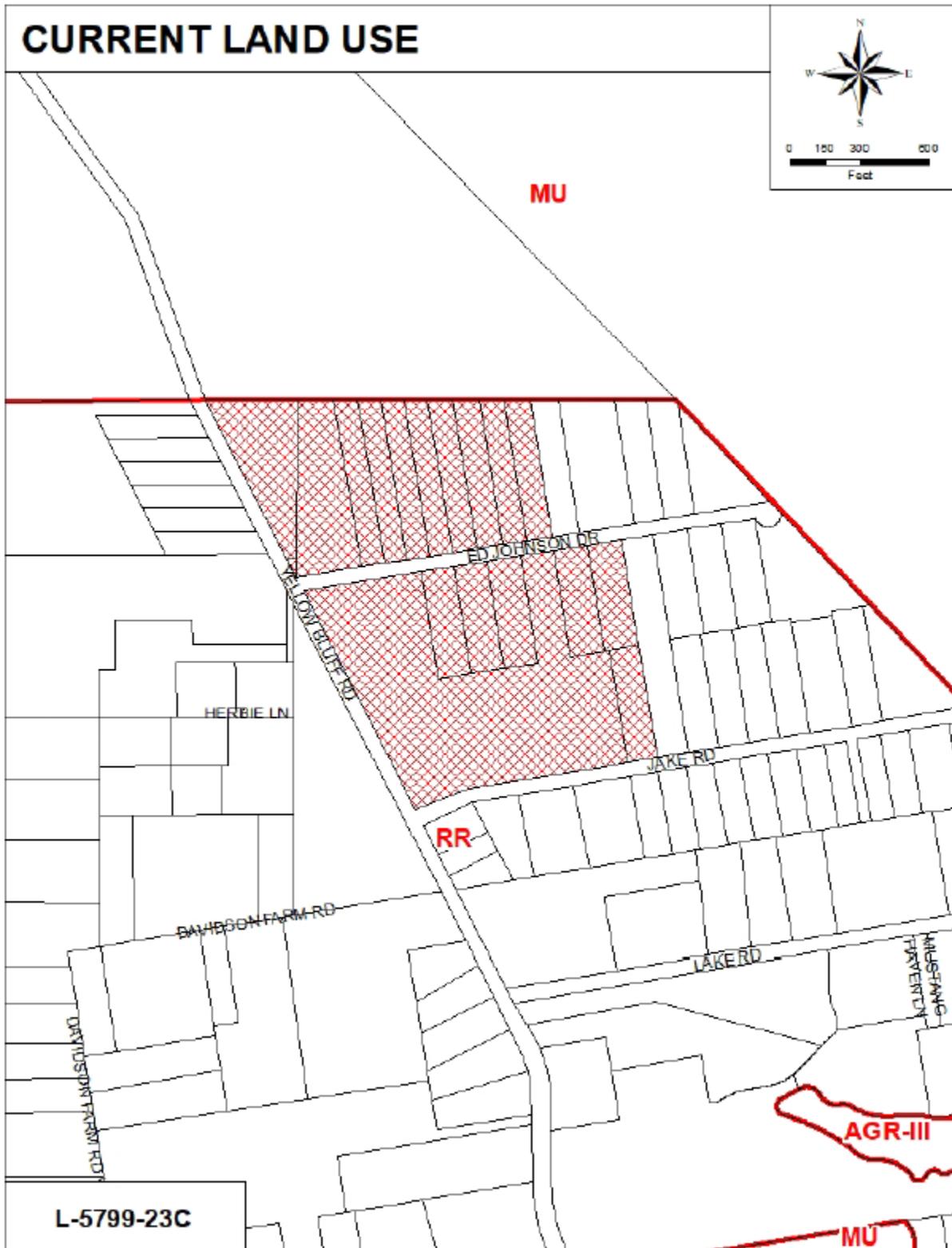
Strategic Regional Policy Plan

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

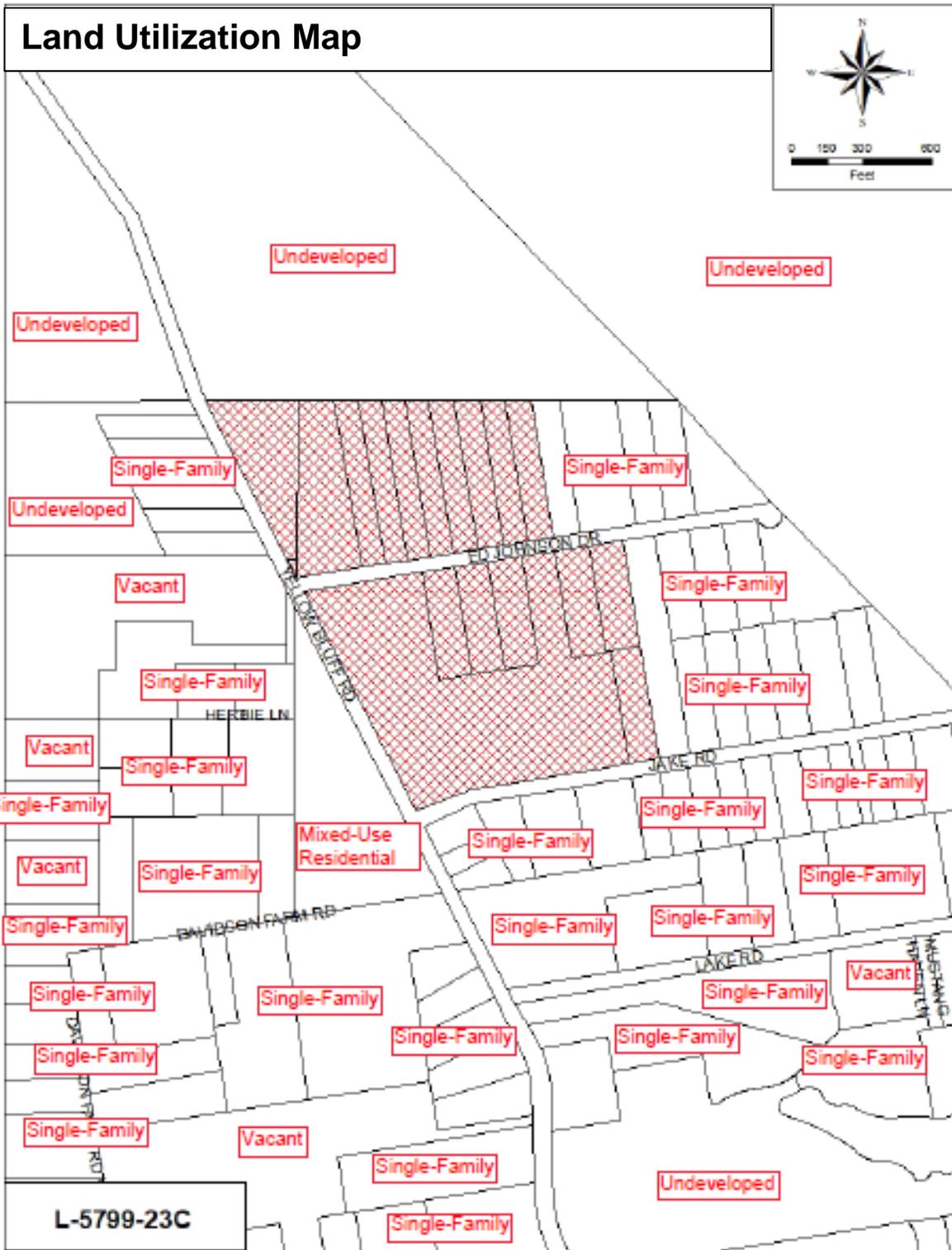
- Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.
- Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the North Planning District.

LAND USE MAP



LAND UTILIZATION MAP



BOUNDARY EXTENSION MAP



BOUNDARY EXTENSION JUSTIFICATION



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To: Planning & Development Department
From: Driver, McAfee, Hawthorne & Diebenow
Date: March 16, 2023
Re: Suburban Development Area Extension

MEMORANDUM

The purpose of this memorandum is to analyze the compatibility of property subject to land use amendment application L-5799-23C and companion rezoning application Z-4738 with the Suburban Development Area. The applications include numerous subdivided parcels under singular ownership east of Yellow Bluff Road and north and south of Ed Johnson Drive (the "Property").¹ Currently, the Suburban Development Area abuts the northern and eastern boundary lines of the Property.

The Property is in the RR land use category. RR and MU land use categories surround the Property and general area, with MU being the predominant land use category. The MU policy was approved pursuant to Ordinance 2010-395 and implemented site-specific Policy 4.3.19 encompassing 2,216 acres (the "MU Area"). The permitted land uses include RR, LDR, MDR, CGC, PBF, ROS and CSV land use categories, with 50% - 70% being residential. Seven thousand five hundred (7,500) residential units are approved with densities up to fifteen (15) units per acre. Nine hundred thousand (900,000) square feet of nonresidential CGC uses are permitted.

The Suburban Area 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.

The Rural Area, on the other hand, consists of all lands outside the Suburban Area and corresponds with predominately undeveloped portions of the City with land uses such as

¹ 15719 and 0 Yellow Bluff Road; 2123, 1941, 1955, 1981, 2005, 2033, 2049, 1984, 2012, 2023, 2110, and 2128 Ed Johnson Road; and 1530 Jake Road. REs 106154 0020, 106154 0030, 106151 0000, 106151 0011, 106151 0035, 106151 0018, 106151 0015, 106151 0080, 106151 0012, 106151 0016, 106151 0025, 106151 0013, 106151 0022, 106151 0014, 106151 0061.

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. 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.

The 2045 Comprehensive Plan provides that the “individual analysis of the conditions affecting Development Areas is necessary to determine the corresponding boundary lines. Generally, the Development Area boundaries follow existing or proposed geographic features such as roadways, rail and utility rights-of-ways, section lines, natural and manmade watercourses, and the edges of water bodies. In areas where such features do not exist, or are inappropriate, existing property boundaries shall be used whenever possible to delineate Development Area boundaries.” This is also included in the proposed 2045 Comprehensive Plan.

Further, the 2045 Comprehensive Plan contemplates periodic review and extensions of development areas:

Policy 1.1.3 of the Future Land Use Element: 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.

The Property is surrounded by a suburban mixed-use area.

The Property, as well as other parcels owned by the same entity, abut the MU Area to the north and east and further wrap around the Property to the west and south. Pursuant to FLUE Policy 4.3.19, the MU Area can be developed with:

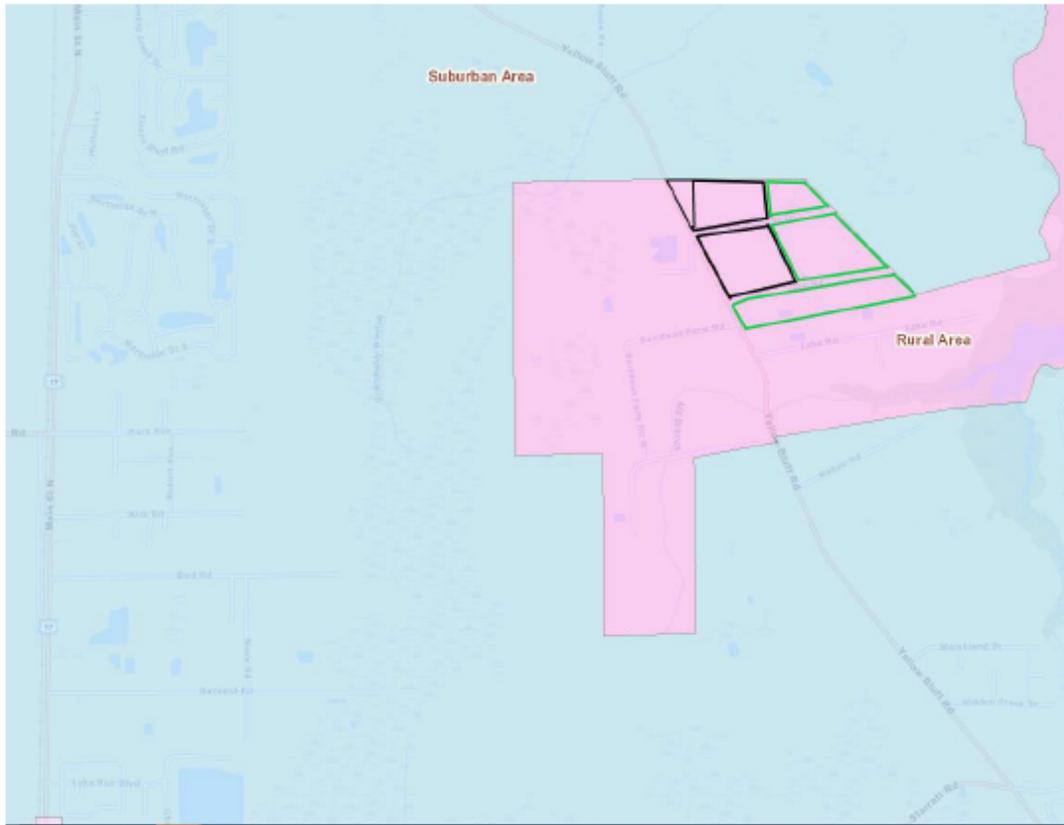
- Permitted land uses: RR, LDR, MDR, CGC, PBF, ROS and CSV
- Amount of acres for each use:
 - 1,108 to 1,551 acres of residential use
 - 7,500 units
 - 4.8 to 6.7 units per acre
 - 110 to 332 acres of non-residential uses
 - 900,000 max square feet
 - (River City Market Place was granted 1,332,000 sf)
 - 221 to 664 acres of parks and green space
 - 66 to 110 acres of public uses

With these entitlements in place, a suburban mixed-use development spanning over two thousand (2,000) acres is planned. This scale of mixed-use suburban development is comparable to other substantial suburban developments in Jacksonville like Nocatee, E-Town, Seven Pines,

and the Big Timber Creek PUD currently going through approvals that is east of E-Town and south of Seven Pines.

The MU Area abuts the Property to the north and east. Policy 4.3.19 also requires reserved right-of-way from Pecan Park Road/Park Avenue to Yellow Bluff Road, which based on the MU Area, is likely to connect to Yellow Bluff Road just north of the Property. This will grant an additional avenue to access Main Street. Thus, residents of the Property will have to drive through the MU Area either heading south, north or west (via the planned avenue). Below is a screenshot of the MU Area, the Property, as well as other parcels generally owned by the Applicant:





Extending the Suburban Development Area is consistent with the Comprehensive Plan

These points align with the goals, policies, and objectives of the Future Land Use and Recreation of the 2045 Comprehensive Plan:

Future Land Use Element

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.

These policies are met as explained below.

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

Not included.

2. Conservation Lands

Not included.

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

No property is designated agriculture land use or zoning.

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with FLUE 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.

The Property is contiguous to the Suburban Development Area which tracks the MU Area. The majority of land located west of Mink Creek is located within the Suburban Development Area except for the Property and a few other parcels. In contrast, the areas east of Mink Creek are rural and marshes. Mink Creek forms a logical boundary line between the Rural and Suburban Development Areas. The filed land use amendment requests LDR land use which is consistent with the MU Area entitlements.

2. Locations within one mile of a planned node with urban development characteristics.

The Property abuts the MU Area which contemplates a large suburban mixed-use development.

3. Locations within one-half mile of the existing or planned JTA RTS.

Not applicable.

4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.

There is a sixteen (16) inch water main along Yellow Bluff Road.

5. Public water and sewer service exists within one-half mile of the site.

There is a sixteen (16) inch water main along Yellow Bluff Road. The attached JEA letter indicates that centralized sewer is not within one quarter (1/4) mile of the Property.

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.

The Property abuts the MU Area.

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.

The Property is within three (3) miles of the marshland along Mink Creek. The MU Area is between the Property and Mink Creek.

FLUE 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 of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5 with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;

The Property is contiguous on two borders with a 2,000+ acre suburban mixed-use development. Adopting a land use amendment to LDR will permit lot sizes more consistent with the overall development pattern that will make up the MU Area.

- B. Address outdated development patterns; and/or

Extending the Suburban Development Area and approving the LDR land use amendment request would be more consistent with the surrounding area.

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.

While mobile homes currently exist on the Property, the LDR land use amendment request and RLD-100A rezoning request would permit a broader range of lot sizes to suit consumer demand.

Extension of the Suburban Area permits more affordable housing.

By extending the Suburban Area to the Property and with LDR land use, it would allow for smaller lots to be utilized while still guaranteeing a low maximum density. Smaller overall lots with slightly higher density would create a stronger housing stock for lower and middle income families looking to locate in North Jacksonville. This furthers several goals, objectives, and policies of the 2045 Comprehensive Plan, including:

Future Land Use Element

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.

Extending the Suburban Area to the Property would permit development consistent and compatible with the MU Area.

Housing Element

Goal 1: The City shall develop stable, sustainable and definable neighborhoods which offer safe, sound, sanitary and energy efficient housing that is affordable to all its present and future residents.

Extending the Suburban Area to the Property will allow for a greater diversity of neighborhoods. It will also permit a higher density of residences, which correspond with lower cost housing for prospective owners or renters.

Objective 1.1: The City shall assist the private sector in providing an adequate supply of new dwelling units of various types, sizes and costs. The City needs to add an estimated 92,282 units between 2020 and 2045 in order to keep pace with population growth and/or fluctuations in market forces and migration patterns.

Extending the Suburban Area to the Property will allow developers to provide additional housing stock that would otherwise not be available to meet the projected increase in population.

Objective 1.3: The City shall ensure that Land Development Regulations allow for the provision of sites for low and moderate income housing, manufactured homes, elderly housing, and group homes, in an amount equal to the needs indicated in Objective 1.2, utilizing both new locations and in-fill sites.

Extending the Suburban Area would allow for greater amounts of smaller lots, typically reserved for lower and moderate income housing stock.

Conclusion.

The Property is better fit within the Suburban Area than the Rural Area, and the extension of the Suburban Area would benefit the residents of the Property and the future buildout of the MU Area. The Suburban Area generally permits higher densities and smaller lots, which would lead to a greater diversity of housing stock in the area. The MU Area surrounds the Property and is entitled for a large suburban mixed-use development. The request to extend the Suburban Development Area will better ensure consistency between the two areas.

2045 COMPREHENSIVE PLAN DEVELOPMENT AREAS MAP

