

City of Jacksonville, Florida

Donna Deegan, Mayor

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

July 18, 2023

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

RE: Planning Commission Advisory Report

Ordinance No.: 2023-326

Application for: Baldwin RV Park PUD

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

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

Planning and Development Department Recommendation: **Approve with Conditions**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. **The original legal description dated January 11, 2023.**
2. **The original written description dated April 21, 2023.**
3. **The original site plan dated November 10, 2022.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions: **None**

Planning Department conditions:

1. **An ADA compliant sidewalk shall be placed on the frontage of Brandy Branch Road for the entire parcel. The sidewalk shall meet Sec. 654.133 of the zoning code and connect to the existing sidewalk to the east.**
2. **A traffic study shall be provided at Civil Site Plan Review. Prior to the commencement of the traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division, and the traffic reviewer from Development Services.**

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

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

Planning Commission Vote: 7-0

Alex Moldovan, Chair	Aye
Ian Brown, Vice Chair	Aye
Jason Porter, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Jordan Elsbury	Aye
David Hacker	Aye
Morgan Roberts	Aye

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

Sincerely,



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

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2023-0326 TO
PLANNED UNIT DEVELOPMENT

JUNE 22, 2023

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2023-0326** to Planned Unit Development.

<i>Location:</i>	0 Brandy Branch Road, between US 301 and the Duval/Nassau County Line
<i>Real Estate Number(s):</i>	000890 0100
<i>Current Zoning District(s):</i>	Planned Unit Development (PUD 2007-0361-E)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Agriculture (AGR)
<i>Planning District:</i>	Southwest, District 4
<i>Applicant/Agent:</i>	Paul Harden, Esq. Law Office of Paul M. Harden 1431 Riverplace Boulevard, Suite 901 Jacksonville, Florida 32207
<i>Owner:</i>	James M. Coleman JMC Duval County Properties, LLC P.O. Box 179 Callahan, FL 32011
<i>Staff Recommendation:</i>	APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2023-0326** seeks to rezone approximately 39.31± acres of land from Planned Unit Development (PUD **2007-0361-E**) to PUD. The rezoning to PUD is being sought to allow for an RV park. The RV Park will allow up to three-hundred fifty-one (351) RV sites. There is a companion Small Scale Land Use Amendment (**L-5797-23C / 2023-0325**) which seeks to amend the existing land use from Low Density Residential (LDR) to Agriculture (AGR).

Staff notes that PUD Ordinance **2007-0361-E** was originally approved for a residential subdivision, not to exceed 197 dwelling units. Since its enactment, the site has remained vacant. The applicant is seeking the new PUD in order to revert the property back to agriculture uses with the main intent of developing it with an RV Park. Nonetheless, **2007-0361-E** was enacted on May 8, 2007 with the following conditions:

- (a) Development shall proceed in accordance with the Traffic Engineering Division Memorandum dated April 18, 2007, or as otherwise approved by the Traffic Engineering Division and the Planning and Development Department.

The Planning and Development has reviewed the conditions of the enacted ordinance and forwards the following comments:

The condition is not being recommended by Staff for this report as the Transportation Planning Division has issued a new memorandum applicable to the proposed rezoning.

CRITERIA FOR REVIEW

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

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

Yes. The 39.31 acre subject property is undeveloped and is located on the south side of Brandy Branch Road, a local roadway, and north of Interstate 10 and west of US 301. The applicant seeks to rezone from PUD to PUD to allow for the development of an RV Park. A companion Future Land Use Map (FLUM) amendment was also filed for this site from Low Density Residential (LDR) to Agriculture (AGR), (L-5797-23C / Ordinance 2023-325) which is pending concurrently with this application.

According to the Future Land Use Element (FLUE), the Agriculture (AGR) land use category is intended to provide for agricultural uses. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time

frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource based activities, such as conservation, recreation, and mining activities. In order to preserve the rural character of these areas, residential uses are permitted at very low densities.

An RV park is an allowed use in the Agriculture land use category. The PUD written description and site plan are consistent with the proposed AGR land use category.

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

Yes. This proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element:

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.

The large site is located in a rural area of the City which comprises of large single family lots. However, the property also has close accessibility to the interstate (US 301 and Interstate-10). As those staying at the property will be transient in nature the location near an interstate will be ideal for travelers.

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.

Available JEA water and sewer connections are currently over 8 miles away. Water, sewer and electric connections to the JEA systems shall be consistent with JEA design standards, processes, and procedures in effect at the time of construction plan approval. As this parcel is within the JEA service territory, connection to an alternative regional utility (such as Baldwin Utilities) will require an approval letter from JEA. Additional service and design elements will be addressed following applicant's construction plan review submittal.

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.

This property was originally zoned as Agriculture, prior to a rezoning in 2007. This rezoning to a PUD will revert the property back to uses permitted in the Agriculture zoning district and be compatible with the surrounding area.

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

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

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

(1) Consistency with the 2045 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, with the approval of the companion small scale Land Use Amendment (L-5797-23C/2023-0325), the subject property will be within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Agriculture (AGR). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (B).

(2) Consistency with the Concurrency Mobility and Management System

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

(3) Allocation of residential land use

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

(4) Internal compatibility

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

- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The proposed site plan shows an approximately 2 acre amenities area near the entrance along Brandy Branch Road.
- The use of existing and proposed landscaping: The Property shall be developed in accordance with the requirements of Part 12 Landscape Regulations of the Zoning Code (however, landscape may be rearranged to meet development requirements) or as otherwise approved by the Planning and Development Department.
- The treatment of pedestrian ways: If the PUD is approved as conditioned, an ADA compliant sidewalk will be provided along the frontage of Brandy Branch Road and will be meet the requirements of Section 656.133 of the zoning code.
- The use of topography, physical environment and other natural features: Jurisdictional lands on the site shall be located and identified. Those lands shall be developed in accordance with local, state and federal regulations.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: Most properties surrounding the proposed PUD are either vacant or residential uses. Most of the surrounding properties are zoned as agriculture, with the exception of a PUD for a gas station/truck stop located near the intersection of Brandy Branch Road and US 301.
- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	AGR	AGR	Service garage, single family dwellings
South	AGR	AGR	Interstate-10, vacant
East	AGR	AGR	Vacant
West	AGR	AGR	Vacant

(6) Intensity of Development

The proposed development is consistent with the AGR functional land use category as an RV park. The PUD is appropriate at this location because there is quick access to the interstate for travelers and is located in an area predominately zoned as agriculture.

- The availability and location of utility services and public facilities and services: Available JEA water and sewer connections are currently over 8 miles away. Water, sewer and electric connections to the JEA systems shall be consistent with JEA design standards, processes, and procedures in effect at the time of construction plan approval. As this parcel is within the JEA service territory, connection to an alternative regional utility (such as Baldwin Utilities) will require an approval letter from JEA. Additional service and design elements will be addressed following applicant's construction plan review submittal.
- The amount and size of open spaces, plazas, common areas and recreation areas: Recreation and open space will be provided as required per the 2045 Comprehensive Plan and the Zoning Code.

(7) Usable open spaces plazas, recreation areas.

The site shall comply with the requirements of the 2045 Comprehensive Plan and the Zoning Code for recreation and open space.

(8) Impact on wetlands

Any development on site that may impact wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

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

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

The site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The written description has stated that sidewalks will not be provided, however, the City's Traffic Engineer and Transportation Division have recommended a condition that "an ADA compliant sidewalk shall be placed on the frontage of Brandy Branch Road for the entire parcel. The sidewalk shall meet Section 656.133 of the Zoning Code and connect to the existing sidewalk to the east."

SUPPLEMENTAL INFORMATION

The applicant provided evidence that the required Notice of Public Hearing signs were posted on May 23, 2023.



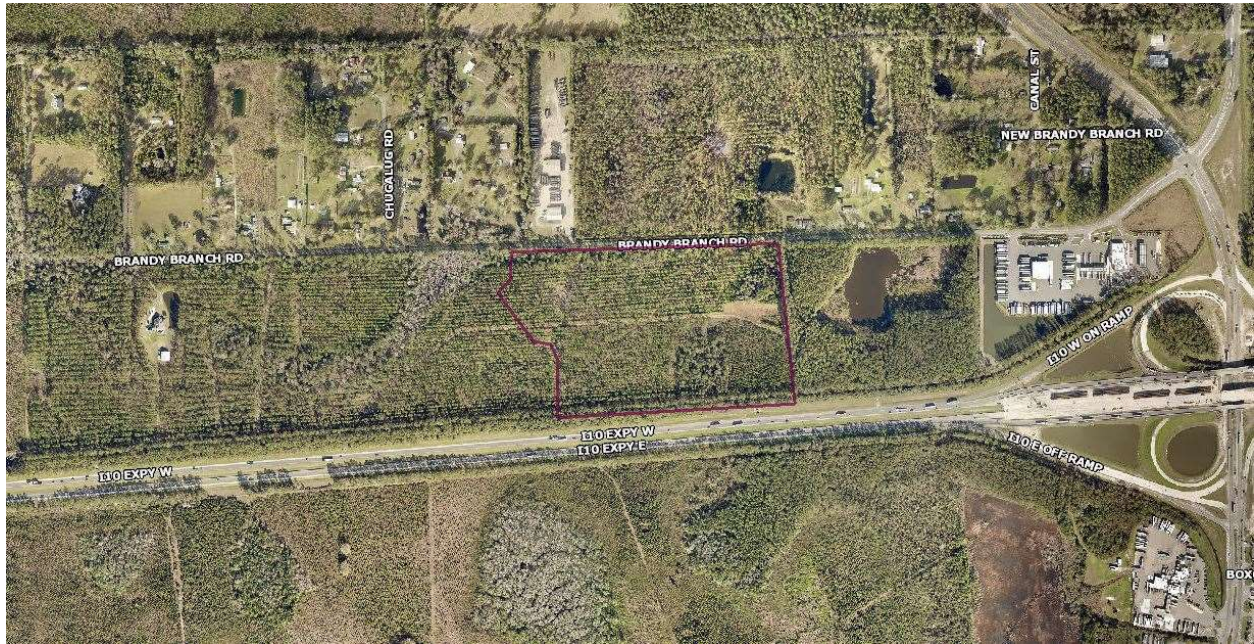
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2023-0326** be **APPROVED with the following exhibits:**

1. The original legal description dated January 11, 2023.
2. The original written description dated April 21, 2023.
3. The original site plan dated November 10, 2022.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0326** be **APPROVED WITH THE FOLLOWING CONDITIONS:**

1. An ADA compliant sidewalk shall be placed on the frontage of Brandy Branch Road for the entire parcel. The sidewalk shall meet Sec. 654.133 of the zoning code and connect to the existing sidewalk to the east.
2. A traffic study shall be provided at Civil Site Plan Review. Prior to the commencement of the traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division, and the traffic reviewer from Development Services.



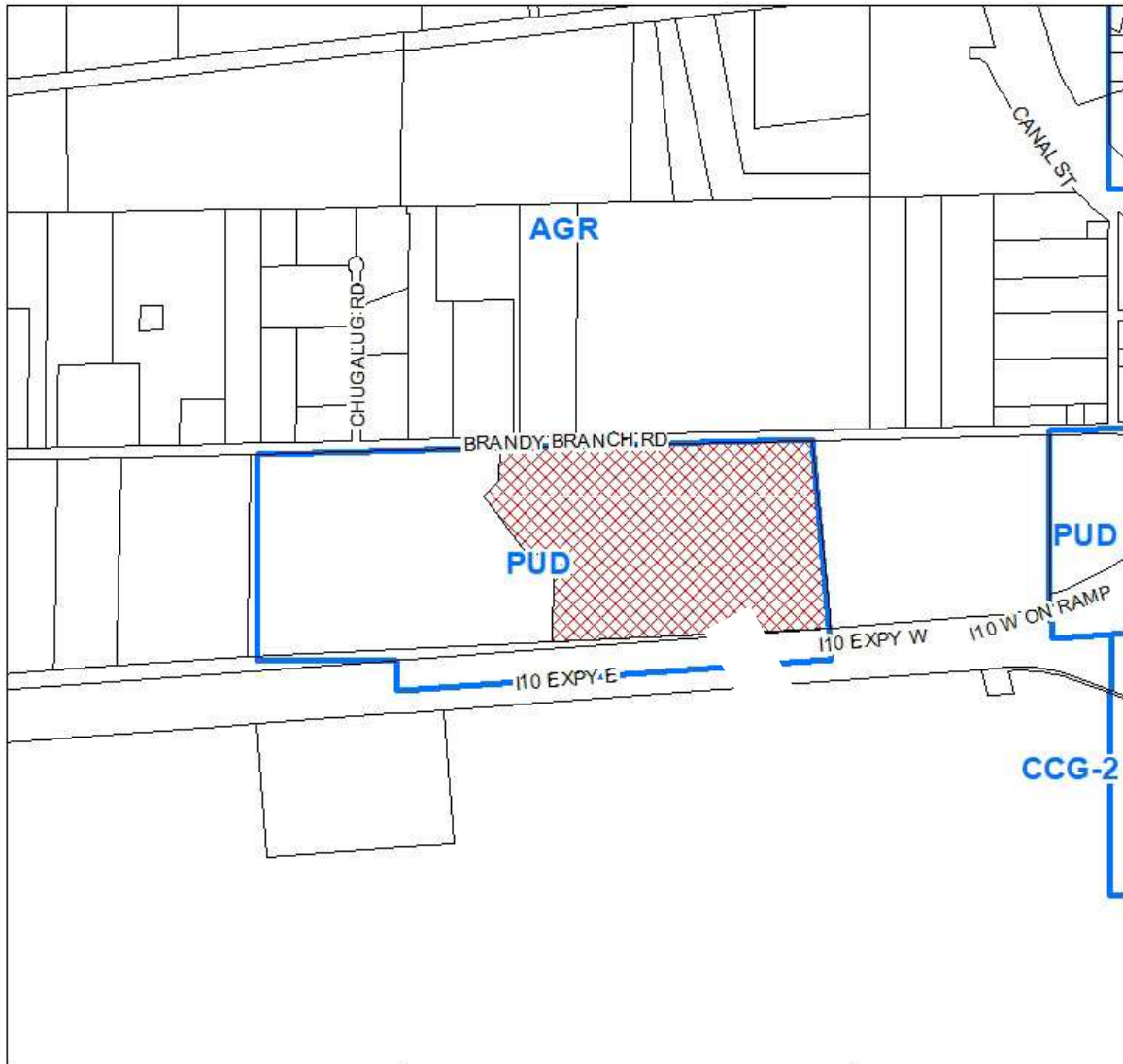
Source: Planning & Development, 06/14/2023

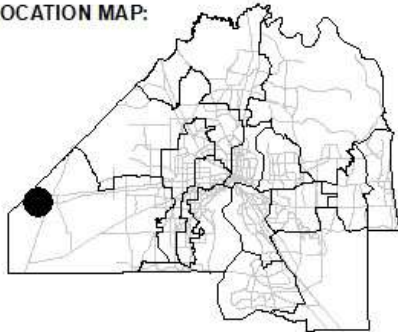

Aerial view of the subject property, facing north.



Source: Google Maps, 06/14/2023

View of the subject property from Brandy Branch Road.



<p>REQUEST SOUGHT:</p> <p>FROM: PUD</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>0 300 600 1,200</p> <p>Feet</p> <p>COUNCIL DISTRICT:</p> <p>12</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2023-0326</p>	<p>TRACKING NUMBER</p> <p>T-2023-4727</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>