

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – November 15, 2019**

**Ordinance/Application No.:** 2019-753 / L-5400-19C

**Property Location:** South Side of Beaver Street West (US-90) between Beard Road and Brandy Branch Road

**Real Estate Number(s):** A portion of 000932-0030

**Property Acreage:** 3.14 Acres

**Planning District:** District 4, Southwest

**City Council District:** District 12

**Applicant:** Lara Hipps

**Current Land Use:** AGR-3 (3.14 acres)

**Proposed Land Use:** AGR-4 (3.14 acres)

**Current Zoning:** AGR (3.14 acres)

**Proposed Zoning:** No Change

***RECOMMENDATION: APPROVE***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

The land use amendment is being submitted to bring the entire parcel under one land use category.

**BACKGROUND**

The 3.14 acre subject property is located along the south side of Beaver Street West (US-90) between Beard Road and Brandy Branch Road. The property is located in Council District 12, the Southwest Planning District, within the boundaries of the Southwest Jacksonville Vision Plan, and within the Rural Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

The subject site is a portion of a larger 5 acre site which has a split land use designation of Agriculture-3 (AGR-3) and Agriculture-4 (AGR-4). Due to the density limitations within each category, neither portion of the land would allow for the development of one single

family dwelling unit. The applicant is proposing a future land use map amendment from AGR-3 to AGR-4, to bring the entire parcel under one land use category and to facilitate residential development. There is no companion rezoning application for this small scale land use amendment as the property will remain in the Agriculture (AGR) zoning district. The AGR zoning district permits agricultural, horticultural and forestry uses, and single family dwellings among other similar uses and is consistent with the agricultural series of land use categories.

The uses surrounding the subject site are primarily single-family residential and agricultural uses such as orchards and pastures.

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

North: Land Use: AGR-4  
Zoning: AGR  
Property Use: single-family and orchards

South: Land Use: AGR-3  
Zoning: AGR  
Property Use: single-family and railroad

East: Land Use: AGR-4  
Zoning: AGR  
Property Use: single-family, pasture, and vacant residential

West: Land Use: AGR-3  
Zoning: AGR  
Property Use: single-family and pasture

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

## **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.

## Impact Assessment Baseline Review

<b>Development Analysis</b>		
Development Boundary	Rural Area	
Roadway Frontage Classification / State Road	Major arterial road/ Beaver Street West (US-90)	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Agriculture
Land Use / Zoning	Current: AGR-3 / AGR	Proposed: AGR-4 / AGR
Development Standards for Impact Assessment	Current: 1 D.U. / 10 Acres	Proposed: 1 D.U. / 2.5 Acres
Development Potential	Current: 0 Single-Family D.U.s	Proposed: 1 Single-Family D.U.
Net Increase/Decrease in Maximum Density	Increase of 1 Single-Family D.U.	
Net Increase/Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: Not applicable	Proposed: 2 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	

<b>Development Analysis</b>	
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	9 net new daily trips
Potential Public School Impact	Not applicable
Water Provider	Private well
Potential Water Impact	Increase of 266 gallons per day
Sewer Provider	Private septic
Potential Sewer Impact	Increase of 199.5 gallons per day
Potential Solid Waste Impact	Increase of 2.6 tons per year
Drainage Basin/Sub-basin	Brady/Yellow Branch / Deep Creek
Recreation and Parks	Jacksonville Baldwin Rail Trail
Mass Transit Access	No
<b>Natural Features</b>	
Elevations	79 to 81 feet
Land Cover	2130 Woodland Pastures
Soils	51 Pelham Fine Sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

### **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).

According to the application, the site will utilize a private well and septic system.

### **Infrastructure Element, Sanitary Sewer Sub-Element**

Policy 1.2.9           Septic tanks shall be permitted in Rural Areas, provided they meet the requirements of Chapter 64E-6, F.A.C., and that all lots created after shall have a minimum of 1 acre of un-submerged property.

## Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment has the potential to result in an increase of nine (9) 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

**Objective 2.4** of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy 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 5.

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 (2012)* 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 5 is **0.47**.

The proposed land use amendment based on impact assessment standards has the development potential of one single family dwelling unit generating approximately 9 daily vehicular trips and would have very minimal impact onto the roadway network. Subject site is accessible via Beaver Street (US 90), a 2-lane highway, and operating at 0.34 of its capacity. US 90 is subject to FDOT review and access management requirements.

### **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.

### **Aquifer Recharge**

A portion of the site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

### Infrastructure Element Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare

maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on October 4, 2019, the required notices of public hearing signs were posted. Fourteen (14) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on October 28, 2019. No members of the public attended.

## **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 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.

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 1.1.10 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 1.1.20 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 1.1.22 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 3.1.22 The City shall limit residential development in the Agricultural Land Use categories to the densities pursuant to the Rural Development Area as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions; and to locations most suitable for development, avoiding wetlands, natural habitat and other significant natural resources. Large contiguous parcels under common ownership, in the Agricultural Land Use Category which are suitable for agriculture use, shall be left intact through proper site design, and such other methods as clustering, etc.

According to the Future Land Use Element (FLUE), the agricultural land use categories (AGR) are intended to provide for agricultural uses and to preserve the existing rural character of the outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource dependent uses. In order to preserve the rural character of these areas, residential uses are permitted at very low densities or as a component of Rural Villages where uses are clustered to limit their impact on surrounding character.

Uses permitted under both the current AGR-3 classification and the proposed AGR-4 classification are the same; as such, the agricultural and rural nature of the area will remain unchanged. The AGR-3 category permits a maximum density of one unit per 10 acres and the AGR-4 category permits a maximum density of one unit per 2.5 acres. The proposed density of the development is consistent with the densities pursuant to the Rural Development Area as described in the Development Areas and the Plan Category

Descriptions of the Operative Provisions. Thus, it is consistent with FLUE Policies 1.1.20, 1.1.22, and 3.1.22. The proposed amendment is in the Rural Area and as such is compatible with the land development in the area because of the abutting AGR designations which allows for a gradual transition in the residential density while maintaining a compatible land use pattern, consistent with Goal 1, Objective 1.1, and Policy 1.1.10 of the FLUE.

### **Vision Plan**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan. The site is located within the Rural Area of the Vision Plan. The Plan states that residents would like this area to maintain its existing rural character. The second guiding theme of the Vision Plan places a strong focus on preserving the rural character and open spaces in the western areas of the planning district. The proposed land use amendment maintains the area's existing rural character as it remains an agricultural land use category and zoning district and proposes a slight increase in density consistent with the agricultural designation. Therefore, the proposed amendment is consistent with the Vision Plan.

### **Strategic Regional Policy Plan**

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

Policy 8:           The Region values the availability of lifestyle and livelihood choice, including agricultural, rural, suburban and urban.

The proposed land use amendment is consistent with Policy 8 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it maintains a rural lifestyle choice.

**LAND USE AMENDMENT SITE LOCATION AND CURRENT LAND USE  
MAP**



# LAND USE AMENDMENT SITE FIELD MAP

