

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



**OVERVIEW**

**ORDINANCE: 2014-591**

**APPLICATION: 2014C-011-6-11**

**APPLICANT: RITA EVANS**

**PROPERTY LOCATION: East side of Sawpit Road and North of Cedar Point Road**

**Acreage: 5.10 Acres**

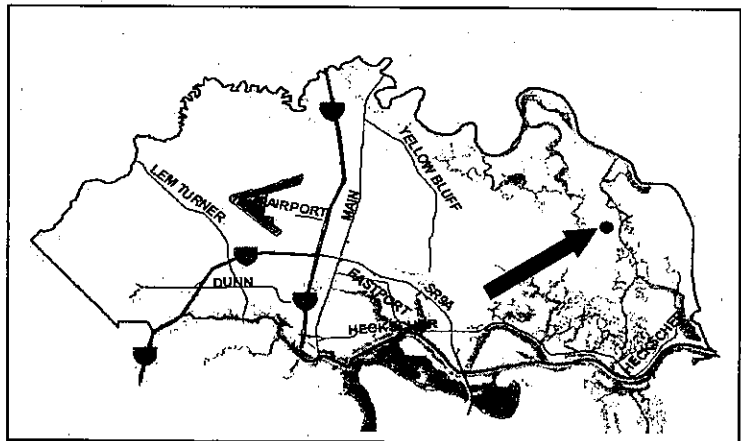
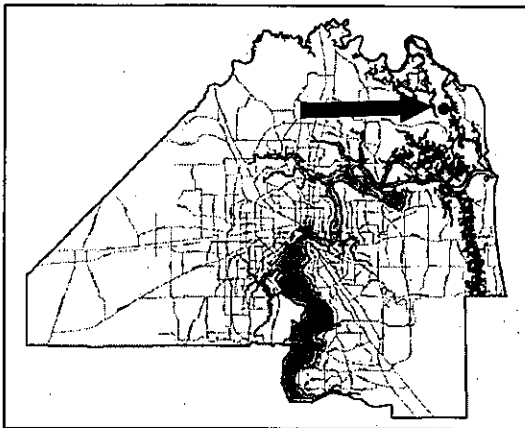
**Requested Action:**

|                 |                |                 |
|-----------------|----------------|-----------------|
|                 | <b>Current</b> | <b>Proposed</b> |
| <b>LAND USE</b> | <b>AGR-III</b> | <b>AGR-IV</b>   |
| <b>ZONING</b>   | <b>AGR</b>     | <b>AGR</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 (Increase) in Potential Floor Area |
|------------------------|------------------------|--------------------------------------|---------------------------------------|----------------------------------|----------------------------------|--|--|
| AGR-III                | AGR-IV                 | 1 DU/10 Acres<br>0 S/F Dwelling Unit | 1 DU/2.5 Acres<br>2 S/F Dwelling Unit | 0 SF                             | 0 SF                             | Increase of 2 Dwelling Units at 1 DU/2.5 Acres | Increase of 0 SF   |

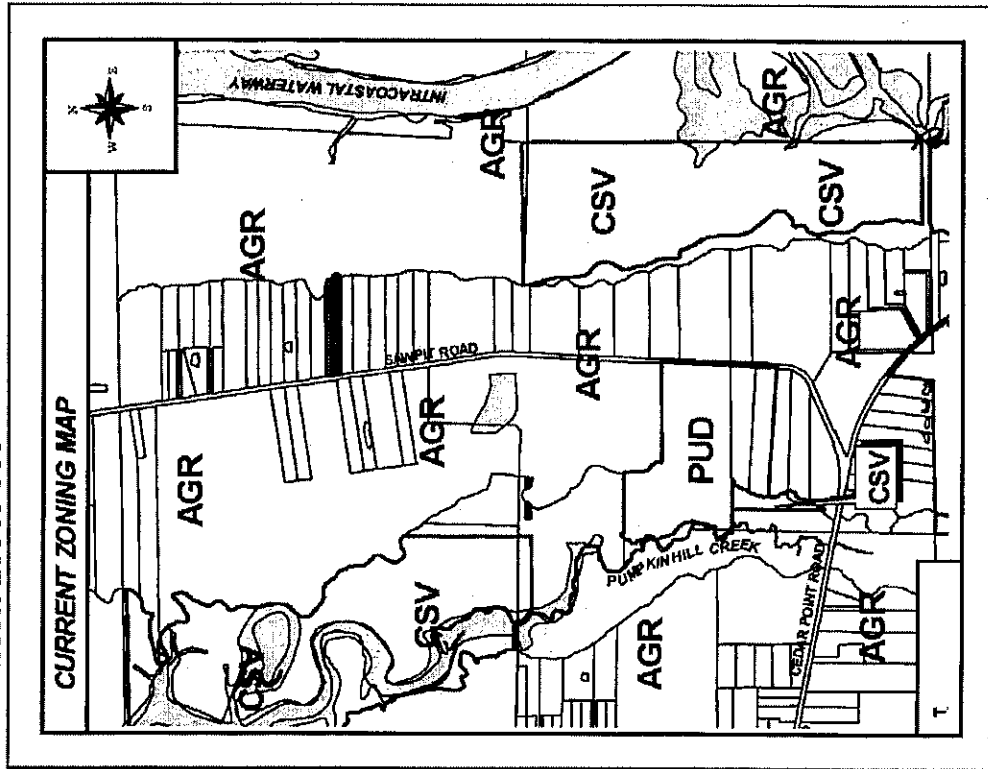
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**

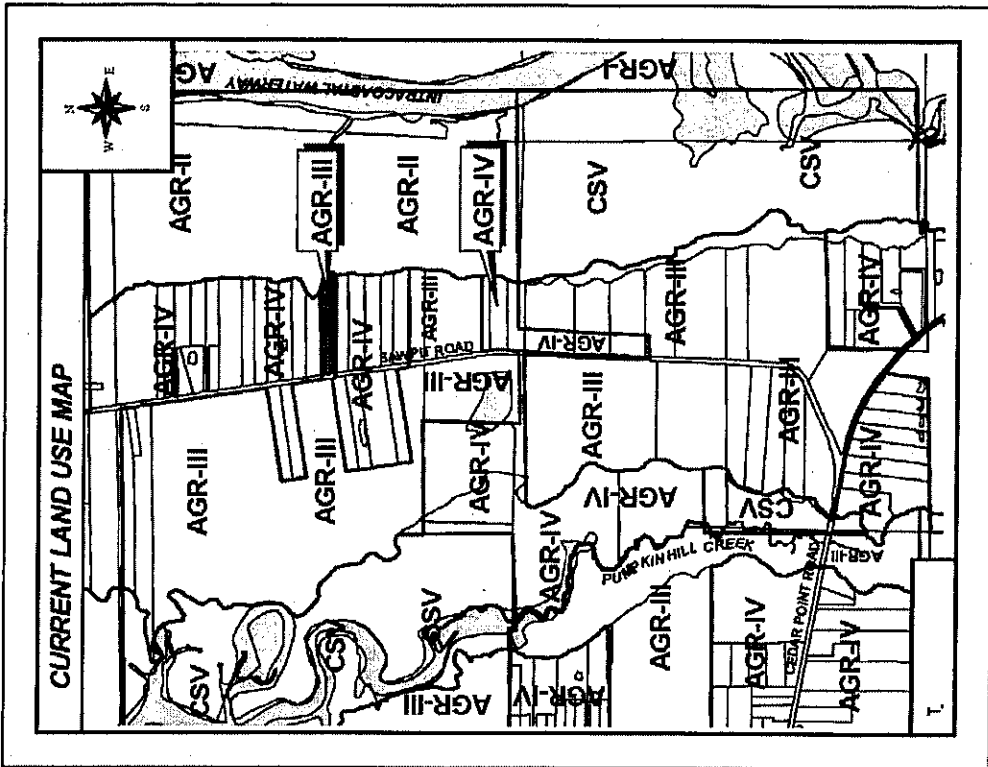


**DUAL MAP PAGE**

**SMALL-SCALE LAND USE APPLICATION 2014C-011**



**Current Zoning District(s):** Agriculture (AGR)  
**Requested Zoning District(s):** Agriculture (AGR)



**Existing FLUM Land Use Categories:** Agriculture-III (AGR-III)  
**Requested FLUM Land Use Category:** Agriculture-IV (AGR-IV)

## **ANALYSIS**

### **Background:**

The 5.1 acre subject vacant property is located on the east side of Sawpit Road approximately 1.37 miles north of the Sawpit Road-Cedar Point Road intersection. The applicant proposes a future land use amendment from Agriculture-III (AGR-III) to Agriculture-IV (AGR-IV) to allow the development of a single-family home. Although the Agriculture (AGR) zoning allows for construction of a home, the present land use category of AGR-III does not on this parcel. The minimum acreage to build a single-family dwelling unit in the AGR-III land use category is ten (10) acres and amending the property's land use category to match the adjacent category of AGR-IV will allow for that dwelling unit. Sawpit Road is classified as a "Local" roadway while Cedar Point Road which provides access to Sawpit Road is classified as a "Collector" road.

North and south of the land use amendment site on the east side of Sawpit Road are single-family dwellings, mobile homes, and vacant land in an AGR-IV land use category and AGR zoning district. On the west side of the application site and Sawpit Road are a single-family dwelling, mobile homes, and vacant land in an AGR-III and AGR-IV land use categories and AGR zoning district. The AGR-III lands are lands owned by the National Park Service and is now included within the Timucuan Ecological and Historic Preserve. In addition the National Park Preserve and the various nearby private properties are part of the designated Nassau River Aquatic Preserve area. East of the subject site is a saltwater marsh also owned by the National Park Service (Timucuan Ecological and Historic Preserve) in an Agricultural-II (AGR-II) land use category and AGR zoning district.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Rural Area" of the City.

### **Impacts and Mitigation:**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

### **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).

## Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly low with some high probability for the presence of archaeological resources. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

## Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 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. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

## School Capacity

The proposed land use amendment has a potential development of 2 single-family dwelling units. This development was analyzed to determine whether there is adequate school capacity, for each school type (elementary, middle, and high school), to accommodate the proposed development, based on the LOS standards (105% of permanent capacity), concurrency service areas (CSAs) for elementary, middle and high schools, and 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:

### School Impact Analysis LUA 2014C-011

#### Development Potential: 2 Single-Family Units

| School Type               | CSA | 2013-14 Enrollment/CSA | Current Utilization (%) | New Student/Development | 5-Year Utilization (%) | Available Seats |
|---------------------------|-----|------------------------|-------------------------|-------------------------|------------------------|-----------------|
| Elementary                | 7   | 3,541                  | 93%                     | 0.33                    | 85%                    | 408             |
| Middle                    | 1   | 11,338                 | 84%                     | 0.15                    | 78%                    | 2,650           |
| High                      | 7   | 2,165                  | 108%                    | 0.19                    | 81%                    | 238             |
| <b>Total New Students</b> |     |                        |                         | <b>1</b>                |                        |                 |

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity.

## Wetlands

A wetlands survey map has been prepared for the application site with the use of the City's GIS system and photogrammetric analysis. According to calculations from the analysis there are approximately 0.59 acres of wetlands present on the subject site. The wetlands are part of a larger coastal marsh system of Sawpit Creek and the Intracoastal Waterway that drain into Nassau River. The wetlands are classified as a "Saltwater Marsh" by the Florida Land Use Classification System (FLUCCS) and are located at the eastern most edge of the property.

Due to the wetlands association with the coastal watercourse, its flood attenuation, and its pollutant buffering capability, the "Category I" wetlands have an extremely high functional value.

The United States Department of Agriculture, Natural Resource Conservation Service Soil Survey classifies the wetlands of the land use amendment site as "Tisonia mucky peat". The Tisonia series consists of nearly level; very poorly drained, organic soils formed from nonwoody, halophytic plant remains underlain by fine textured sediments. They are found in tidal marshes subject to flooding from coastal storms and during high tide twice daily. The high water table is at or near the ground surface.

The applicant proposal to change the land use category of the 5.1 acres from AGR-III to AGR-IV will allow the construction of one single family dwelling. Impacts to the salt water wetlands can be avoided with the use of adequate erosion control methods during construction. Any proposed development of the site that does impact the adjacent wetland must meet the requirements of Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan 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, improve the water quality, and improve fish and wildlife values of wetlands.

Other requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in Policy 4.1.3 of the CCME, 2030 Comprehensive Plan.

**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.

**IMPACT ASSESSMENT      2014C-011      5.10 Acres**

**DEVELOPMENT ANALYSIS**

|   | <b>CURRENT</b>                          | <b>PROPOSED</b>                          |
|---|---|--|
| Site Utilization                            | Vacant Land                             | Single-family Dwelling                   |
| Land Use Category/Zoning                    | AGR-III/AGR                             | AGR-IV/AGR                               |
| Development Standards For Impact Assessment | 1 Single-Family Dwelling Unit /10 Acres | 1 Single-Family Dwelling Unit /2.5 Acres |
| Development Potential                       | 0 Single-Family Dwelling Units          | 2 Single-Family Dwelling Units           |
| Population Potential                        | 0 people                                | 5 people                                 |

**SPECIAL DESIGNATIONS AREAS**

|                                    | <b>YES</b>                                | <b>NO</b>          |
|------------------------------------|---|--------------------|
| Aquatic Preserve                   | X – Nassau River Aquatic Preserve         |                    |
| Airport Environ Zone               |   | X                  |
| Industrial Preservation Area       |   | X                  |
| Cultural Resources                 |   | X                  |
| Archaeological Sensitivity         | X – mostly low with some high probability |                    |
| Historic District                  |   | X                  |
| Coastal High Hazard Area           | X – Easterly most portion of property     |                    |
| Ground Water Aquifer Recharge Area |   | X – Discharge Area |
| Well Head Protection Zone          |   | X                  |

**PUBLIC FACILITIES**

|                              |   |
|------------------------------|---|
| Potential Roadway Impact     | Increase of 9 daily trips                         |
| Water Provider               | On Site Well                                      |
| Potential Water Impact       | Possible increase in demand of 532 gpd.           |
| Sewer Provider               | On-site septic system                             |
| Potential Sewer Impact       | Possible increase in demand of 399 gpd.           |
| Potential Solid Waste Impact | Possible increase in demand of 2.2 tons per year. |
| Drainage Basin / Sub-Basin   | Nassau River Basin and Sub-basin                  |
| Recreation and Parks         | Black Hammock Island Park                         |
| Mass Transit                 | No Service  |

**NATURAL FEATURES**

|            |  |
|------------|--|
| Elevations | 5 to 10 feet above mean sea level  |
| Soils      | 32 – Leon fine sand (60%), 35 – Lynn Haven fine sand (30%), and 68 – Tisonia (10%)   |
| Land Cover | 1100 – Residential Low Density (25%), 3200 – Shrub and Brushland (30%), 3300 – Mixed Rangeland (30%), and 6420 – Saltwater Marsh (15%) |
| Flood Zone | Yes – Easterly end of property.  |
| Wet Lands  | Yes – Category I – Saltwater Marsh   |
| Wild Life  | N/A  |

## **PROCEDURAL COMPLIANCE**

### **Signs, Notices and Preview Workshop**

Upon site inspection by the Planning and Development Department on August 22, 2014, the required notices of public hearing signs were posted. Thirteen (13) notices were mailed out to property owners within 350 feet of the application site informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on September 2, 2014. There were no speakers in opposition to the application.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan Consistency**

The proposed amendment is consistent with the following goal, objectives, and policies of the 2030 Comprehensive Plan, Future Land Use Element:

**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 the 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 1.1.24** The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

**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 locational criteria of the 2030 Comprehensive Plan and subsequent Land Development Regulations.

**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.

The development of a single-family dwelling on the subject site allows for the gradual transition of densities and intensities which is compatible with the character of the surrounding residential/agricultural area. As such, the proposed amendment is consistent with FLUE Goal 1 and Objective 1.1. The proposed development maintains the adjoining rural residential character of the neighborhood where there are nearby single-family dwelling units on large tracts of land. The actual proposed density of the property can also be developed without encroachment to the adjacent saltwater marsh wetland thereby furthering Policy 3.1.22.

Given the adjacent land use category of AGR-IV north and south of the subject site, the proposed same category maintains the density and intensity for the area, thereby meeting FLUE Policy 1.1.10. In addition the proposed single-family dwelling unit is in keeping with the trends of the area and thus satisfying Policy 1.1.24 and Objective 3.1.

According to the category description of the Future Land Use Element (FLUE), AGR-III permits housing densities of one dwelling unit per ten (10) acres and ARG-IV permits one dwelling unit per 2.5 acres. Generally, all agricultural land use categories within the City provide for agricultural uses such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products. In addition, residential uses are permitted such as what is stated above as well as "Rural Villages" where uses are clustered to limit impact on the surrounding neighborhood character.

## **Vision Plan**

The subject site is located within the boundaries of the North Jacksonville Vision and Master Plan and within the Nassau River Aquatic Preserve area. There are no specific recommendations for this area within the Plan. However, the proposed residential single-family dwelling unit adds to the variety of housing alternatives that influence the economic growth in the area and is encouraged within the boundaries of the North Jacksonville Vision Plan.

## **Strategic Regional Policy Plan Consistency**

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

**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 provide an opportunity to add additional housing in a location where housing is provided for similar lots in the same area.

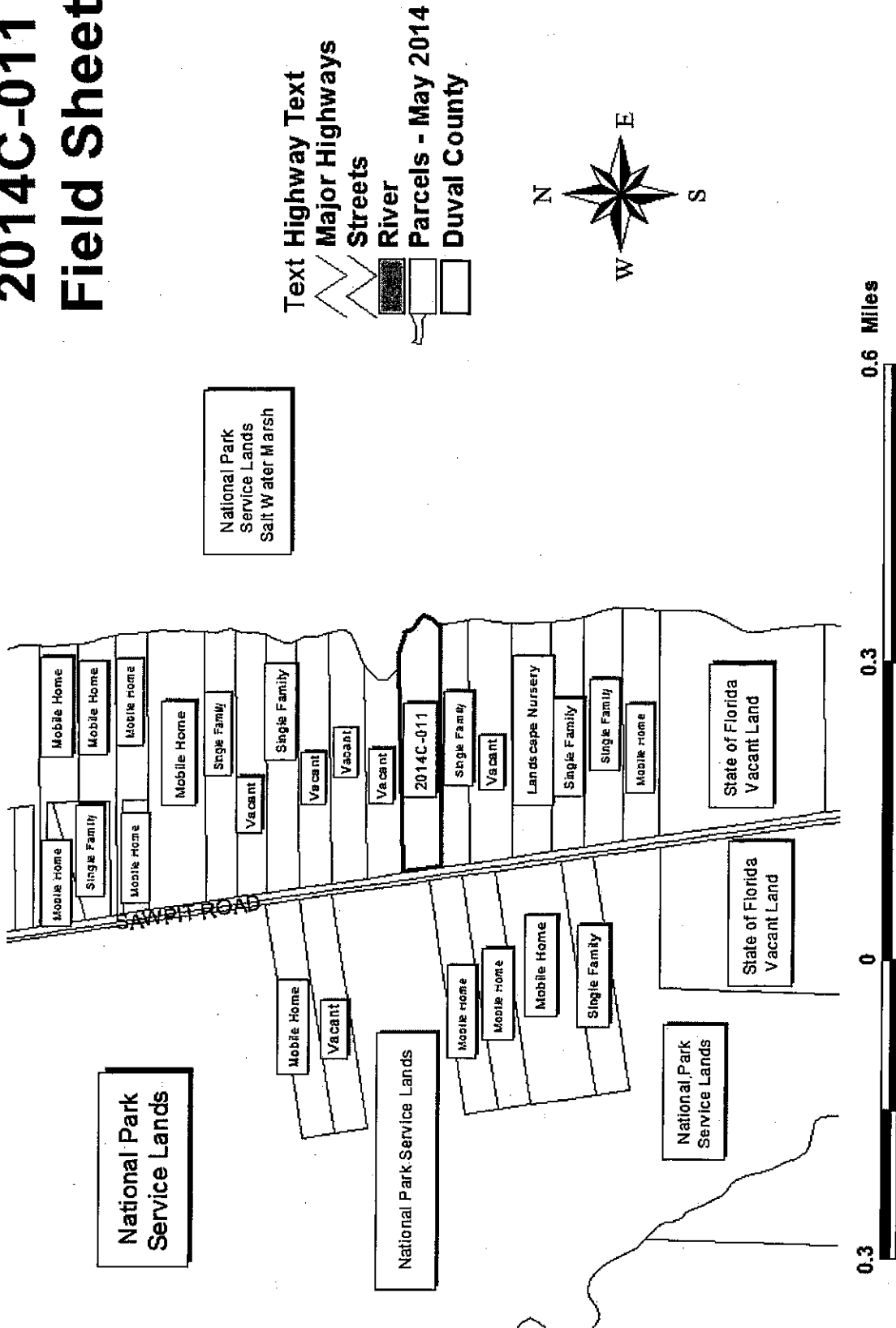


## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its inconsistency with the 2030 Comprehensive Plan and State Comprehensive Plan.

# 2014C-011 Field Sheet

## ATTACHMENT A



# ATTACHMENT B

## Traffic Analysis:

Produced by: Planning and Development Department  
 Application Number: 2014C-011

LB  
 Date: 9/2/2014  
 Mobility Zone / Development Area: 6 / Rural  
 Planning District: 6  
 Council District: 11

**Table A**

**Trip Generation Estimation**  
 Section 1

| Existing Development | Number of Acres | ITE Land Use Code | Existing Number of Units (X) | Independent Variable (Units) | Estimation Method (Rate or Equation) | Gross Trips | Less Internal Trips | Less Pass-By Trips | Net New PM Peak Trip Ends | Net New Daily Trip Ends |
|----------------------|-----------------|-------------------|------------------------------|------------------------------|--------------------------------------|-------------|---------------------|--------------------|---------------------------|-------------------------|
| AGR-III / AGR        | 5.1             | 210               |                              |                              |                                      |             |                     |                    |                           |                         |
| <b>Section 2</b>     |                 |                   |                              |                              |                                      |             |                     |                    |                           |                         |
|                      |                 |                   |                              |                              |                                      |             |                     |                    | <b>Total Section 1</b>    | <b>0</b>                |

2014C-011

| Current Land Use | Number of Acres | ITE Land Use Code | Potential Number of Units (X) | Independent Variable (Units) | Estimation Method (Rate or Equation) | Gross Trips | Less Internal Trips | Less Pass-By Trips | Net New PM Peak Trip Ends | Net New Daily Trip Ends |
|------------------|-----------------|-------------------|-------------------------------|------------------------------|--------------------------------------|-------------|---------------------|--------------------|---------------------------|-------------------------|
| AGR-III / AGR    | 5.1             | 210               | 1                             | DU                           | T = 9.52(X)<br>T = X                 | 10<br>1     | 0.00%<br>0.00%      | 0.00%<br>0.00%     | 1                         | 10                      |
| <b>Section 3</b> |                 |                   |                               |                              |                                      |             |                     |                    |                           |                         |
|                  |                 |                   |                               |                              |                                      |             |                     |                    | <b>Total Section 2</b>    | <b>1</b>                |
|                  |                 |                   |                               |                              |                                      |             |                     |                    | <b>Total Section 3</b>    | <b>10</b>               |

2014C-011

| Proposed Land Use | Number of Acres | ITE Land Use Code | Potential Number of Units (X) | Independent Variable (Units) | Estimation Method (Rate or Equation) | Gross Trips PM/Daily | Less Internal Trips | Less Pass-By Trips | Net New PM Peak Trip Ends                      | Net New Daily Trip Ends |
|-------------------|-----------------|-------------------|-------------------------------|------------------------------|--------------------------------------|----------------------|---------------------|--------------------|--|-------------------------|
| LDR / PUD         | 5.1             | 210               | 2                             | DUS                          | T = 9.52(X)<br>T = X                 | 19<br>2              | 0.00%<br>0.00%      | 0.00%<br>0.00%     | 2  | 19                      |
| <b>Section 3</b>  |                 |                   |                               |                              |                                      |                      |                     |                    |  |                         |
|                   |                 |                   |                               |                              |                                      |                      |                     |                    | <b>Total Section 3</b>                         | <b>19</b>               |
|                   |                 |                   |                               |                              |                                      |                      |                     |                    | <b>Total Section 2 - Section 1</b>             | <b>1</b>                |
|                   |                 |                   |                               |                              |                                      |                      |                     |                    | <b>Total Section 3 - Section 2 - Section 1</b> | <b>9</b>                |

2014C-011

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

Produced by: Planning and Development Department  
 Application Number: 2014C-011

**LB**

Date: 9/2/2014  
 Mobility Zone / Development Area: 6 / Rural  
 Planning District: 6  
 Council District: 11

**Table B**

**Net New Daily External Trip Distribution**

| a              | b                     | c  | (a*c)                                      | (b*c)                                  |
|----------------|-----------------------|--|--|--|
| 1              | 9                     | Percent of Total Net New Daily Amendment Trips | Net New Peak Hour External Amendment Trips | Net New Daily External Amendment Trips |
| Link ID Number | Roadway Name          | From / To                                      |  |  |
| 384            | <b>CEDAR POINT RD</b> | <b>NEW BERLIN RD TO HORSESHOE CREEK</b>        | 1  | 9                                      |

*Indicates Directly Accessed Segment(s)*

**BOLD**

Produced by: Planning and Development Department  
 Application Number: 2014C-011

LB  
 Date: 9/2/2014  
 Mobility Zone / Development Area: 6 / Rural  
 Planning District: 6  
 Council District: 11

**Table C**

**Roadway Link Analysis**

| Link ID Number | Road Name      | Termini                          | Roadway Classification | State or City Road | Numbers of Lanes | Adopted Service Volume |            | Background Traffic |                  | Existing Pk-Hour Link LOS | Amended Trips PM Pk-Hour External | Total Trips PM Pk-Hour External | Percent Capacity Used with Amended Trips | Pk-Hour LOS with Land Use Change |
|----------------|----------------|----------------------------------|------------------------|--------------------|------------------|------------------------|------------|--------------------|------------------|---------------------------|-----------------------------------|---------------------------------|--|----------------------------------|
|                |                |                                  |                        |                    |                  | Daily                  | PM Pk-Hour | Pk-Hour Volumes    | 1 Year Growth %* |                           |                                   |                                 |  |                                  |
| a              | b              | c                                | d                      | e                  | f                | g                      | h          | i                  | j                | k                         | l                                 | m                               | n  | o                                |
| 384            | CEPAR POINT RD | NEW BERLIN RD TO HORSESHOE CREEK | COLLECTOR              | CITY               | 2U               | 11,664                 | 1,016      | 411                | 1.00%            | 432                       | 1                                 | 433                             | 42.66%                                   | C                                |

\* As determined from Trend Analysis or FOOT LOS Report, dated 8/19/2013  
 Data from City of Jacksonville Road Most recent Link Status Report dated 11/11/2014  
 BOLD indicates Directly Accessed Segment (s)

**Major Intersections List**

|                                      |
|--------------------------------------|
| SS Interchanges                      |
| SHS Intersections within Impact Area |
|                                      |
|                                      |
|                                      |
|                                      |

## ATTACHMENT C



### APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

|                                |              |   |            |
|--------------------------------|--------------|---|------------|
| Date Submitted:                | 8-11-2014    | Date Staff Report is Available to Public: | 09-12-2014 |
| Land Use Adoption Ordinance #: | 2014-591     | Planning Commission's LPA Public Hearing: | 09-18-2014 |
| Rezoning Ordinance #:          | N/A          | 1st City Council Public Hearing:          | 09-23-2014 |
| JPDD Application #:            | 2014C-011    | LUZ Committee's Public Hearing:           | 10-07-2014 |
| Assigned Planner:              | Ed Lukacovic | 2nd City Council Public Hearing:          | 10-14-2014 |

#### GENERAL INFORMATION ON APPLICANT & OWNER

##### **Applicant Information:**

RITA EVANS  
30 CHARLES ST.  
CARIBOU, ME 04736  
Ph: (207) 493-1457  
Email: SMEFLUTE@YAHOO.COM

##### **Owner Information:**

RITA EVANS  
30 CHARLES ST.  
CARIBOU, ME 04736  
Ph: (207) 493-1457

#### DESCRIPTION OF PROPERTY

Acreage: 5.10  
Real Estate #(s): 159795 0250

General Location:  
SAWPIT RD. NORTH OF CEDAR POINT RD.

Planning District: 6  
Council District: 11  
Development Area: Rural  
Between Streets/Major Features:  
CEDAR POINT RD. and HURLBERT RD.

Address:  
0 SAWPIT RD

#### LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: UNDEVELOPED  
Current Land Use Category/Categories and Acreage:  
AGR-III 5.10

Requested Land Use Category: AGR-IV  
Justification for Land Use Amendment:  
TO DEVELOP A SINGLE FAMILY HOME.

Surrounding Land Use Categories: AGR-II, AGR-III, AGR-IV

#### UTILITIES

Potable Water: PRIVATE

Sanitary Sewer PRIVATE

#### COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:  
AGR 5.10

Requested Zoning District: AGR

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>

**ATTACHMENT D**

**2014C-011 Wetlands Map**

 - Wetlands



