



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32203  
(904) 630-CITY  
[www.Jacksonville.gov](http://www.Jacksonville.gov)

May 8, 2025

The Honorable Randy White  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, FL 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2025-244/Application No. L-6016-25C**

Dear Honorable Council President White, 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 **APPROVED** Ordinance 2025-244 on May 8, 2025.

P&DD Recommendation

APPROVE

PC Issues:

Two people spoke in opposition to the proposal. The concerns were regarding the traffic on Argyle Forest Boulevard and the lack of a deceleration lane to enter the property. The speakers also voiced concerns on the two driveways on Argyle Forest Boulevard that are indicated on the PUD site plan.

**PC Vote:**

**6-0 APPROVE**

Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Charles Garrison	Aye
Dorothy Gillette	Aye
Julius Harden	Absent
Moné Holder	Absent
Ali Marar	Aye

Tina Meskel

Aye

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

Sincerely,



**Helena A. Parola, MAURP**  
***Chief of Community Planning***  
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## **Report of the Jacksonville Planning Department**

### **Small-Scale Future Land Use Map Amendment – May 2, 2025**

**Ordinance/Application No.:** 2025-244 / L-6016-25C

**Property Location:** 7403 Argyle Forest Boulevard

**Real Estate Number(s):** 016488 0010

**Property Acreage:** 6.73 acres

**Planning District:** District 4, Southwest

**City Council District:** District 14

**Applicant:** Garrett George

**Current Land Use:** Low Density Residential (LDR)—6.73 acres

**Proposed Land Use:** Community/General Commercial (CGC)—3.30 acres  
Conservation (CSV)—3.43 acres

**Current Zoning:** Planned Unit Development (PUD)

**Proposed Zoning:** Planned Unit Development (PUD)

**Development Boundary:** Suburban Area

**RECOMMENDATION:** **APPROVE**

### **APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

Proposed development of the site would include a self-storage facility. The land use change is requested to make it compatible with this intended use in conjunction with a PUD amendment (rezoning PUD to PUD).

### **BACKGROUND**

The 6.73-acre subject site is located along the north side of Argyle Forest Boulevard, a minor arterial road, between Brooks Drive, an unclassified road, and Rampart Road, a collector road. The site is adjacent to the Villages of Argyle Forest Development of Regional Impact (DRI) to the south. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Community/General Commercial (CGC) and Conservation (CSV) to allow for commercial development while

preserving the site's wetlands. The applicant is also proposing a companion rezoning from Planned Unit Development (PUD) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2025-245.

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

**North:** Land Use: Low Density Residential (LDR)  
 Zoning: Rural Residential Acre (RR-Acre), Residential Low Density-60 (RLD-60), and Public Building Facilities -2 (PBF-2)  
 Property Use: Stormwater retention pond, church, and single-family dwellings, undeveloped land

**South:** Land Use: Low Density Residential (LDR) and Conservation (CSV)  
 Zoning: PUD  
 Property Use: Conservation wetlands and single family dwellings in the Villages of Argyle DRI (over 8,000 acres and includes a mix of uses)

**East:** Land Use: LDR  
 Zoning: PUD and RLD-60  
 Property Use: Single-family dwellings and convenience store

**West:** Land Use: LDR  
 Zoning: PUD, RR-Acre, and RLD-100A  
 Property Use: Undeveloped, single-family dwellings

## **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—6.73 acres</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Argyle Forest Boulevard – Minor Arterial	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Self-storage Facility

Development Analysis—6.73 acres		
Land Use / Zoning	Current: LDR / PUD	Proposed: CGC and CSV/ PUD
Development Standards for Impact Assessment	Current: 5 DU / Acre	Proposed: CGC—3.3 acres Scenario 1: 0.35 FAR Scenario 2: 15 DU/Acre
Development Potential	Current: 33 DU	Proposed: CGC—3.3 acres Scenario 1: 50,311.8 Sq. Ft. Scenario 2: 49 DU
Net Increase/Decrease in Maximum Density	<u>Scenario 2:</u> Increase of 16 DU	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1:</u> Increase of 50,311.8 Sq. Ft.	
Population Potential	Current: 87 people	Proposed: <u>Scenario 2:</u> 115 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: 1,271 net new daily trips Scenario 2: 19 net new daily trips	
Potential Public School Impact	10 Students	
Water Provider	JEA	
Potential Water Impact	CGC—3.3 acres Scenario 1: Decrease in 6,262.41 gallons per day Scenario 2: Increase in 2,737 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	CGC—3.3 acres Scenario 1: Decrease 4,696.81 gallons per day Scenario 2: Increase in 2,052.75 gallons per day	
Potential Solid Waste Impact	CGC—3.3 acres Scenario 1: Decrease in 5.13 tons per year Scenario 2: Increase in 41.6 tons per year	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	6-22 feet	
Drainage Basin/Sub-basin	Ortega River/ Ortega River Stream	
Ground Water Aquifer Recharge Area	Discharge	
Land Cover	3100: Herbaceous upland nonforested	

<b>Development Analysis—6.73 acres</b>	
	1100: Residential, low density—less than 2 DU/Acre 6300: Wetland forested mixed
Recreation and Parks	Bishopwood Park and Argyle Forest Park
Well Head Protection Zone	No
Coastal High Hazard Area (CHHA)	Yes, 0.44 of an acre in area proposed for CSV land use
Flood Zones	AE and 0.2% Annual Chance Flood Hazard
Soils	(67) Surrency loamy fine sand, frequently flooded (38) Mascotte fine sand, 0 to 2 percent slopes
Wetlands	Yes, Cat II Wetlands in area proposed for CSV land use
Wildlife ( <i>applicable to sites greater than 50 acres</i> )	N/A
<b>Historic Features</b>	
Archaeological Sensitivity	Low, medium, and high
Cultural Resources	No
Historic District	No
<b>Land Use and Zoning Features</b>	
Industrial Preservation Area	No
Adaptation Action Area	Yes
<b>Transportation Features</b>	
Airport Environ Zone	NAS Jax 500' and Cecil/Herlong 500'
Mass Transit Access	No
Evacuation Zone	Zone C

### 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).

The applicant has provided a JEA Availability Letter, dated January 14, 2025, as part of the companion rezoning application. According to the letter, there is an existing 12-inch water main and an 8-inch sewer force main within the Argyle Forest Boulevard Right of

Way. The letter also lists special conditions for connection to sewer service, including the design and construction of an onsite, privately owned and maintained pump station and a dedicated JEA force main (min. 4" dia.).

#### Future Land Use Element

Policy 1.2.8      Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

#### **Transportation**

The subject site is 6.73 acres and is located on Argyle Forest Blvd, a minor arterial roadway, west of Rampart Road, a collector roadway. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Community/General Commercial (CGC) and Conservation (CSV).

#### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with the 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

- 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.
- Objective 2.4      The City shall plan for future multi-modal transportation needs for right-of-way, in order to support future land uses shown on the Future Land Use Map series.
- 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 LDR land use would result in 311 daily trips. If the land use is amended to allow for this proposed CGC and CSV development, this will result in either 1,582 or 330 daily trips, depending on the scenario.

### **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is 1,271 or 19 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 and FDOT 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 Diverted & Pass-By Trips	Daily Trips
LDR	210	33 DUs	T = 9.43 (X)	311	0	311
				Total Trips for Existing Land Use- Scenario 1		311
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
CGC & CSV	821	50,415.75 SF	T = 67.52(X) /1000	3404	1822	1582
				Total Trips for Proposed Land Use- Scenario 1		1582
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
CGC	220	49 DUs	T = 6.74 (X)	330	0	330
				Total Trips for Proposed Land Use- Scenario 2		330
			Scenario 1 Difference in Daily Trips			1271
			Scenario 2 Difference in Daily Trips			19

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

### School Capacity

The 6.73-acre proposed land use map amendment has a development potential of 49 dwelling units and 10 new students. 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-6016-25C Argyle Forest Blvd  
Requested By: Maddie Read  
Reviewed By: LeYonne Griggs  
Due: 3/31/2025

Analysis based on maximum dwelling units: 49

School Type	CSA <sup>1</sup>	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 1 & 2
Elementary	8	6,160	78%	5	79%	2,057	2,584
Middle	7	2,097	159%	2	85%	26	1,915
High	8	2,690	85%	3	83%	1,634	1,614
				10			

NOTES:

<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

ES-120

MS-041

HS-072

0.233

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 (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

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

#### 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 3.1 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 was provided by the Duval County School Board. This 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.

Application Review Request: COJ PDD: Baseline Checklist Review  
Proposed Name: L-6016 Argyle Forest Blvd  
Requested By: Maddie Read  
Reviewed By: LeYonne Griggs  
Due: 3/31/2025  
Analysis based on maximum dwelling units: 49

SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Chimney Lakes ES #232	8	5	1030	882	86%	86%
Chaffee Trail MS #140	7	2	986	1195	121%	144%
Westside HS #241	8	3	1730	1505	87%	83%
		10				

NOTES:

<sup>1</sup> Attendance school may not be in proposed development's Concurrence Service Area (CSA)

<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

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 (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

## **Evacuation Zone**

The subject site is within Evacuation Zone C. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change. Per EPD's attached memo, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. Their complete analysis is provided below.

### EPD Response:

The Emergency Preparedness Division has reviewed and determined Land Use Amendment L-6016-25C to be consistent with the goals and objectives outlined in Duval County's Local Mitigation Strategy, the Comprehensive Emergency Management Plan, and the 2019 Adaptation Action Area Report. The western 3.724 acres of the subject property is located within the Adaptation Action Area, the Coastal High Hazard Area, is within the McGirts Creek flood zone, and contain wetlands that will become Conservation lands. The eastern 2.882 acres is proposed to be Community / General Commercial that would not negatively impact McGirts Creek.

The proposed changes in Land Use Amendment L-6016-25C would also have a minimal impact on Duval County evacuation clearance time based on the surrounding evacuation Zone C, nearest evacuation routes along Argyle Forest Blvd. to I-295 (2.2 road miles), and the estimated 1,271 new daily trips generated by the proposed rezoning of 2.882 acres to Community / General Commercial use. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

### Conservation /Coastal Management Element (CCME)

Policy 7.1.6     The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

## **Adaptation Action Area (AAA)**

Approximately 4.56 acres located in the western portion of the amendment site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

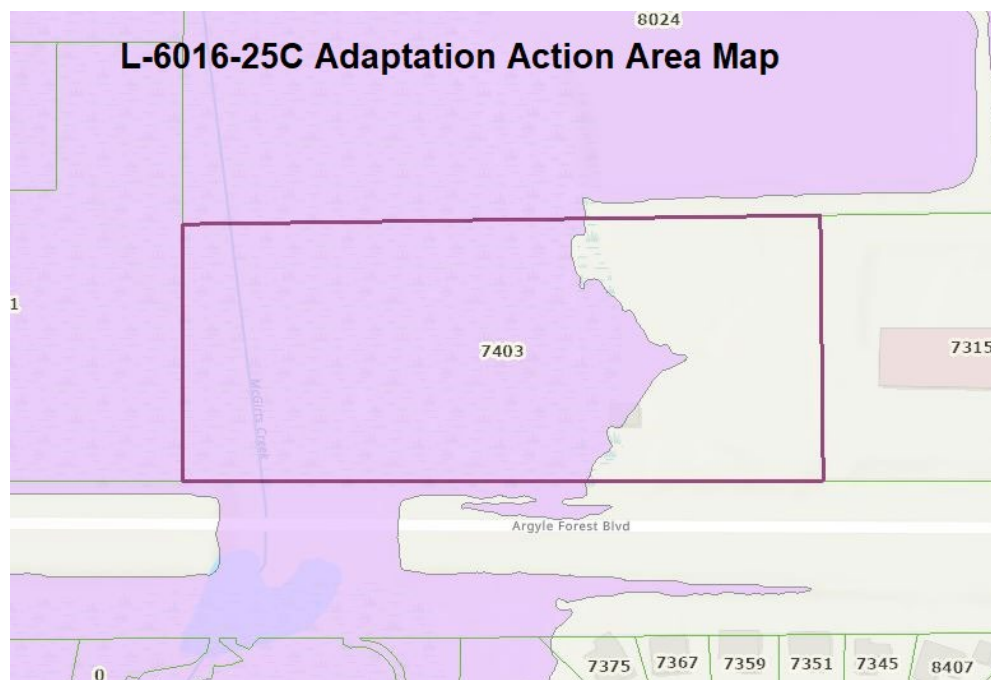
The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

#### Conservation/Coastal Management Element

Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.



### **Airport Environment Zone**

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville Naval Air Station and Cecil/Herlong Airport. Zoning will limit development to a maximum height of 500 feet, 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 2.6 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 in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

### **Archaeological Sensitivity**

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

### Historic Preservation Element

- Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.
- Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

### **Coastal High Hazard Area (CHHA)**

According to the City's GIS 2021 CHHA Map, 0.44 of an acre of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) and Hurricane Evacuation Zones Map. The portion of the property that includes areas of the CHHA are proposed for the CSV land use category.

### Conservation/Coastal Management Element

- Policy 7.2.3 In the event that the Chief of Emergency Preparedness determines that the shortage of shelter space requires mitigation, then policies 7.2.5, 7.2.6 and 7.2.7 shall apply.
- Policy 7.2.5 The City shall require that all new development located in the Coastal High Hazard Area in land use categories that permit residential density greater than Low Density Residential shall contribute to the cost of emergency shelter space in existing school sites.
- Policy 7.2.6 For purposes of determining an owner's assessment for the cost of emergency shelter space in new and existing school sites and community centers, the City shall use a quantitative formula where:
- A equals the total number of residential units proposed;
  - B equals number of persons per household; and
  - C equals average cost to retrofit one shelter space;
  - D owners assessment
- $A \times B \times C = D$  Owner's Assessment
- Policy 7.2.7 The City shall use the most recent U.S. Census data related to average household size, population in households and households. In calculating the assessment owed, the City shall use the full unit count of the proposed development, the county-wide average household size

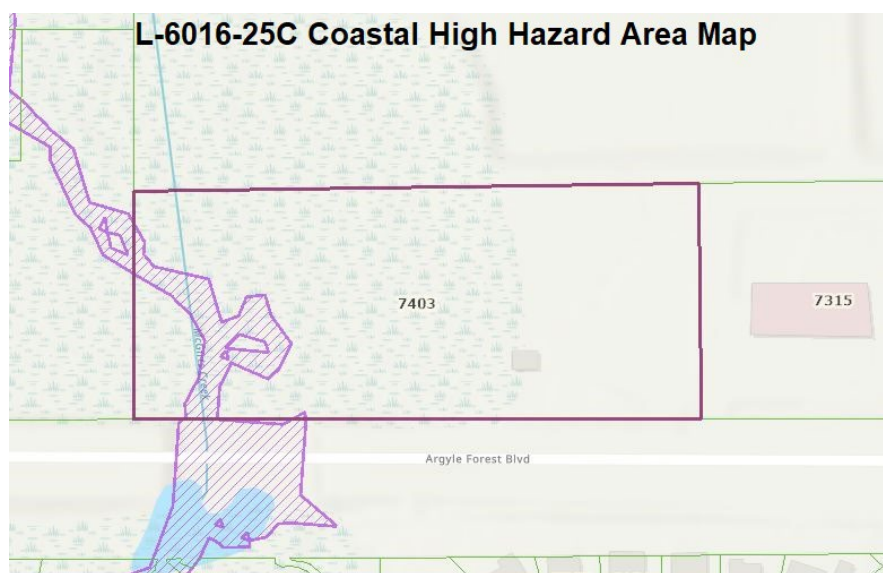


from the U. S. Census, and the average shelter retrofit cost as provided by the City's Emergency Preparedness Division in consultation with the Duval County School District Facilities Services Division. The City shall not allow a reduction of the shelter space required based on assumptions of smaller household sizes than the county-wide census data or reduced uses of public shelters for certain developments. These factors shall be updated as warranted by the City to ensure accuracy of costs and population factors.

The City will continue to enforce building standards and requirements to minimize structural damage to property in hazardous coastal areas. Future City expenditures for infrastructure improvements will be limited to meeting the needs of existing residents and resource protection. Land use decisions will direct new development to areas outside of hazardous coastal areas.

**Objective 7.4** Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA and mitigate the impact of natural hazards in the area.

**Policy 7.4.8** The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.



## **Flood Zones**

Approximately 3.78 acres of the subject site is within the AE Flood Zone and 0.18 of an acre is located in the 0.2 Percent Chance Annual Hazard Area (X Flood Zone). Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

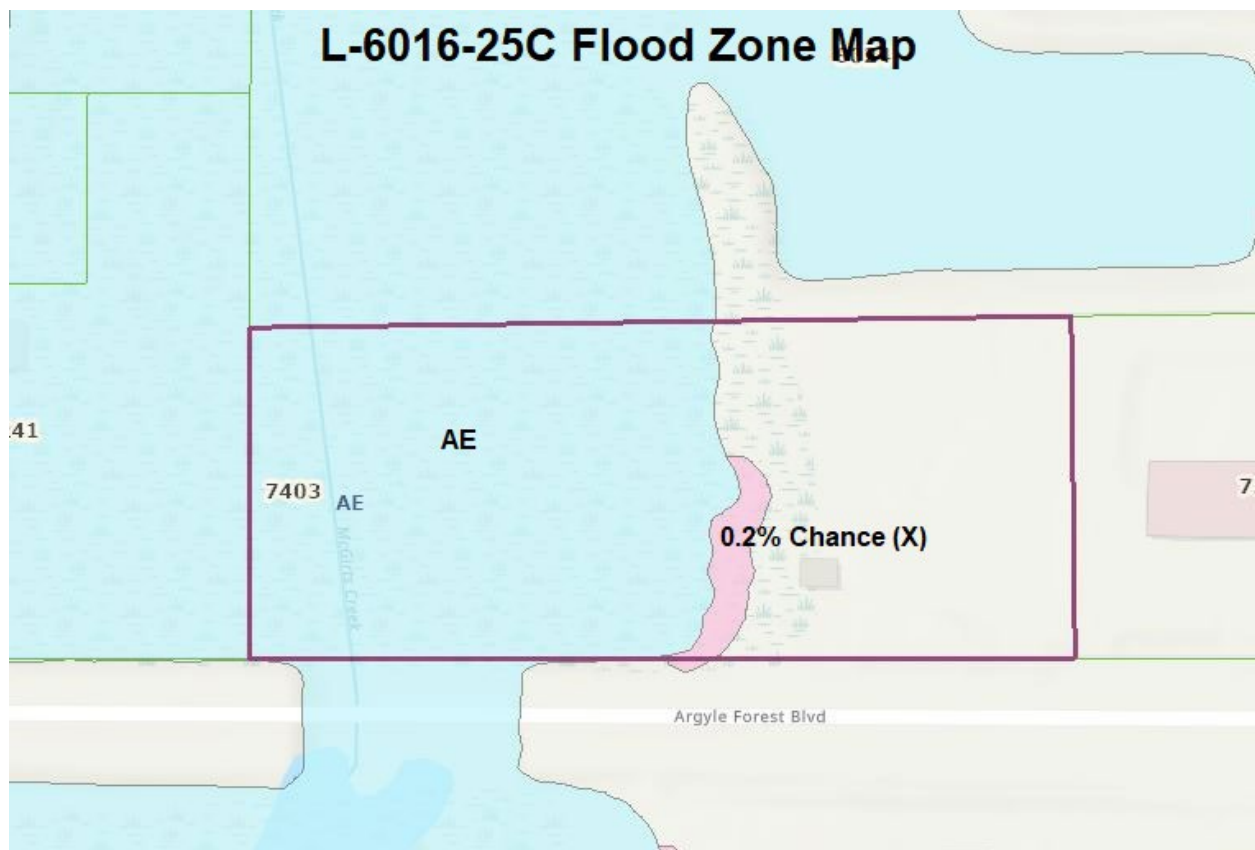
AE Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory. This flood zone is associated with the upper reach of Little Trout River.

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

## **Conservation /Coastal Management Element (CCME)**

- Policy 2.6.1      The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.
- Policy 2.6.3      The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
  - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
  - C. Incentives, including tax benefits and transfer of development rights.
- Policy 13.7.10    The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:
- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
  - B. Require the use of construction practices that will prevent or minimize future flood damage;

- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.



## **Wetlands**

Review of City data and the applicant's land survey indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City's GIS analysis that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. The sensitive Category II Wetlands on the site are proposed to be in the CSV land use category.

### Wetlands Characteristics:

Approximate Size:	3.73 acres.
General Location(s):	The wetlands are located on the western portion of the subject site and buffers McGirts Creek.
Quality/Functional Value:	The wetland has an extremely high functional value for water filtration, attenuation and flood water capacity, is located within the 100 year flood zone, and has a direct impact on the City's waterways.
Soil Types/ Characteristics:	(67) Surrency loamy fine sand, frequently flooded. The Surrency series consists of nearly level, very poorly drained soils. These soils were formed in thick sandy and loamy marine sediments. In areas on flood plains, the high-water table generally is at or near the surface and the areas are subject to frequent flooding for brief periods. In areas of depressions, the high-water table generally is at or above the soil surface for long periods of time.
Wetland Category:	Category II
Consistency of Permitted Uses:	Category II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	Not provided by the applicant and none exists according to the St. Johns River Water Management District web site.
Wetlands Impact:	None. The applicant is proposing to place the wetlands and the creek on the property within the Conservation (CSV) land use category for protection.

Associated Impacts: Associated with the AE Flood Zone, 0.2% Chance Flood Hazard Area (X), Coastal High Hazard Area, and Adaption Action Area.

Relevant Policies: CCME Policies 4.1.3 and 4.1.5

CCME Policy 4.1.3

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

(a) Encroachment

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

(b) No net loss

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

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for

the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.5

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

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

(a) Dredge and fill

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Density/Dredge and fill

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

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

and

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

(b) Boat facilities siting and operation

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

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

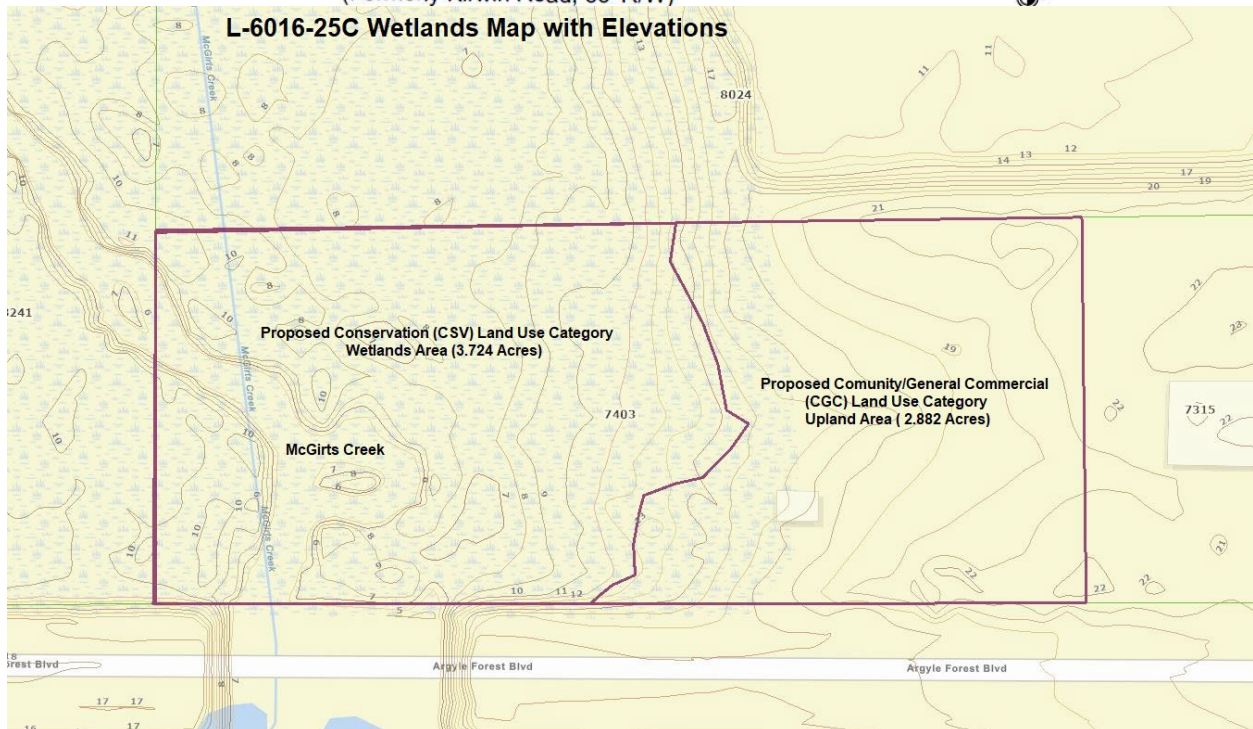
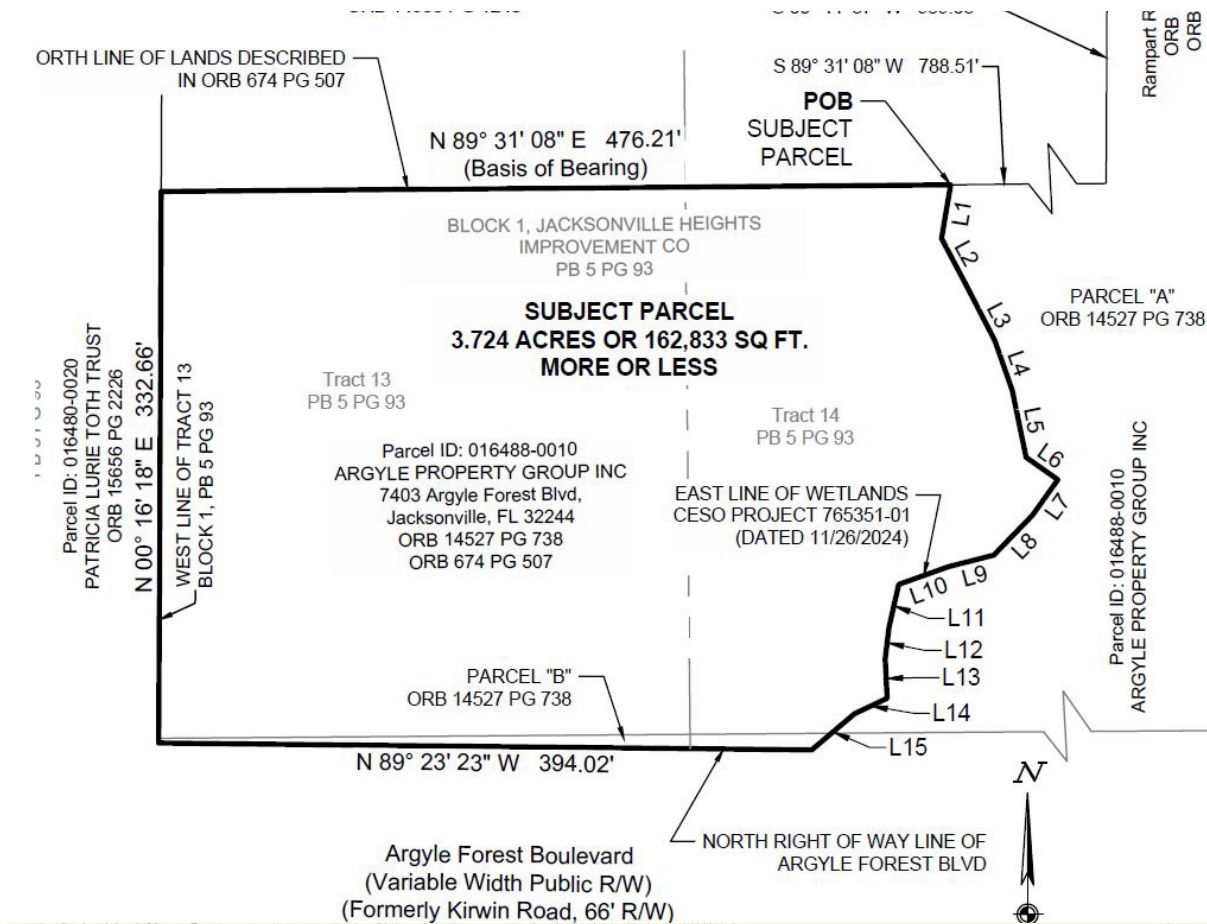
(5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

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

Best Management Practices: Silviculture

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







## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on April 9, 2025 the required notices of public hearing signs were posted. Twenty-six (26) 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 14, 2025. Members of the public expressed their concern over the lack of deceleration lane leading up to the subject site, as well as concerns over the structures on the site being built high enough to prevent flooding. Other members of the public opposed the proposed development, stating that it was adjacent to residential properties, and that there was too much growth in this area too fast.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

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

##### *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 defined in this Plan.

Goal 1	To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
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Policy 1.1.9	Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site-specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:
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- Potential for the development of blighting or other negative influences on abutting properties

- Traffic impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection and access to healthy food.

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

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- 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.

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 1.2.8

Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Objective 1.6

The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Goal 3

To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Policy 3.1.2        Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

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 Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. The maximum gross density in the Suburban Area shall be 7 units/acre when centralized potable water and wastewater services are available to the site and there shall be no minimum density; except as provided herein. The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available. LDR in the Suburban Area is intended to provide for low density residential development.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and

corridor development should provide continuity between the nodes and serve adjacent neighborhoods to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Area. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development. CGC in the Suburban Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses.

Conservation lands are areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks and unique coastal areas. Some resource systems are highly sensitive and easily destroyed by indiscriminate human activity. These will be protected through public or private nonprofit ownership and management over time. The Conservation category depicted on the FLUMs includes areas that are protected through public or private nonprofit ownership and management. Development potential in these areas is generally limited to open space, resource and recreational uses.

The applicant is proposing a change from LDR to CGC and CSV within the Suburban Area to allow for commercial development on the eastern portion of the property while also protecting the wetlands on the western portion of the property. Directly south of the site is the Villages of Argyle Forest DRI. The DRI is over 8,000 acres and allows for a mix of uses. According to the Functional Highway Classification Map, the subject site abuts a minor arterial roadway, making it a preferred location for a plan amendment to CGC.

While the site is surrounded by LDR and CSV, the properties that directly abut the proposed amendment to the north, west, and south are all wetlands, which provides a natural buffer between the surrounding residential sites west of the property. Additionally, the development will be limited to the CGC portion of the east side of the property. The eastern portion of the site that is being amended to CGC abuts a property used for commercial purposes. The minor arterial roadway is a sufficient buffer to the residential properties south of the subject site. The proposed amendment would allow for an extension of the existing commercial use east of the site, while still providing adequate protections to the nearby residential neighborhoods. Therefore, the amendment is consistent with FLUE Goals 1 and 3, and Policies 1.1.21, 1.1.22, and 3.1.2.

Consistent with FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter, dated January 14, 2025, as part of the companion rezoning application. According to the letter, there is an existing 12-inch water main and an 8-inch sewer force main within the Argyle Forest Boulevard Right of Way. The letter also lists special conditions for connection to sewer service, including the design and construction of an onsite, privately owned and maintained pump station and a dedicated JEA force main (min. 4" dia.).

The proposed small-scale amendment would increase the amount of commercially designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized land in the Suburban Development Area which has access to centralized water and sewer services. Development of this site is considered infill development. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 1.1.21.

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.

### **Southwest Vision Plan (2003)**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan (2003) and the Suburban/Argyle Forest Character Area of the Vision Plan. The Plan provides no specific guidelines for the location of the subject site. The amendment to CGC at this location is consistent with the vision plan's policy of promoting convenient, compatible neighborhood-scale retail and entertainment uses near existing residential areas.

### **Strategic Regional Policy Plan**

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

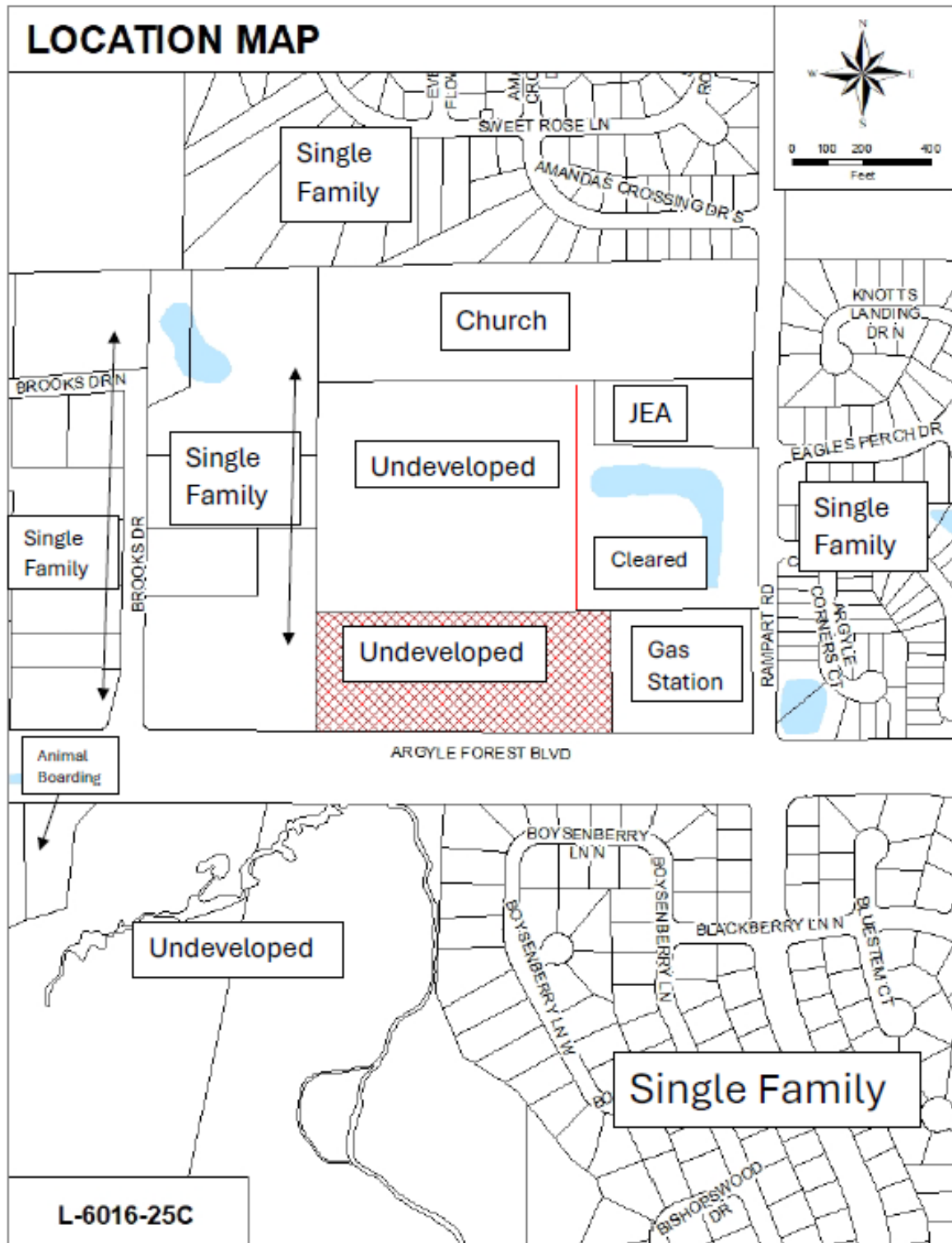
Objective: Integrated planning: The link between land use, resources, and mobility

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Maintenance of a diversity of land use in the Region.
- Infill and redevelopment.

The proposed land use amendment would increase opportunities for commercial development, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

## SITE UTILIZATION / LOCATION MAP



**CURRENT LAND USE MAP**

