

City of Jacksonville, Florida

Lenny Curry, Mayor

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

March 23, 2023

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

RE: Planning Commission Advisory Report / Ordinance No. 2023-116/Application No. L-5778-22A

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-116 on March 23, 2023.

P&DD Recommendation **APPROVE**

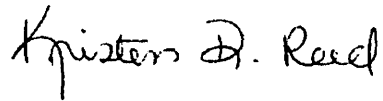
PC Issues: **None**

PC Vote: **6-0 APPROVE**

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

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive, flowing style.

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – March 17, 2023

Ordinance/Application No.: 2023-116/L-5778-22A

Property Location: 0 Roosevelt Boulevard, 4811 and 4837 Collins Road, between Roosevelt Boulevard and Ortega Bluff Parkway

Real Estate Number(s): 098422-0000; 099140-0000; 099140-0020; A portion of 099151-0000; 105562-0010

Property Acreage: 127.95 Acres

Planning District: District 4, Southwest

City Council District: District 14

Applicant: Marshall H. Phillips, Esq.

Current Land Use: Light Industrial (LI) (98.12 acres), Medium Density Residential (MDR) (24.19 acres), Residential-Professional-Institutional (RPI) (5.64 acres)

Proposed Land Use: Medium Density Residential (MDR) (12.22 acres), Residential-Professional-Institutional (RPI) (115.73 acres)

Development Area: Suburban Area

Current Zoning: Commercial Office (CO), Industrial Light (IL), Industrial Business Park (IBP), Residential Medium Density-A (RMD-A), Residential Medium Density-B (RMD-B), Public Buildings and Facilities-1(PBF-1)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for commercial and multi-family development of the property consistent with the market.

BACKGROUND

The 127.95 acre subject site is located west of the railroad tracks along Roosevelt Boulevard (US-17), a major arterial road, with frontage along the north side of Collins Road, a collector road, and is located between Roosevelt Boulevard and Ortega Bluff Parkway, an unclassified road. The site is mostly undeveloped with two single family residential units located along the Collins Road portion of the subject site.

The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Light Industrial (LI), Medium Density Residential (MDR), and Residential-Professional-Institutional (RPI) to Medium Density Residential (MDR), Residential-Professional-Institutional (RPI) to allow for commercial and multi-family uses. The companion rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large scale future land use amendment.

There has been one recent proximate land use amendment. Ordinance 2019-193-E changed the land use from Light Industrial (LI) to Residential-Professional-Institutional (RPI) on 2.63 acres of land located at 4915 Collins Road, adjacent to the subject site, to allow for the development of an apartment complex.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: LDR, LI, MDR
Zoning: RLD-60 , IL, RMD-A, RMD-B
Property Use: Single Family

South: Land Use: LI
Zoning: PUD, IBP
Property Use: Warehousing, Interstate-295

East: Land Use: PBF,LI , CGC, MDR
Zoning: PBF-1, IL, CCG-2, RMD-B
Property Use: NAS Jacksonville, CSX Railroad

West: Land Use: RPI, MDR, LDR
Zoning: PUD, IBP, RMD-A, RMD-MH, RLD-60, RMD-B
Property Use: Undeveloped, Single Family, Apartments

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.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	US- 17 – Roosevelt Boulevard – Major Arterial Collins Road - Collector	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped and single family residential	Proposed: Commercial and Multi-family
Land Use / Zoning	Current: LI (98.12 acres), MDR (24.19 acres), and RPI (5.64 acres)/IL (62.9 acres), RMD-B (19.45 acres), CO (3 acres), IBP (29.23 acres), PBF-1 (20.0 acres), RMD-A (4.74 acres)	Proposed: RPI (115.73 acres) and MDR (12.22 acres)/PUD (127.95 acres)
Development Standards for Impact Assessment	Current: LI - 0.4 FAR MDR- 15 DU/Acre RPI- Scenario 1: 100% non-residential at 0.5 FAR Scenario 2: 10% non-residential at 0.5 FAR and 90% residential at 15 DU/Acre	Proposed: MDR- 15 DU/Acre RPI- Scenario 1: 100% non-residential at 0.5 FAR Scenario 2: 10% non-residential at 0.5 FAR and 90% residential at 15 DU/Acre
Development Potential	Current: Scenario 1: LI- 1,709,642 Sq. Ft. MDR- 362 DUs RPI- 122,839 Sq. Ft. Scenario 2: LI- 1,709,642 Sq. Ft. MDR- 362 DUs RPI- 12,283 Sq. Ft. and 76 DUs	Proposed: Scenario 1: MDR- 183 DUs RPI- 2,520,599 Sq. Ft. Scenario 2: MDR- 183 DUs RPI- 252,059 Sq. Ft. and 1,562 DUs
Net Increase or Decrease in Maximum Density	Scenario 1: decrease of 179 DUs Scenario 2: increase of 1,307 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: increase of 688,118 sq. ft.	

Development Analysis	
	Scenario 2: decrease of 1,469,866 sq. ft.
Population Potential	Current: Scenario 1: 850 people Scenario 2: 1,029 people
	Proposed: Scenario 1: 430 people Scenario 2: 4,100 people
Special Designation Areas	
Aquatic Preserve	No
Septic Tank Failure Area	No
Airport Environment Zone	150' and 300' height zone; APZ-2; Military notice zone
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low, Medium, High
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: Increase of 16,464 net new daily trips Scenario 2: Increase of 3,082 net new daily trips
Potential Public School Impact	435 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 67,729 gallons per day Scenario 2: increase of 265,502 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: increase of 50,797 gallons per day Scenario 2: increase of 199,126 gallons per day
Potential Solid Waste Impact	Scenario 1: decrease of 1,929 tons per year Scenario 2: decrease of 1,518 tons per year
Drainage Basin/Sub-basin	Ortega River & St Johns River / Unnamed Branch
Recreation and Parks	Ringhaver Park
Mass Transit Access	None
Natural Features	
Elevations	5-29 feet
Land Cover	1100: Residential Low Density 3100: Herbaceous upland nonforested 4110: Pine Flatwoods 4410: Pine Plantation 6250: Hydric Pine Flatwoods 6300: Wetland Forest Mixed
Soils	2: Albany fine sand 14: Boulogne fine sand 22: Evergreen-Wesconnett complex, depressional 24: Hurricane and Ridgewood soils 32: Leon fine sand 35: Lynn Haven fine sand 38: Mascotte fine sand 44: Mascotte-Pelham complex 51: Pelham fine sand

Development Analysis	
	63: Sapelo fine sand 67: Surrency loamy fine sand, frequently flooded 69: Urban Land 71: Urban Land-Leon-Boulogne complex 73: Urban Land-Mascotte-Sapelo complex 74: Pelham-Urban Land complex 99: Water
Flood Zones	No
Wetlands	Yes – 6300; 6250
Wildlife (applicable to sites greater than 50 acres)	Wildlife survey provided; summarized in staff report

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 Land Use application, the applicant intends to connect to JEA water and sewer services. The applicant will be required to provide a JEA letter of service availability with the companion PUD rezoning application during the adoption round of this large-scale amendment.

Future Land Use Element

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Transportation

The subject site is 127.95 acres and is accessible from Roosevelt Blvd (US 17) and Collins Rd, a major arterial and collector facility. The proposed land use amendment is located within the Suburban Area and Mobility Zone 7. The applicant proposes to change the existing land use from Light Industrial (LI), Residential Professional Institutional (RPI), and Medium Density Residential (MDR) to (RPI) and (MDR).

Comprehensive Plan Consistency:

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

Transportation Element

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 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 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 12,092 or 11,411 daily trips, depending on the scenario. If the land use is amended to allow for this proposed MDR and RPI development, this will result in 28,556 or 14,493 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 16,464 or 3,082 net new daily trips when compared to the existing land use. US 17 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	1,709,642 SF	T= 4.87 (X) / 1000	8,326	0	8,326
MDR	220	362 MF DUs	T = 6.74 (X)	2,440	0	2,440
RPI	710	122,839 SF	T = 10.84 (X) / 1000	1,326	0	1,326
				Total Trips for Existing Land Use- Scenario 1		12,092
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	1,709,642 SF	T= 4.87 (X) / 1000	8,326	0	8,326
MDR	220	362 MF DUs	T = 6.74 (X)	2,440	0	2,440
RPI-R	710	12,283 SF	T = 10.84 (X) / 1000	133	0	133
RPI-N	220	76 MF DUs	T = 6.74 (X)	512	0	512

				<i>Total Trips for Existing Land Use- Scenario 2</i>		11,411
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	183 DUs	T = 6.74 (X)	1,233	0	1,233
RPI	710	2,520,059 SF	T = 10.84 (X) / 1000	27,323	0	27,323
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		28,556
MDR	220	183 DUs	T = 6.74 (X)	1,233	0	1,233
RPI-R	710	252,059 SF	T = 10.84 (X) / 1000	2,732	0	2,732
RPI-N	220	1,561 MF DUs	T = 6.74 (X)	10,528	0	10,528
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		14,493
				Scenario 1 Difference in Daily Trips		16,464
				Scenario 2 Difference in Daily Trips		3,082

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

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 127.95 acre proposed land use map amendment has a development potential of 1,745 multi-family dwelling units, generating 435 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-5778-22A Roosevelt Blvd Requested By: Ed "Luke" Lukacovic / Krista Fogarty Reviewed By: Shalene B. Estes Due: 2/24/2023							
Analysis based on maximum dwelling units: 1,745							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 1 & 8 (MS 1&7)
Elementary	2	5,833	71%	218	69%	2,641	9,194
Middle	2	2,581	68%	88	65%	89	1,859
High	2	3,136	80%	129	82%	890	1,581
Total New Students				435			

NOTES:
¹ Proposed Development's Concurrency Service Area (CSA)
² Available CSA seats include current reservations
³ Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074
0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

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

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

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-5778-22A Roosevelt Blvd Requested By: Ed "Luke" Lukacovic / Krista Fogarty Reviewed By: Shalene B. Estes Due: 2/24/2023 Analysis based on maximum dwelling units: 1,745						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	CURRENT UTILIZATION (%)	4-YEAR PROJECTION
Ortega ES #16 ⁴	2	109	346	354	102%	93%
Venetia ES #68 ⁴	2	109	468	377	81%	76%
Westside MS #207	2	88	1029	591	57%	57%
Riverside HS #33	2	129	1844	1562	85%	96%
		435				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

⁴ The proposed development crosses multiple elementary school boundaries per the application. As the project is refined, and specific parcel/pods are disclosed, the baseline analysis will be updated accordingly.

Airport Environment Zone

The subject site is located within the 150 foot and 300 foot Height and Hazard Zones for the Jacksonville Naval Air Station (NAS-Jax). Zoning will limit development to a maximum height of less than 150 feet and 300 feet, respectively, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Approximately 12.2 acres of the site is within the Accident Potential Zone-2 (APZ 2). As such this area is within the Military Influence Zone for NAS JAX. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Military Influence Zone. No person shall sell, transfer, or lease land within a Military Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease. Further, multi-family use is not permitted within the APZ 2 area, but single-family uses are permitted at a density of up to two (2) dwelling units per acre within that zone. The applicant has been coordinating with the Navy on the proposed development within the APZ 2 portion of the subject site. A map of the APZ 2 is included in this report as attachment A.

Future Land Use Element

Policy 2.5.4B Within the APZ 2 area depicted on Map L-22, the City does not permit single family residential density greater than 2 dwelling units per acre. Residential structures that are unable to achieve a 30 decibel (dB) noise level reduction are not permitted. Uses not allowed in APZ 1 may be allowed in APZ 2, however they too are subject to conditions regarding disclosure and noise attenuation in construction. As listed in the Instruction Manual, mobile home parks, hospitals, motels, churches, schools and similar uses are not allowed.

The site is also located in a Military Notice Zone requiring execution of an Airport Notice Zone Acknowledgement, as required in Section 656.1010, Ordinance Code. The Airport Notice zones are areas for which the limits are represented by the 60 DNL to 64.99 DNL noise contour range.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

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 1.2.6 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.

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. Their complete analysis is below.

EPD Response: The proposed property in land use amendment L-5778-22A will be in close proximity to Blanding Boulevard and US-17, indicating sufficient access to I-295 (1.64 road miles) and I-10 (8.85 road miles), primary evacuation routes. In consideration of the surrounding evacuation zone (Zone C), and nearest evacuation routes, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-10 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5778-22A would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged.

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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site. The Department reviewed aerials, soils and elevations to determine quality and functional value of the wetlands. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. Due to the presence of Category II wetlands on site, this application is scheduled for review by the Jacksonville Waterway Commission on March 22, 2023.

Wetlands Characteristics:

Approximate Size: 24.32 Acres total (Category II - 0.43 of an acre and Category III – 23.89 acres)

General Location(s): Category II - located in the very northern section of the subject site.

Category III – located throughout the northern half of the subject site.

Quality/Functional Value:

Category II- The wetland has a high functional value for water filtration attenuation and flood water capacity and has a direct impact on the City's waterways.

Category III- The wetland has a high functional value for water filtration attenuation and stormwater capacity. It is not located in a flood zone and has an indirect impact to the City's waterways.

Soil Types/
Characteristics:

Category II - (67) Surrency Loamy fine sand - The Surrency series consists of nearly level, very poorly drained soils. In areas in depressions, the high water table generally is at or above the soil surface for very long periods.

Category III - (22) Evergreen-Wesconnett Complex- The Evergreen series and Wesconnett series are both nearly level poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials. Generally the high water table is at or above the surface for very long periods.

(35) Lynn Haven fine sand - gently sloping, poorly drained, sandy, generally found on flats and in steep areas of side slopes, formed in thick beds of sandy marine sediment. The wetland soils areas have water tables near or above the ground surface.

Wetland Category: Category II and III

Consistency of Permitted Uses: Category II: All permitted uses must meet CCME Policies 4.1.3 and 4.1.5
Category III: All permitted uses must meet CCME Policies 4.1.3 and 4.1.6

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: Unable to be determined at this time

Associated Impacts: The wetlands are associated with an unnamed creek that drains into the Ortega River

Relevant Policies:

Conservation/Coastal Management Element
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.

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.

Policy 4.1.6

The permitted uses within Category III 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) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, 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.

- (b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

- (2) Any use that 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.

Wildlife Survey

The applicant provided a wildlife site assessment, dated August 2022; it is on file with the Planning and Development Department. Listed wildlife species were not observed during the site assessment. If a U.S. Army Corps of Engineers (USACE), St. Johns River Water Management District (SJRWMD), and/or local government permits are required for the

proposed development, U.S. Fish and Wildlife Service (USFWS) and/or Fish and Wildlife Conservation (FWC) may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 24, 2023, the required notices of public hearing signs were posted. Ninety-four (94) 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 March 6, 2023. One member of the public attended to find out more information on the proposed land use amendment.

CONSISTENCY EVALUATION

Consistency with 2030 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 further described in each land use plan category.

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

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;

- B. Addresses outdated development patterns;
- C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Policy 2.5.1 Continue to regulate development in approach zones to airport runways in accordance with the Federal Aviation Authority (FAA), Florida Department of Transportation (FDOT), and United States Military Air Installation Compatible Use Zones (AICUZ) and local land development regulations in order to protect the safety and welfare of property owners, residents and businesses in the community.

Policy 2.5.4B Within the APZ 2 area depicted on Map L-22, the City does not permit single family residential density greater than 2 dwelling units per acre. Residential structures that are unable to achieve a 30 decibel (dB) noise level reduction are not permitted. Uses not allowed in APZ 1 may

be allowed in APZ 2, however they too are subject to conditions regarding disclosure and noise attenuation in construction. As listed in the Instruction Manual, mobile home parks, hospitals, motels, churches, schools and similar uses are not allowed.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

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.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.

4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description of the Future Land Use Element (FLUE), Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries.

Medium Density Residential (MDR) in the Suburban Area is intended to provide compact low to medium density mixed use development. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. The maximum gross density for MDR in the Suburban Area is 20 dwelling units per acre and the minimum density is 7 dwelling units per acre. In the absence of centralized water and sewer, the gross density of development permitted in this category shall be the same as allowed in the Low Density Residential (LDR) land use category without such services. Because approximately 12.2 acres of the subject site is located within the APZ 2 for NAS JAX, development on this portion of the site will be limited to a maximum of two (2) single-family dwelling units per acre, consistent with FLUE Policy 2.5.4B. Development may be clustered on that portion of the property not in the APZ 2.

Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. The maximum gross density for RPI in the Suburban Area is 20 dwelling units per acre and there shall be no minimum density.

The 127.95 acre subject site is located west of the railroad tracks along Roosevelt Boulevard (US-17), a major arterial road, with frontage along the north side of Collins road, a collector road, and is located between Roosevelt Boulevard and Ortega Bluff Parkway, an unclassified road. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Light Industrial (LI), Medium Density Residential (MDR), and Residential-Professional-Institutional (RPI) to Medium Density Residential (MDR), Residential-Professional-Institutional (RPI) to allow for commercial and multi-family uses.

The proposed development would allow for a mix of commercial and multi-family uses, which would aid in achieving a well-balanced mix of uses within the City and allow for additional housing opportunities to meet the needs of the City's growing population. Therefore, the proposed amendment is consistent with Goal 3 and Objective 3.1 of the FLUE.

The proposed amendment is requesting a change to RPI on a portion of the subject site adjacent to existing residential uses along Collins Road. RPI is a transitional category that would offer a compatible transition of uses between the residential uses along Collins road and the commercial and light industrial uses to the east of the subject site. Additionally, the RPI would provide a transition between the CSX railroad to the east and the residential uses to the west of the subject site. As such, the proposed amendment is consistent with Goal 1, Objective 1.1 and Policy 1.1.22 of the FLUE.

Approximately 12.2 acres of the subject site is located within the APZ 2. The Navy has been made aware of the application and has no objection to the proposed land use amendment. As previously mentioned, density of development on the portion of the subject site within the APZ 2 will be limited to two (2) dwelling units per acre in keeping with FLUE Policy 2.5.4B. Additionally, the entire site is within an airport environment notice zone, and as such, the City requires disclosure of airport proximity to prospective owners or lessees, consistent with FLUE Policy 2.5.6. Implementation of these regulations is consistent with FLUE Policy 2.5.1.

The applicant will be required to provide a JEA letter of service availability with the companion PUD rezoning application during the adoption round of this large-scale amendment to show consistency with FLUE Policy 1.2.9.

The proposed amendment would increase the amount of RPI and MDR designated land and would provide additional economic and residential development opportunities within the City. The proposed use of the site for commercial and multi-family uses would be compatible with the surrounding land use pattern. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.5 and 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.

Vision Plan Consistency

The subject site is located within the boundaries of the Southwest Jacksonville Vision Plan. Theme 1 of the Plan identifies a lack of neighborhood scale retail and entertainment uses located near existing residential sites as an issue for residents. The proposed RPI land use category would allow for the development of a limited amount of commercial retail and service establishments located in close proximity to existing residential uses along Collins Road. Therefore, the proposed amendment is consistent with Theme 1 of the Southwest Jacksonville Vision Plan.

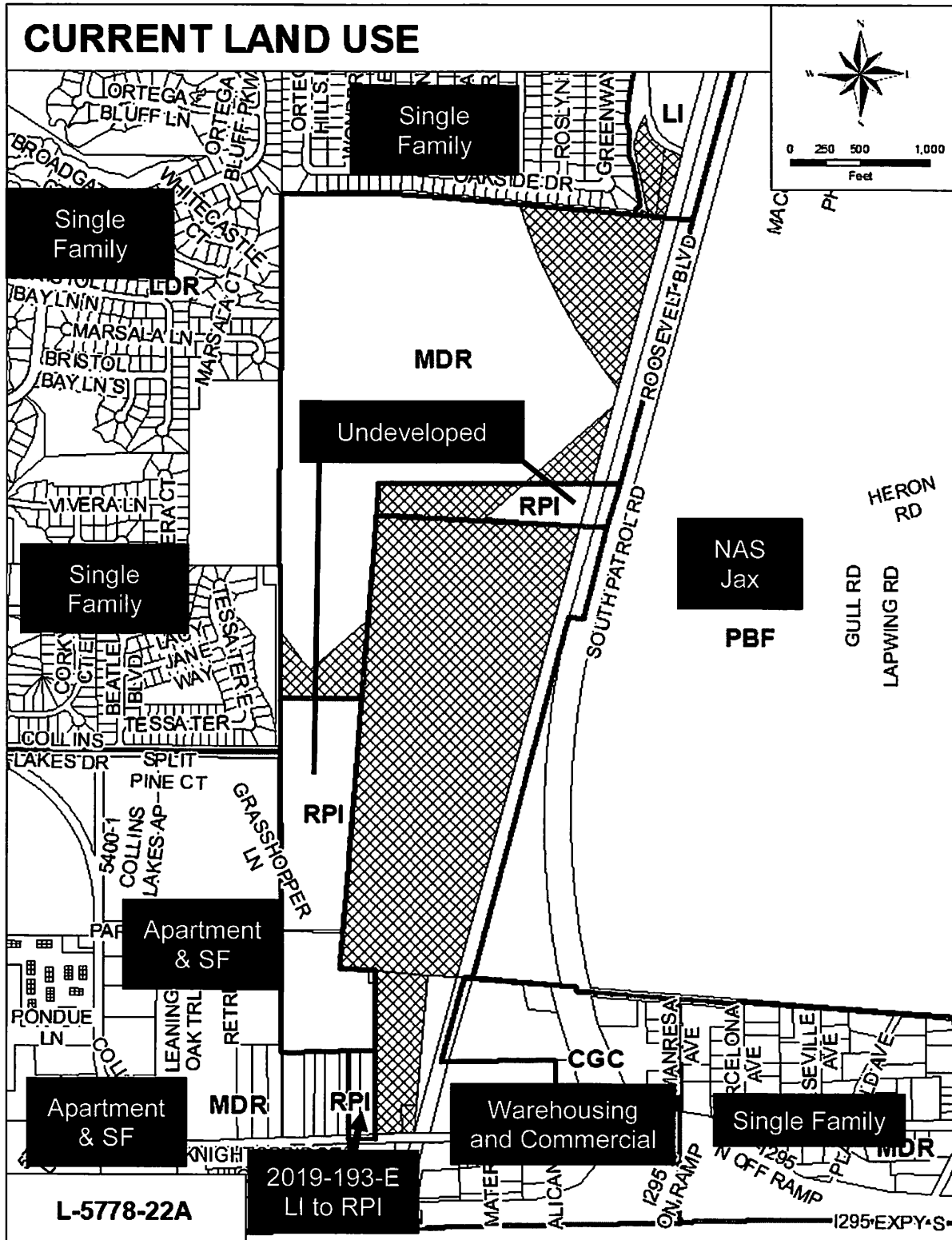
Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

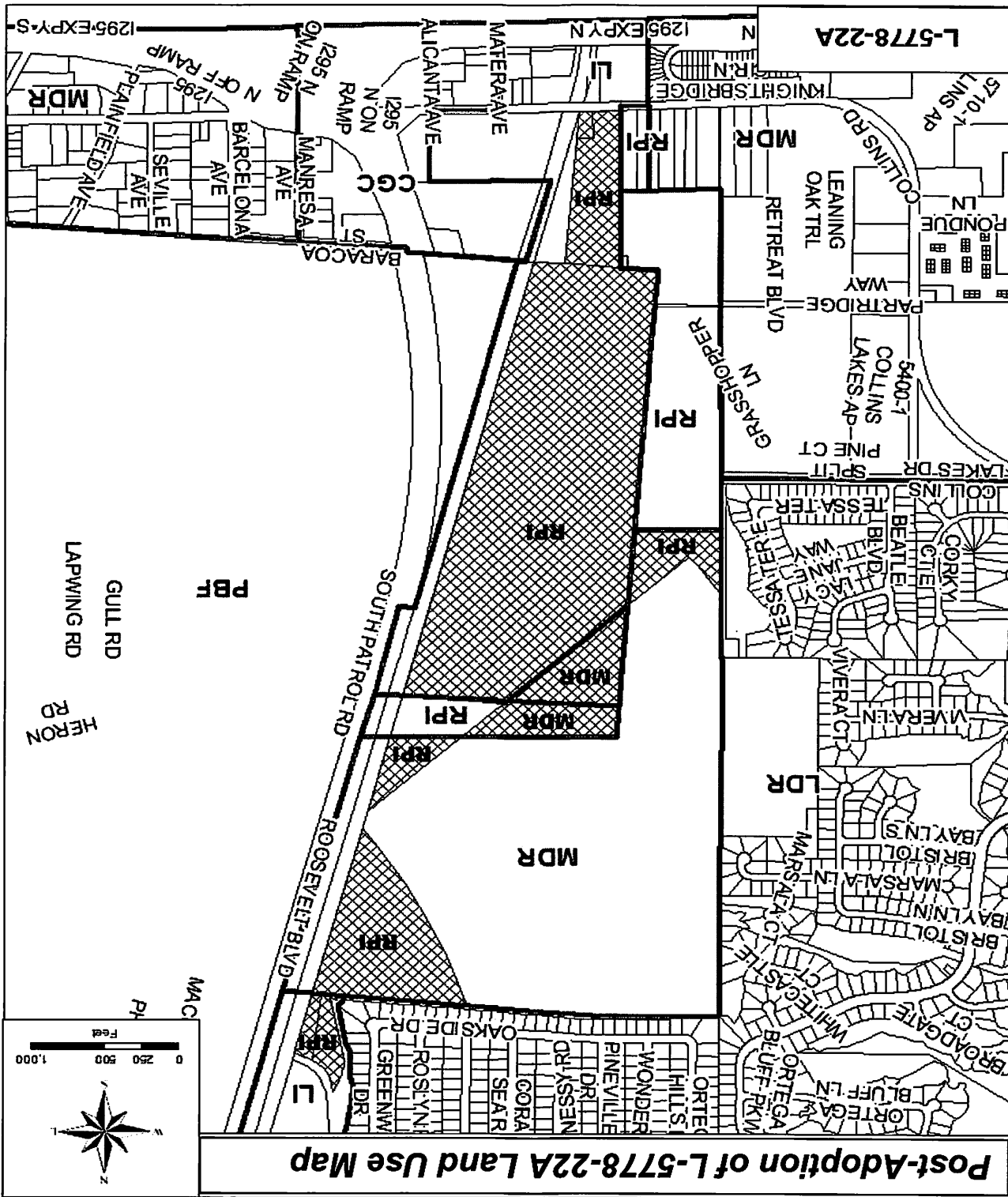
The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP



LAND USE AMENDMENT

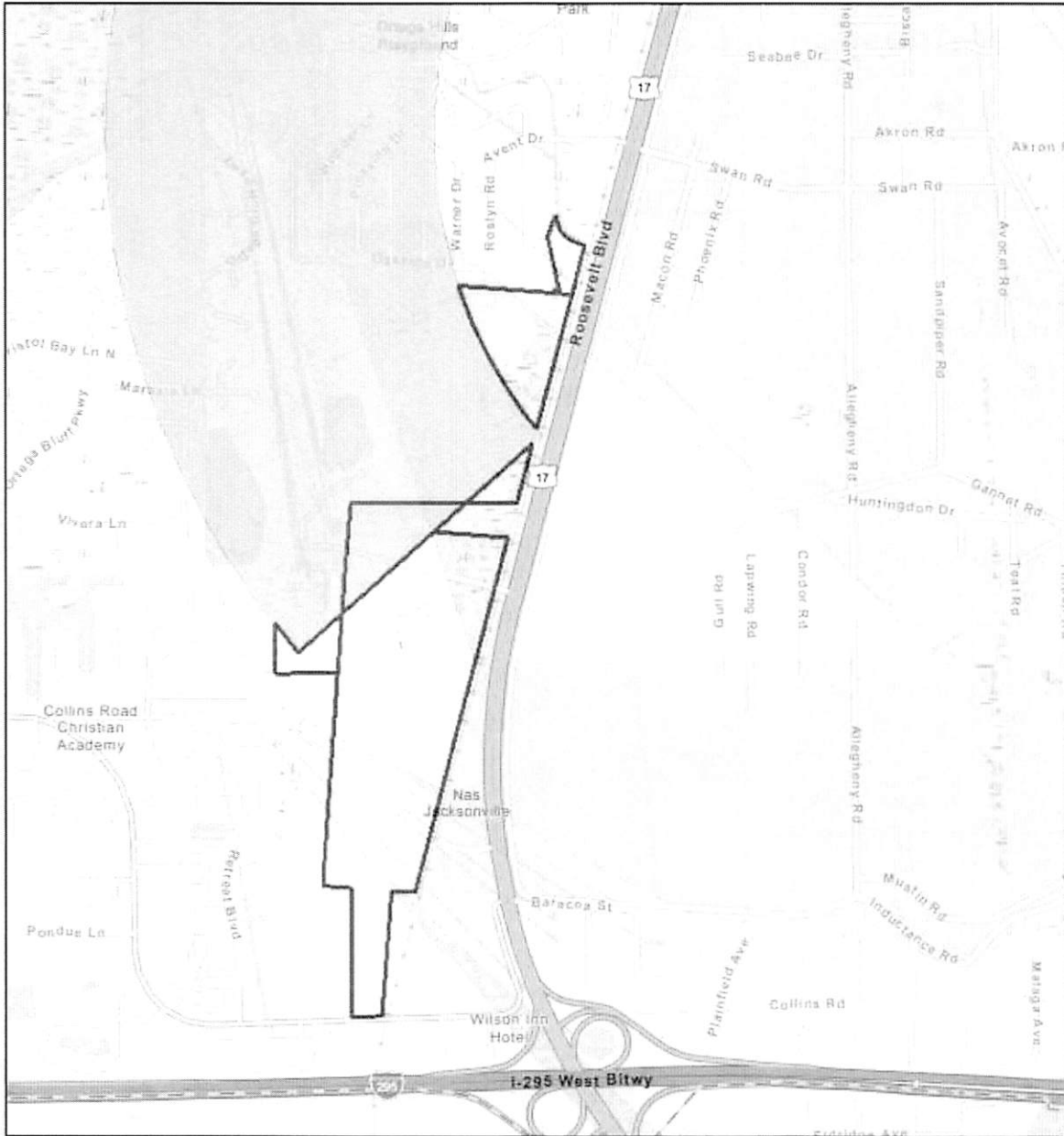
POST-ADOPTION LAND USE MAP



Post-Adoption of L-5778-22A Land Use Map

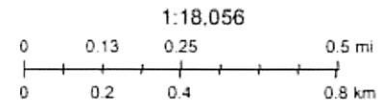
ATTACHMENT A – APZ 2 MAP

Land Development Review



March 13, 2023

- 13131830_L-5778-22A_REVISD
- Military Accident Potential Zones
- APZ1
- APZ2
- CZ
- RUNWAY



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