

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

February 3, 2022

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-015/Application No. L-5637-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2022-015 on February 3, 2022.

P&DD Recommendation APPROVE
PC Issues: None
PC Vote: 7-0 APPROVE

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

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 28, 2022

Ordinance/Application No.: 2022-015 / L-5637-21C

Property Location: 0 Owens Road, on the corner of Owens Road and Ranch Road and between Ranch Road and I-95

Real Estate Number(s): 019348-0700 and 019348-0710

Property Acreage: 42.71 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Lara Diane Hipps

Current Land Use: Community/General Commercial (CGC)

Proposed Land Use: Residential-Professional-Institutional (RPI)

Development Area: Suburban Development Area

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This land use amendment is being sought to increase the density on these two parcels to create a needed housing options in the area.

BACKGROUND

The 42.71 acre subject site is located on the southeast corner of Owens Road and Ranch Road and between Ranch Road and I-95. According to the City’s Functional Highways Classification Map, both Owens Road and Ranch Road are local roadways.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Community/General Commercial (CGC) to Residential-Professional-Institutional (RPI) in order to permit development of multi-family housing. A companion rezoning application

is pending concurrently with the land use application via Ordinance 2022-016, which seeks to change the zoning district from Planned Unit Development (PUD) to PUD. Currently the site is undeveloped and has road frontage on both Owens Road and Ranch Road.

The existing zoning (PUD Ordinance 2008-790-E) permits a mixed use project including up to 338 multi-family dwelling units. This proposed amendment permits a single use multi-family development.

Currently, the dominant adjacent uses east, north and west of the application site is vacant undeveloped land. Commercial and industrial uses are dominant to the south, More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Light Industrial (LI) and Medium Density Residential (MDR)
Zoning: Industrial Light (IL) and PUD
Property Use: Vacant undeveloped land, open storage, stormwater ponds, wetlands and JEA Utility Electric Substation

South: Land Use: LI, CGC, Business Park (BP) and Low Density Residential (LDR)
Zoning: IL, Commercial Community/General-1 (CCG-1), PUD, Residential Rural-Acre (RR-Acre), Residential Low Density-60 (RLD-60) and Industrial Business Park (IBP)
Property Use: Vacant undeveloped land, hotels/motels, restaurants, parking lots, warehouses, retail stores, stormwater pond, light manufacturing, club, church, single-family dwellings and multi-family dwellings

East: Land Use: CGC, LI and Regional Commercial (RC)
Zoning: PUD and CCG-1
Property Use: Vacant undeveloped land, I-95 Expressway, wetlands, stormwater ponds, restaurants, retail, gas station and shopping centers (Rivercity Marketplace)

West: Land Use: LI and CGC
Zoning: CCG-2 and IL
Property Use: Vacant undeveloped land, warehouse, wetlands and parking lot

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.

Land Use Amendment Impact Assessment

Development Analysis		42.71 Acres
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Owens Road – Local Road Ranch Road – Local Road	
Plans and/or Studies	North Jacksonville Planned Vision and Master Plan Jacksonville International Airport (JIA) CRA	
Site Utilization	Current: Vacant undeveloped	Proposed: Multi-family residential
Land Use / Zoning	Current: CGC / PUD	Proposed: RPI / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 20% non-residential at 0.35 FAR and 80% residential at 15 multi-family DUs per acre	Proposed: Scenario 1: 0.50 FAR Scenario 2: 10% non-residential at 0.50 FAR and 90% residential at 15 multi-family DUs per acre
Development Potential	Current: Scenario 1: 651,157 sq. ft. Commercial space Scenario 2: 130,231 sq. ft. Commercial space and 512 multi-family DUs	Proposed: Scenario 1: 930,224 sq. ft. Commercial space Scenario 2: 93,022 sq. ft. Commercial space and 576 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Increase of 64 multi-family DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 279,067 sq. ft. of Commercial space Scenario 2: Decrease of 37,209 sq. ft. of Commercial space	
Population Potential	Current: Scenario 1: 0 people Scenario 2: 1,203 people	Proposed: Scenario 1: 0 people Scenario 2: 1,353 people
Special Designation Areas		
Aquatic Preserve	No	

Development Analysis		42.71 Acres
Septic Tank Failure Area	No	
Airport Environment Zone	150 Ft Height Restriction Zone for Jacksonville International Airport, 60 dba Noise Contours and Civilian Notice Zone	
Industrial Preservation Area	Industrial Situational Compatibility Zone	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium and High Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No – Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: No new net daily trips Scenario 2: No new net daily trips	
Potential Public School Impact	Increase of 143 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 32,721 gpd Scenario 2: Increase of 15,056 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Increase of 24,541 gpd Scenario 2: Increase of 11,292 gpd	
Potential Solid Waste Impact	Scenario 1: Increase of 446.51 tons per year Scenario 2: Increase of 106.87 tons per year	
Drainage Basin/Sub-basin	Basin: Broward River Sub-basin: Little Cedar Creek	
Recreation and Parks	Seaton Creek Historic Preserve	
Mass Transit Access	Bus Stop 3194 Airport Road and Ranch Road: Bus Route 1	
Natural Features		
Elevations	19 to 24 feet above mean sea level	
Land Cover	60% (4110) Pine flatwoods, 15% Upland mixed coniferous/hardwoods, 10% (6210) Cypress, 8% (6300) Wetland forested mixed, and 7% (6170) Mixed wetland hardwoods	
Soils	(51) Pelham fine sand, (63) Sapelo fine sand, and (66) Surrency loamy fine sand, depressional (wetland soil)	
Flood Zones	AE – 29.23 Acres X (0.2%) – 9.53 Acres	
Wetlands	Category III – Approximately 30 Acres; 8.46 Acres wetlands impact	
Wildlife (applicable to sites greater than 50 acres)	Not applicable	

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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 established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition). According to the JEA letter dated November 16, 2021, there is an existing 16-inch water main along Owens Road and Ranch Road and an existing 15-inch sewer gravity main along Ranch Road.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department, and determined that the proposed amendment from CGC to RPI has the development potential for 930,224 square feet of commercial space and/or 93,022 square feet of commercial space with 576 square feet of multi-family DU's. Under scenario 1 as 100 percent non-residential would generate 10,084 daily trips and under scenario 2 as 90 percent residential, and 10 percent non-residential, 4,890 daily trips. If the land use is amended to RPI, development could result in no net new daily trips under both scenarios. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

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

Policy 2.4.2 of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation.

The subject site is 42.71 acres and is accessible from Owens Road and Ranch Road, both unclassified facilities. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 4. The applicant proposes to change the existing land use from Community General Commercial (CGC) to Residential-Professional-Institutional (RPI).

Transportation Planning Division RECOMMENDS the following:

As shown in Table A, the trip generation comparison between the current and proposed comprehensive plan land uses will result in zero net new trips on the roadway network. Since the subject site is an existing green field, it currently has zero traffic impacts and therefore the Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Daily Trip Generation Estimation Scenarios

Existing Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	821	651,157 SF	T = 37.01 (X) / 1000	24,099	5,543	18,556
					Total Trips for Existing Scenario 1 Land Use	18,556
Existing Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC- N	822	130,231 SF	T = 94.49 (X) / 1000	12,306	4,922	7,384
CGC- R	220	512 MF DUs	T = 6.74 (X)	3,451	0	3,451
					Total Trips for Existing Scenario 2 Land Use	10,835
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	930,224 SF	T = 10.84 (X) / 1000	10,084	0	10,084

Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Total Trips for Proposed Scenario 1 Land Use		10,084
				Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	93,022 SF	T= 10.84 (X) / 1000	1,008	0	1,008
RPI- R	220	576 MF DUs	T= 6.74 (X)	3,882	0	3,882
				Total Trips for Proposed Scenario 2 Land Use		4,890
				<i>Scenario 1 Net New Daily Trips</i>		0
				<i>Scenario 2 Net New Daily Trips</i>		0

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

School Capacity

The Planning and Development Department determined that the proposed amendment from CGC and LI to MDR has the development potential to result in development of 576 multi-family dwelling units.

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:

- Elementary School
 - Concurrency Service Area (CSA) 1
 - 2021/2022 enrollment: 10,651
 - Current utilization: 54%
 - New student development from amendment: 72
 - 5-year utilization: 59%
 - Available seats in CSA 1: 7,938
 - Available seats in adjacent CSA(s): 2 and 7 is 3,364

- Middle School
 - CSA 1
 - 2021/2022 enrollment: 7,527
 - Current utilization: 88%
 - New student development from amendment: 29

- 5-year utilization: 86%
- Available seats in CSA 1: 853
- Available seats in adjacent CSA(s): 2 and 7 is 756
- High School
 - CSA 1
 - 2021/2022 enrollment: 8,087
 - Current utilization: 80%
 - New student development from amendment: 42
 - 5-year utilization: 72%
 - Available seats in CSA 1: 1,180
 - Available seats in adjacent CSA(s): 2 and 7 is 1,766

The analysis of the proposed residential 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 is provided by the Duval County School Board. This information 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.

- Biscayne Elementary School
 - CSA 1
 - Amendment student generation: 72
 - School Capacity including permanent spaces and portables: 667
 - Current enrollment 20 day county for 2021/2022: 703
 - Percent Occupied: 105%
 - 4-year projection: 100%
- Highland Middle School
 - CSA 1
 - Amendment student generation: 29

- School Capacity including permanent spaces and portables: 1,071
- Current enrollment 20 day county for 20210/2022: 697
- Percent Occupied: 65%
- 4-year projection: 75%

- First Coast High School
 - CSA 7
 - Amendment student generation: 42
 - School Capacity including permanent spaces and portables: 2,212
 - Current enrollment 20 day county for 2021/2022: 2,194
 - Percent Occupied: 99%
 - 4-year projection: 101%

Wetlands

Review of City data and the applicant's site plan indicates the existence of wetlands on the subject site and as such based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), 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 may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies

Wetlands Characteristics:

Approximate Size: 30.0 Acres

General Location(s): Wetlands are located throughout the application site.

Quality/Functional Value: The wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways.

Soil Types/ Characteristics: Surrency loamy fine sand, depressional (66) – The Surrency series consists of nearly level, very poorly drained soils that occur in depressions. These soils formed in thick sandy and loamy marine sediments. The soils are moderately permeable moderately slowly permeable. Generally, the high water table is at or above the surface.

Wetland Category: Category III

Environmental Resource Permit (ERP): Application submitted to the St. Johns River Water Management District for review on 12/17/2021 as Villas of Owens Road Mass Grading Plan. Project number: 92438-3.

Wetlands Impact: Site plan shows potential wetlands impact of approximately 8.46 acres. Wetlands are associated with flood zones.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

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 4.1.6

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.

Flood Zones

Approximately 9.53 acres of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard (Zone X) and 29.23 acres within the AE flood zones. 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.

The 0.2 PCT Annual Chance Flood Hazard (X) flood zone is defined as areas 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. The AE flood zone are areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.7.1 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 2.7.3 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 11.3.18 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 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 2.5 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.

The site is also located in a Civilian 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.

A portion of the amendment site section of the site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such this area is within the Civilian Influence Zone for Jacksonville International Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian 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.

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.

Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

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.

The Jacksonville Airport Authority reviewed the application and offered the following comments:

This site is located west of the Jacksonville International Airport. Both parcels fall within the 60 DNL noise contour of the future south runway. The Federal Aviation Administration (FAA) does not consider noise sensitive land uses, within the 60 DNL to be significantly impacted, however, aircraft noise is present and may be an annoyance to noise sensitive land uses.

The FAA requires all airports to protect approach, departure, and circling airspace up to five miles from the air operations area including mitigating potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C Hazardous Wildlife Attractants on or near Airports. Stormwater and/or aesthetic ponds are known to attract birds. It is recommended in the Advisory Circular that stormwater detention be designed with a

maximum 48-hour detention period. Other best practices to reduce wildlife attractants are listed below:

- Keep all trash contained in a proper place
- Eliminate the use of any fruit or berry producing vegetation in landscaping
- Eliminate the use of water features (fountains, ponds, etc.) for aesthetic value
- Do not feed the wildlife (e.g. bird seed, cat food, etc.)
- Report significant wildlife observations to JAA

The parcels also fall within the Airport's FAR Part 77 Surfaces. Development heights should remain below these Surfaces to prevent creating an airspace obstruction for the existing airfield configuration and the future south runway. Airport staff are available to discuss Part 77 limitations in further detail. A 7460-1 Notice of Proposed Construction should be submitted through the FAA's website at <https://oeaaa.faa.gov/oeaaa/external/portal.jsp> prior to construction. The FAA will conduct an airspace analysis to determine if the final structures or construction activities, such as the use of a crane, will interfere with flight operations. A Notice to Airmen may be required during construction.

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.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial

Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility”.

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility” are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the “Area of Situational Compatibility”, as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

Site access to industrial areas are preferred from roads classified as collector or higher on the Highway Functional Classification Map is preferred. According to the City’s Functional Highway Classification Map, both Owens Road and Ranch Road are local roads and therefore are not on a preferred street location for an industrial zoning district or land use category.

Although the application site is located within an Industrial Situational Compatibility Zone, the site is not in a Heavy Industrial (HI) or Light Industrial (LI) land use category. Therefore, the conversion of CGC to RPI does not violate Policy 3.2.34.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 14, 2022, the required notices of public hearing signs were posted. Twelve (12) 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 January 18, 2022 for the adoption of the small-scale land use amendment. Other than the applicant, no members of the public were present.

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

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.

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.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Objective 6.3 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.

Recreation and Open Space Element (ROSE)

- Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

- Policy 2.2.5 All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

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), 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 in order 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 Development Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The RPI land use category in the Suburban Area is intended to provide low to medium density development. Development that includes medium density residential and professional office uses is preferred. Principal uses in the RPI include, but are not limited to, multi-family dwellings; business and professional offices; institutional; and commercial retail sales and service establishments limited to 50 percent of the site area. The maximum gross density allowed in RPI in the Suburban Area is 20 units per acre. Single use developments in the RPI category are limited to residential or office uses.

The property is an undeveloped parcel surrounded by a mix of uses in the CGC, LI and MDR land use categories. Located on the north side of Owens Road and north of this subject site is a recently approved land use amendment from LI to MDR for a 131.2 acre multi-family development (Ordinances 2021-733-E and 2021-734-E). Both this application site and the 131.2 acre development have access to full urban services. Therefore, the infill development will continue the development trends in an area that has existing infrastructure. The proposed amendment promotes a pattern of compatible land uses with a well-organized combination of residential, industrial and commercial uses as recommended in FLUE Goal 1 and 3, Objective 6.3 and Policies 1.1.22 and 1.1.24.

The proposed amendment to RPI would allow for increased housing options within the Suburban Development Area of the North Planning District, and as such, it is consistent with FLUE Objective 3.1 and Policy 3.1.6.

The 42.71 acre subject site for residential development will have a supportive positive impact on the commercial uses located to the south of the development. In addition, the proposed amendment from CGC to RPI maintains a balance of uses in the area. For these reasons the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The land use application for a proposed multi-family development will be served by sanitary sewer and water lines. According to the JEA letter dated November 16, 2021, there is an existing 16-inch water main along Owens Road and Ranch Road and an existing 15-inch sewer gravity main along Ranch Road. Therefore, the application is consistent with FLUE Policy 1.2.9.

Additionally, multi-family development on the site will be required to be consistent with ROSE Policies 2.2.2 and 2.2.5, as applicable, concerning the provision of recreation and open space.

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.

Jacksonville International Airport (JIA) CRA

The application site lies within the Jacksonville International Airport JIA CRA. Therefore, the application was routed to the City’s Office of Economic Development (OED) for review. According to OED, applications do not require review from the JIA CRA Advisory Board. They are informational items only. Therefore, no recommendations were made for the proposed land use amendment.

North Jacksonville Shared Vision and Master Plan

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the site is located in the “Area of Airport Influence Zone” and has access to the I-95 Interchange by way of Ranch Road to Airport Road and to the River City Town Center Marketplace. Therefore, the proposed land use amendment for residential uses would have close access to the River City Marketplace commercial center at the Max Leggett Parkway / I-95 interchange to serve the future residents.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

- Goal Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

- 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:
 - Incentives for dense and/or mixed use development.
 - Maintenance of a diversity of land use in the region.
 - Infill and redevelopment.

The proposed land use amendment to RPI promotes an environment that is conducive to the potential creation of a dense and/or mixed use development as well as providing infill and redevelopment for economic growth. Therefore, the proposed amendment is consistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

LOCATION AND CURRENT LAND USE MAP



