

Donna Deegan, Mayor

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October 5, 2023

The Honorable Ronald B. Salem, Pharm. D., 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. 2023-595/Application No. L-5857-23C

Dear Honorable Council President Salem, 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 2023-595 on October 5, 2023.

P&DD Recommendation APPROVE

PC Issues: Two citizens spoke in opposition to the amendment due to the lack of road capacity to accommodate new development and due to recent growth eroding the rural character of the area.

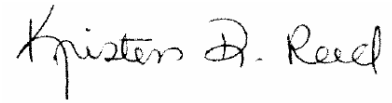
The Planning Commission inquired about wetland impacts and access to JEA water and sewer.

PC Vote: 7-0 APPROVE

Ian Brown, Chair	Aye
Jason Porter, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Charles Garrison	Aye
David Hacker	Aye
Morgan Roberts	Aye
Jack Meeks	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 style with a clear, legible font.

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

Small-Scale Future Land Use Map Amendment – September 29, 2023

Ordinance/Application No.:	2023-595 / L-5857-23C
Property Location:	6410 Jones Road, in the northwestern quadrant of Cisco Drive and Jones Road between Cisco Drive and Bee Balm Boulevard
Real Estate Number(s):	A portion of 002896 0220
Property Acreage:	32.32 acres
Planning District:	District 5, Northwest
City Council District:	District 12
Applicant:	Marshall H. Phillips, Esquire
Current Land Use:	Agriculture (AGR)
Proposed Land Use:	Low Density Residential (LDR)
Development Area:	Suburban Development Area
Current Zoning:	Agriculture (AGR)
Proposed Zoning:	Planned Unit Development (PUD)
RECOMMENDATION:	APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow development of single-family homes and paired villas.

BACKGROUND

The 32.32-acre subject property is undeveloped and is located on the west side of Jones Road between Cisco Drive and Bee Balm Boulevard, which are both local roadways. According to the City’s Functional Highway Classification Map, Jones Road is classified as a collector roadway. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Agriculture (AGR) to Low Density Residential (LDR) in the Suburban Area, with a companion rezoning application from Agriculture (AGR) to Planned Unit Development (PUD) for single-family homes and paired villas. The companion rezoning, Ordinance 2023-596 is pending concurrently with this application.

Directly north of the subject property, Ordinance 2022-537-E changed the land use from AGR to LDR on a 47 acre site; this site is currently undeveloped. Further north of the site

Ordinance 2006-498-E changed the land use from AGR to LDR on 227 acres; this site has been developed with single-family homes. East of the site Ordinance 2021-684-E changed the land use from AGR to LDR on 481 acres; the site has been platted and is awaiting development. West of the site there are single-family homes and undeveloped land in the AGR land use category. South of the site is the Westlake DRI in the Multi-Use (MU) land use category. The Westlake DRI is over 3,300 acres in size and allows a mix of light industrial, commercial, business park, residential, recreation and preservation land. More specific uses along with the zoning and land use categories are listed below.

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

North: Land Use: Low Density Residential (LDR), Agriculture (AGR), Conservation (CSV)
Zoning: Planned Unit Development (PUD), Conservation (CSV), Agriculture (AGR)
Property Use: Undeveloped land, single-family residential

South: Land Use: AGR, MU
Zoning: AGR, PUD
Property Use: Undeveloped land; Westlake DRI with light manufacturing uses and undeveloped land just south of Cisco Road.

East: Land Use: LDR
Zoning: Planned Unit Development (PUD)
Property Use: Undeveloped land with a portion platted for single-family residential

West: Land Use: AGR
Zoning: AGR
Property Use: Undeveloped land and single family homes

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.

Land Use Amendment Impact Assessment - Application Number L-5857-23C

Development Analysis 32.32 acres		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Jones Road / collector roadway	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: Single Family residential / farm	Proposed: Single family residential and paired villas
Land Use / Zoning	Current: AGR / AGR	Proposed: LDR / PUD
Development Standards for Impact Assessment	Current: 1 unit / 2.5 acres	Proposed: 5 units / acre
Development Potential	Current: 12 dwelling units	Proposed: 161 dwelling units
Net Increase or Decrease in Maximum Density	Increase of 149 dwelling units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 31 people	Proposed: 428 people
Special Designation Areas		
Aquatic Preserve	NO	
Evacuation Zone	NO	
Airport Environment Zone	300' for OLF Whitehouse	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	High, Medium, and Low Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	1,405 net new daily trips	
Potential Public School Impact	39 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 39,634 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 29,726 gallons per day	
Potential Solid Waste Impact	Increase of 387.4 tons per year	

Development Analysis 32.32 acres	
Drainage Basin/Sub-basin	Trout River / Bay Drain
Recreation and Parks	NO
Mass Transit Access	NO
Natural Features	
Elevations	42-58 feet
Land Cover	2520: Dairies
Soils	32: Leon Fine Sand -Freshwater Marsh/Ponds; 62: Mixed Wetland Hardwood
Flood Zones	AE - along southern boundary
Wetlands	Mixed Wetland Hardwoods; Freshwater Marsh/Ponds – Category III
Wildlife (applicable to sites greater than 50 acres)	N/A

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 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).

A JEA availability letter dated September 15, 2021, is included in the companion rezoning application. The letter identifies an existing 16-inch water main along Garden Street and a proposed 20-inch water main along Cisco Drive approximately 1800 feet north of Kevin Allen Lane. According to the application, the applicant intends to utilize JEA water and sewer services. Additionally, the companion PUD rezoning, Ordinance 2023-596, identifies JEA water and sewer services for the project.

The maximum gross density in the Suburban Area shall be 7 units per acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.

The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.

The maximum gross density shall be 4 units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized

wastewater collection and potable water distribution systems when centralized service is available to the site.

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

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

Transportation

The subject site is 32.32 acres and is accessible from Jones Rd, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from Agriculture (AGR) to Low Density Residential (LDR).

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

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

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.

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 113 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 1,518 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 1,405 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
AGR	210	12 SF DUs	T = 9.43 (X)	113	0	113
				<i>Existing Scenario Total</i>		113
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	161 SF DUs	T = 9.43 (X)	1,518	0	1,518
				<i>Proposed Scenario Total</i>		1,518
				Proposed Net New Daily Total		1,405

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 32.32 acre proposed land use map amendment has a development potential of 161 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.

Application Review Request: COF PDD: School Impact Analysis Proposed Name: L-5857-23C Jones Road Requested By: Ed "Luis" Lukacovic Reviewed By: W. Randall Gallup Due: 8/25/2023									
Analyst based on maximum dwelling units: 161									
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ²	5-Year Utilization (%)	Available Seats - CSA ³	Available Seats - Adjacent CSA 2, 7&8		
Elementary	1	11,216	56%	20	57%	7,199	4,805		
Middle	1	6,876	80%	8	86%	335	98		
High	1	7,054	72%	11	66%	284	2,260		
Total New Students				39					

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² 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.

³ Available CSA seats include current reservations

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

Objective 3.2 **Adopted Level of Service (LOS) Standards**
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information

The following additional information regarding the capacity of the assigned neighborhood schools 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.

Application Review Request: COJ PDD: Baseline Checklist Review						
Proposed Name: L-5857-23C Jones Road						
Requested By: Ed "Luke" Lukacovic						
Reviewed By: W. Randall Gallup						
Due: 8/25/2023						
Analysis based on maximum dwelling units: <u>161</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Dinesmore #45	1	20	683	590	86%	90%
Highlands #244	1	8	1,148	685	60%	62%
Ribault #96	1	11	1,680	1,365	81%	85%
		39				

NOTES:

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

² 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.

³ Does not include ESE & room exclusions

Archaeological Sensitivity

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

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Airport Environment Zone

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

Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would

raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

Aquifer Recharge

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

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

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

Flood Zones

Approximately 1.22 acres of the subject site is within the AE Flood Zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE Flood Zone are areas within the 100-year floodplain or SFHA where flood insurance is mandatory.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.

Policy 2.6.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

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

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such the location, size, quality, and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed

amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 4.83 acres

- Mixed Wetland Hardwoods (3.94 acres)
- Freshwater Marsh/Ponds (0.89 of an acre)

General Location(s): The wetlands are in the southern portion of the application site. There are two types. In the southern middle of the property are three “Freshwater Marsh/Ponds” in the early stages of eutrophication. Several years ago, these farm ponds were created by excavating down below the highwater table. They are now starting to fill with vegetation thereby creating freshwater marsh conditions.

The other wetland type, the “Mixed Wetland Hardwoods” is located along the southern property boundary and is a portion of a much larger wetland system that buffers an intermittent creek. This creek drains easterly to and under Jones Road and then northeasterly to a larger swamp located on both sides of the Norfolk Southern railroad tracks. At that location the floodwaters percolate into the high-water table and the intermittent creek dissipates.

Quality/Functional Value: The Freshwater Marsh/Ponds have a low functional value for water filtration attenuation and flood water capacity due to their isolation, size and having an indirect impact on the City’s waterways.

The Mixed Wetland Hardwood has a high functional value for water filtration attenuation and flood water capacity and a portion if the wetlands are in the AE flood zones. However, the wetland has an indirect impact on the City’s waterways.

Soil Types/ Characteristics: Freshwater Marsh/Ponds: (32) Leon fine sand 0 to 2% slopes – The Leon series consists of nearly level, poorly drained, sandy soils. They are formed in thick beds of marine sand and are located in flatwood areas. The soil is slowly permeable to moderately permeable. The high-water table generally is generally at a depth of 18 inches below the soil surface. The Leon fine sand (32) is generally not a wetland soil unless the soil surface is depressed and is close to the high-water table.

In this case the Freshwater Marsh/Ponds were excavated, and the natural process of eutrophication is ageing the ponds into a Freshwater Marsh.

Mixed Wetland Hardwood: (62) Rutlege mucky fine sand, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in thick sandy marine sediments and are located in depressions. The soil is rapidly permeable. The high-water table generally is at or near the surface.

Wetland Category: Category III

Consistency of Permitted Uses: Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.

Environmental Resource Permit (ERP): Not provided by the applicant and none according to the St. Johns River Water Management District web site.

Wetlands Impact: The companion PUD rezoning site plan shows minimal to no impact to the wetlands on site.

Associated Impacts: A portion of the wetland is in the AE Flood Zone.

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.

PROCEDURAL COMPLIANCE

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on August 23, 2023. Thirteen (13) 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 September 18, 2023. No members of the public were present to speak on the proposed 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 defined in this Plan.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health,

safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 1.1.7 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

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

Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate

choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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

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

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

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.

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

Objective 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 residents. 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 Comprehensive Plan and Land Development Regulations.

Recreation and Open Space Element (ROSE)

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

Policy 2.2.3 A residential subdivision development of 100 lots or more shall provide at least one acre of useable uplands for every 100 lots (and any fraction thereof), or 5% of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation There may be up to two areas for each 100 lots, and the areas shall be a minimum of 0.5 acres in size, unless otherwise approved by the Planning and Development Department, or by the City Council as part of a Planned Unit Development Zoning District.

Property Rights Element

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 within the Future Land Use Element (FLUE), Agriculture (AGR) in all of the Development Areas is intended to provide agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning timeframe. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products. The maximum gross density is 1 unit/ 2.5 acres.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single family and multi-family dwellings; commercial retail sales and service. The maximum gross density in the Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available. According to the subject amendment application and the companion PUD rezoning, the development will be utilizing JEA central water and sewer services.

The subject site is located west of Jones Road within the Suburban Development Area. A JEA availability letter dated September 15, 2021, is included in the companion rezoning application. The letter identifies an existing 16-inch water main along Garden Street and a proposed 20-inch water main along Cisco Drive approximately 1800 feet north of Kevin Allen Lane. According to the application, the applicant intends to utilize JEA water and sewer services. Additionally, the companion PUD rezoning, Ordinance 2023-596,

identifies JEA water and sewer services for the project. Therefore, the proposed amendment is consistent with FLUE Policy 1.2.8.

The amendment to LDR results in a compatible development pattern and will be an extension of the existing LDR development directly to the north of the property and the LDR land use to the east of the property across Jones Road. The proposed amendment to LDR would also allow for the development of an undeveloped and underutilized property for additional housing options in the Northwest Planning District. The proposal adds to the total amount of LDR designated land for residential development needed to accommodate future growth through the planning timeframe of the 2045 Comprehensive Plan. Therefore, the amendment is consistent with FLUE Goal 1, Objective 1.1, Objective 3.1, and Policies 1.1.7, 1.1.21, 1.1.22.

The application site is also vacant, undeveloped land. The requested amendment will provide a new infill development through the use of a PUD zoning district that allows for innovative site planning and design consistent with FLUE Policy 1.1.9. Additionally, the companion PUD rezoning will ensure that the residential development on site is consistent with the requirements of ROSE Policies 2.2.2 and 2.2.3, 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.

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Northwest Planning District of Jacksonville embraces a variety of new growth opportunities from strengthening neighborhoods, protecting rural character and open space, focus on creating centers, establishing minimum standards, connecting centers, and maintaining the viability of airfield operations. The proposed amendment to LDR will support Theme 1: Strengthen existing neighborhoods and create new neighborhoods of the vision plan. With the addition of single-family homes, the housing stock in the city will continue to rise.

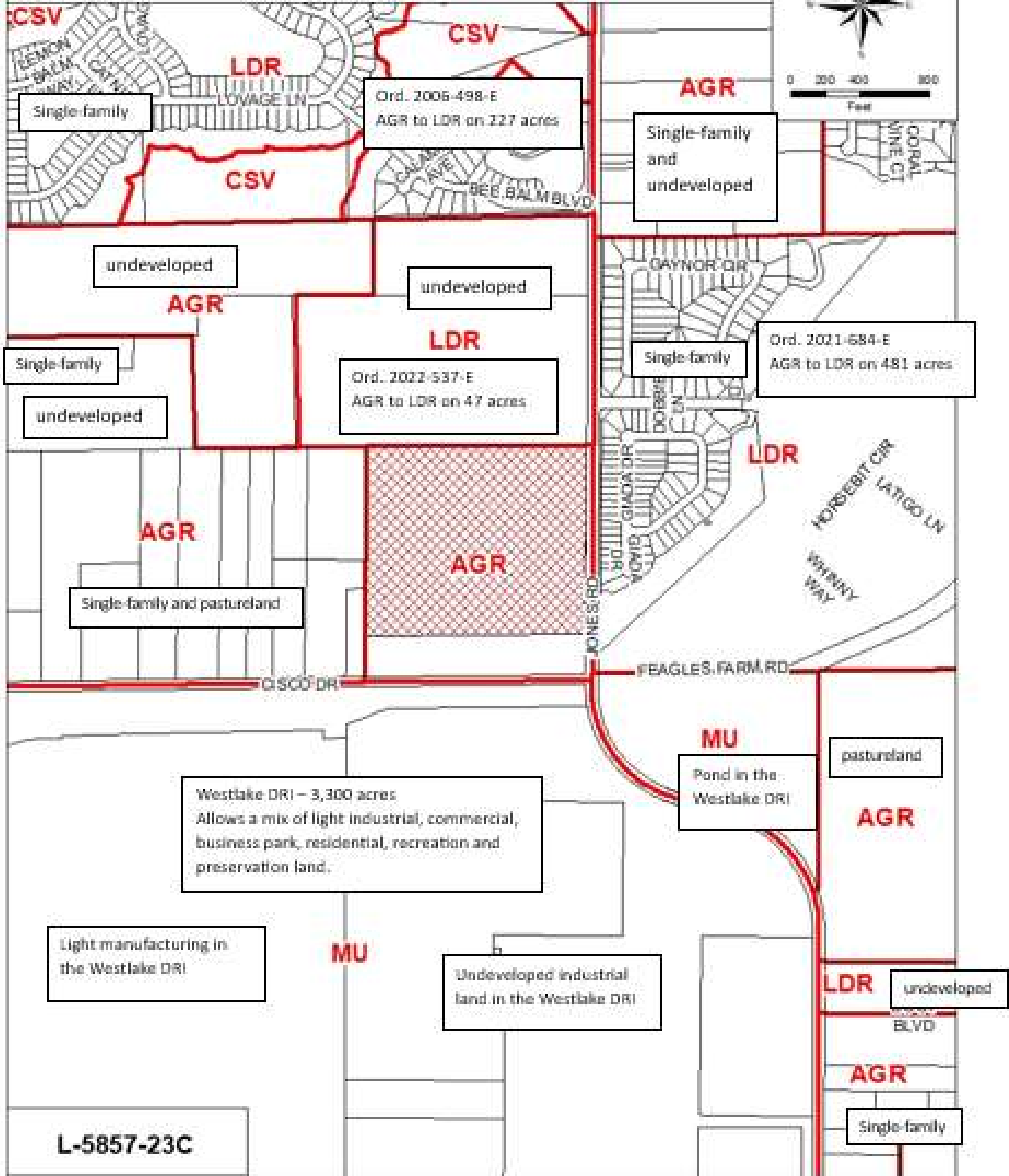
Strategic Regional Policy Plan

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 create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

Location, Current Land Use and Field Map



Flood Zone Map



Wetland Map

