



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32203  
(904) 630-CITY

[www.Jacksonville.gov](http://www.Jacksonville.gov)

November 7, 2024

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

**RE: Planning Commission Advisory Report / Ordinance No. 2024-789/Application No. L-5976-24C**

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2024-789 on November 7, 2024.

P&DD Recommendation                      APPROVE

PC Issues:                                      One speaker was concerned regarding the type of multi-family that could be allowed on the site. The type of residential uses was explained and the speaker no longer had concerns on the proposed amendment.

**PC Vote:    7-0 APPROVE**

Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Charles Garrison	Aye
Julius Harden	Aye
Moné Holder	Aye
Ali Marar	Aye
Jack Meeks	Absent
Tina Meskel	Absent

Planning Commission Report  
November 7, 2024  
Page 2

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

Sincerely,



**Helena A. Parola, MAURP**  
***Chief of Community Planning***  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7842  
[HParola@coj.net](mailto:HParola@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – November 1, 2024**

**Ordinance/Application No.:** 2024-789 / L-5976-24C

**Property Location:** 0 Jennings Road, east of Lem Turner Road

**Real Estate Number(s):** 019964-0900

**Property Acreage:** 9.94 acres

**Planning District:** District 6, North

**City Council District:** District 8

**Applicant:** Hayden Phillips, Esq.

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Medium Density Residential (MDR)

**Current Zoning:** Residential Rural-Acre (RR-Acre)

**Proposed Zoning:** Residential Medium Density-A (RMD-A)

**Development Boundary:** Suburban Development Area

**RECOMMENDATION: APPROVE**

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

To allow for development consistent with the market.

**BACKGROUND**

The 9.94-acre subject site is located on the north side of Jennings Road, east of Lem Turner Road, which is classified as a minor arterial road along this segment. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Medium Density Residential (MDR) to allow for development on the site that is consistent with the density allowed in the MDR future land use category. The applicant has filed a companion rezoning from Residential Rural-Acre (RR-Acre) to Residential Medium Density-A (RMD-A), which is pending concurrently with this application, pursuant to Ordinance 2024-790.

The subject site is currently undeveloped and lies between two (2) commercial nodes: Lem Turner interchange of I-295 and the Lem Turner/Dunn Avenue intersection. Single-family

residences designated as LDR are located to the south of the subject site, across Jennings Road. Property abutting the subject site to the north is undeveloped and is also designated as LDR. Land abutting the subject site to the east is also designated as LDR and contains undeveloped land and single-family residential units. Jennings Road does not have a direct connection through to the neighborhood to the east; rather, the end of Jennings Road aligns with the subject site's eastern boundary. Properties to the west of the subject site are designated LDR and Residential-Professional-Institutional (RPI, approved via Ordinance 2009-0101-E). These properties are located across an unimproved right-of-way, Ross Boulevard. The large commercial node at I-295 and Lem Turner Road is approximately ¼ mile north of its intersection with Jennings Road. This commercial node contains a Walmart and a Home Depot.

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

North: Land Use: LDR, CGC, and NC

Zoning: RR-Acre and PUD

Property Use: Undeveloped land, Home Depot shopping plaza

South (across Jennings Road):

Land Use: LDR

Zoning: Residential Low Density-60 (RLD-60)

Property Use: Single-family residential

East: Land Use: LDR

Zoning: RR-Acre, Residential Low Density-40 (RLD-40), and PUD

Property Use: Single-family residential and undeveloped land

West: Land Use: RPI, LDR, and NC

Zoning: RLD-60, PUD, and RR-Acre

Property Use: Single-family residential and church

## **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.

<b>Development Analysis</b>		<b>9.94 acres</b>	
Development Boundary	Suburban Area		
Roadway Frontage Classification / State Road	Jennings Road / unclassified (Ross Blvd is paper road)		
Plans and/or Studies	North Vision Plan		
Site Utilization	Current: Undeveloped	Proposed: Residential uses	
Land Use / Zoning	Current: LDR/RR-Acre	Proposed: MDR/RMD-A	
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: 15 DU/Acre	
Development Potential	Current: 49 units	Proposed: 149 units	
Net Increase or Decrease in Maximum Density	Increase of 100 units		
Net Increase or Decrease in Potential Floor Area	N/A		
Population Potential	Current: 130 people	Proposed: 350 people	
<b>Special Designation Areas</b>			
Aquatic Preserve	No		
Septic Tank Failure Area	No		
Evacuation Zone	Zone A		
Airport Environment Zone	150' ht zone for JIA		
Industrial Preservation Area	No		
Cultural Resources	No		
Archaeological Sensitivity	High and Low		
Historic District	No		
Coastal High Hazard	No		
Adaptation Action Area	No		
Groundwater Aquifer Recharge Area	Discharge area		
Wellhead Protection Zone	No		
Boat Facility Siting Zone	No		
Brownfield	No		
<b>Public Facilities</b>			
Potential Roadway Impact	Increase of 542 daily trips		
Potential Public School Impact	36 new students		
Water Provider	JEA		
Potential Water Impact	Increase of 2,195 gpd		
Sewer Provider	JEA		
Potential Sewer Impact	Increase of 1,646.3 gpd		
Potential Solid Waste Impact	Increase of 26 tons per year		
Drainage Basin/Sub-basin	Trout River / Block House Creek (Stream)		
Recreation and Parks	Garden City Park		
Mass Transit Access	First Coast Flyer – Green Line, stop 3109 about 0.5 mile north		
<b>Natural Features</b>			
Elevations	21-24 feet		
Land Cover	6300: Wetland forested mixed		
Soils	38 (Mascotte fine sand, 0-2% slopes); 63 (Sapelo fine sand, 0-2% slopes); and 66 (little bit in northeast corner – Surrency loamy fine sand, depressional, 0-2% slopes)		
Flood Zones	No		
Wetlands	6300: Wetland forested mixed (entire site)		
Wildlife (applicable to sites greater than 50 acres)	NA		

## Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA Availability Letter, dated June 25, 2024, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water main and an 8-inch force main along Lem Turner Road.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer. The MDR land use category requires connection to centralized JEA water and sewer to develop multi-family dwellings.

### 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 1/2 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 to the JEA Collection Systems available within a five (5) year period.

## Transportation

The subject site is 9.94 acres and is located on Jennings Road, a local roadway, which is east of Lem Turner Road (SR-115), north of Dunn Avenue (SR-104), and south of I-295. The segment of Lem Turner Road between Dunn Avenue and I-295 is currently operating at 42% of capacity. 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 Low Density Residential (LDR) to Medium Density Residential (MDR).

### Comprehensive Plan Consistency:

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

### Transportation Element

Policy 1.2.1	The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.
Objective 2.4	The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.
Policy 2.4.2	The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

### Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current LDR land use would result in 462 trips. If the land use is amended to allow for this proposed MDR development, this will result in 1,004 daily trips.

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

The difference in daily trips for the proposed land use amendment has 542 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to determine if a traffic operational analysis is needed.

**Table A**  
**Trip Generation Estimation Scenarios**

<b>Current Land Use-Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Pass-By Trips</b>	<b>Daily Trips</b>
LDR	210	49 SFDUs	T= 9.43 (X)	462	0	462
				<b>Total Trips for Existing Land Use- Scenario</b>		<b>462</b>
<b>Proposed Land Use-Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Pass-By Trips</b>	<b>Daily Trips</b>
MDR	220	149 MFDUs	T = 6.74 (X)	1004	0	1004
				<b>Total Trips for Proposed Land Use- Scenario 1</b>		<b>1004</b>
<b>Scenario Difference in Daily Trips</b>						<b>542</b>

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

### **School Impacts**

The 9.94 acre proposed land use map amendment has a development potential of 149 dwelling units and 36 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:



Application Review Request: **COJ PDD: School Impact Analysis**  
 Proposed Name: **L-5976-24C Jennings Road**  
 Requested By: **Susan Kelly**  
 Reviewed By: **Levonne Griggs**  
 Due: **10/23/2024**

Analysis based on maximum dwelling units: **149**

School Type	CSA <sup>1</sup>	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 7 & 8
Elementary	1	10,763	53%	18	55%	1,850	2,059
Middle	1	6,288	81%	7	81%	1,018	774
High	7	2,103	95%	11	73%	227	1,209
<b>Total New Students</b>				<b>36</b>			

**NOTES:**

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

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

<sup>3</sup> Student Distribution Rate

ES-.119

MS-.050

HS-.078

0.248

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 (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

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

Public School Facilities Element

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

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

Objective 3.2 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 was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

**Application Review Request:** COJ PDD: Baseline Checklist Review  
**Proposed Name:** L-5976-24C Jennings Road  
**Requested By:** Susan Kelly  
**Reviewed By:** LeVonne Griggs  
**Due:** 10/23/2024

Analysis based on maximum dwelling units: **149**

SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Garden City ES #59	1	18	606	382	63%	66%
Highlands MS#244	1	7	1148	664	58%	45%
Jean Ribault HS#96	7	11	2207	2103	95%	85%
		36				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)  
<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate  
 ES-119  
 MS-050  
 HS-078  
 0.248

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 (102,110) by the number of total permitted housing units (41,541) for the same year, generating a yield of 0.248.

## **Archaeological Sensitivity**

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

### Historic Preservation Element

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

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

## **Airport Environment Zone**

The application site is located within the 150-foot Height and Hazard Zone for the Jacksonville International Airport (JIA). Zoning will limit development to a maximum height of 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 2.6 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.

### **Evacuation Zone**

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

### EPD Response:

The proposed property in land use amendment L-5976-24C will be near Lem Turner Road, indicating sufficient access to I-295 (0.7 road miles), a primary evacuation route.

In consideration of the surrounding evacuation zones (Zone A) nearest evacuation routes, and the estimate of 542 new daily trips, the changes proposed through land use amendment application L-5976-24C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

### Conservation /Coastal Management Element (CCME)

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

### **Wetlands**

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

### Wetlands Characteristics:

Approximate Size: 3.51 acres

General Location(s): The wetlands are located throughout the application site as an isolated wetland pockets. They are transitional wetlands that mix with non-wetland areas. They are a portion of a larger transitional wetland system located to the adjacent property to the north.

Quality/Functional Value: The wetland pockets have a low functional value for water filtration attenuation and flood water storage capacity due to the pocket's isolation and size. The wetland is a transitional wetland and can have a lower high water table during a drought season. In addition, the wetland has no clear or significant impact on the City's waterways.

Soil Types/ Characteristics: (38) Mascotte fine sand and (63) Sapelo fine sand. Both the Mascotte and Sapelo series consists of nearly level, poorly drained soils that occur in depressions or flatlands. They both are moderately slowly permeable and have high water tables at a depth of 6 to 18 inches. When mapped these soils will often have inclusions of the Surrency soil series where isolated wetland pockets occur.

(66) Surrency loamy fine sand, depressional – 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

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): According to the St. Johns River Water Management District website, no application for permit has been submitted. A wetlands boundary determination will be required from the Water Management District prior to design and development.

Wetlands Impact: None proposed at this time.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

### CCME Policy 4.1.3

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

- (a) Encroachment  
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss  
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
  - i the habitat of fish, wildlife and threatened or endangered species,
  - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
  - iii the food sources of fish and wildlife including those which are threatened or endangered,
  - iv the water quality of the wetland, and
  - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection  
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality  
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
  - i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
  - ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks  
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available,

development is required to connect to these facilities; and

- (f) Hydrology  
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

#### CCME Policy 4.1.6

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 submittal of the sign posting affidavit and photos of the posted signs on October 21, 2024, it was determined that the required notices of public hearing signs were posted. Sixty-five (65) 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 October 14, 2024. No members of the public were present.

### **CONSISTENCY EVALUATION**

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



## Future Land Use Element (FLUE)

### *Development Area*

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as defined in this Plan.

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

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

Policy 1.1.21 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 1/2 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 to the JEA Collection Systems available within a five (5) year period.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Policy 3.1.5 The City shall provide opportunities 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.

Property Rights Element (PRE)

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

- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
  2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
  3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
  4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR in the Suburban Development Area permits residential densities at a minimum of 7 units per acre and up to 20 units per acre. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Low Density Residential (LDR) without such services.

The subject site is currently undeveloped and lies approximately ¼ mile from commercial nodes to the north and south along Lem Turner Road. The site is surrounded more immediately by property designated as LDR, RPI, and NC. Jennings Road does not have a direct connection through to the neighborhood to the east; rather, the end of Jennings Road aligns with the subject site's eastern boundary. As such, the property is more directly related to the uses and character along the Lem Turner Road corridor. The proposed land use amendment to MDR would permit an increase in residential density on the subject site, further optimizing a compatible mix of uses and providing land to accommodate anticipated growth. As such, the proposed land use amendment is consistent with FLUE Goal 1, Objective 1.1, and Policies 1.1.21 and 1.1.22.

Further, consistent with FLUE Goal 3 and Policy 3.1.5, the proposed land use amendment from LDR to MDR provides opportunities for additional housing typologies, contributing to the well-balanced combination of residential and commercial uses in the area.

The applicant has provided a JEA Availability Letter, dated June 25, 2024, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water main and an 8-inch force main along Lem Turner Road. Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer. The MDR land use category requires connection to centralized JEA water and sewer to develop multi-family dwellings. Therefore, FLUE Policy 1.2.8 is satisfied.

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 North Jacksonville Shared Vision and Master Plan (2003). While the plan does not provide specific recommendations for the subject site, the development of the site for residential uses supports the overall vision of creating valuable neighborhoods connected to village centers, as the subject site's location along Lem Turner Road lies between two (2) commercial nodes. Therefore, the proposed application is consistent with the goals outlined in the North Jacksonville Shared Vision and Master Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Goal within the Communities and Affordable Housing section of the Northeast Florida 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.

# LAND UTILIZATION AND CURRENT LAND USE MAP

