



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

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Jacksonville, FL 32203
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November 21, 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. 2024-822/Application No. L-5975-24C

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 2024-822 on November 21, 2024.

P&DD Recommendation APPROVE

PC Issues: None

PC Vote: 5-0 APPROVE

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

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

Sincerely,



Helena A. Parola, MAURP
Chief of Community Planning
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 15, 2024

Ordinance/Application No.: 2024-822 / L-5975-24C
Property Location: 0 Owens Road, between Fair Pine Lane and Ranch Road
Real Estate Number(s): 019336 0100
Property Acreage: 4.62 acres
Planning District: District 6, North Planning District
City Council District: District 8
Applicant: Josh Cockrell
Current Land Use: Light Industrial (LI)
Proposed Land Use: Medium Density Residential (MDR)
Current Zoning: Industrial Light (IL)
Proposed Zoning: Planned Unit Development (PUD)
Development Boundary: Suburban Development Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The proposed project will consist of a 121-unit multi-family residence that will consist of a mix of workforce/affordable units and market-rate units and may include administrative offices, resident common area, office, retail and other non-residential space on the ground floor. *

* Since this justification was provided, the applicant changed the proposed land use from CGC to MDR. Pursuant to the PUD written description (Exhibit 3 of Ordinance 2024-823), the project will consist of a 121-unit multi-family development that will consist of a mix of workforce/affordable units and market-rate units and may include administrative offices and resident common area on the ground floor, which is consistent with the MDR land use category

BACKGROUND

The 4.62-acre subject site is located at the southwest corner of Owens Road, a collector road, and Ranch Road, a local road. Originally, the applicant proposed an amendment from

LI to Community/General Commercial. Since then, the applicant has changed the proposed land use to Medium Density Residential (MDR) to allow for multi-family residential uses on the site. The applicant is also proposing a companion rezoning from Industrial Light (IL) to Planned Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2024-823.

The site is approximately one mile directly east of Jacksonville International Airport. The areas immediately surrounding the site are vacant and undeveloped. Two recent rezonings to PUD, pursuant to Ordinances 2022-666-E and 2024-413-E, border the site to the northeast and the east, respectively. Ordinance 2022-666-E allows for up to 150 dwelling units. Ordinance 2024-413-E allows for a maximum of 190 dwelling units, both in the RPI land use category.

The two commercial operations closest to the site are both ¼ mile west of the site and consist of an auto parts dealership and a staging area for concrete barriers of the type typically used during road construction.

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

North: Land Use: Light Industrial (LI)
Zoning: Industrial Light (IL)
Property Use: Vacant land, Two single-family dwellings

South: Land Use: LI and Community/General Commercial (CGC)
Zoning: IL, Commercial Community/General – 1 (CCG-1)
Property Use: Vacant land, hotel, off-site parking for the Jacksonville International Airport

East: Land Use: Residential-Professional-Institutional (RPI), CGC, and LI
Zoning: Planned Unit Development (PUD)
Property Use: Vacant land

West: Land Use: LI
Zoning: IL and Residential Low Density – 120 (RLD-120)
Property Use: Vacant land and concrete barrier storage

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-5875-24C

Development Analysis		4.62 acres – 201,247.2 sq. ft.
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Owens Road – Collector Ranch Road – Local Road	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Vacant	Proposed: Multi-family
Land Use / Zoning	Current: LI / IL	Proposed: MDR / PUD
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: 15 DU / Acre
Development Potential	Current: 80,498.88 sq. ft.	Proposed: 69 MF DU
Net Increase or Decrease in Maximum Density	Increase of 69 DU	
Net Increase or Decrease in Potential Floor Area	Decrease of 80,498.88 sq. ft.	
Population Potential	Current: 0	Proposed: 162
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	Zone E	
Airport Environment Zone	Jacksonville International Airport: 60 and 65 db noise contours 150' Height Restriction Zone 50' (tiny area at southwest corner) Civilian Notice Zone	
Industrial Preservation Area	Situational Compatibility Zone	
Cultural Resources	None	
Archaeological Sensitivity	Low and Medium	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	N/A	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	73 net new daily trips	
Potential Public-School Impact	16 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 13,461 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 10,096 gpd	

Development Analysis	4.62 acres – 201,247.2 sq. ft.
Potential Solid Waste Impact	Decrease of 70.15 tons per year
Drainage Basin/Sub-basin	Broward River/ Little Cedar Creek, Seaton Creek
Recreation and Parks	Oceanway Center and Park
Mass Transit Access	Route 1: 0.4 miles
Natural Features	
Elevations	24' – 25'
Land Cover	4340: Upland mixed coniferous/hardwood
Soils	32: Leon Fine Sand, 0-2% slopes 63: Sapelo Fine Sand, 0-2% slopes 66: Surrency Loamy Fine Sand, depressional, 0-2% slopes
Flood Zones	No
Wetlands	0.64 acres of Cat III wetlands
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 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 July 1, 2024, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water and a 15-inch gravity sewer main along Ranch Road.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer.

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 4.62 acres and is located on Owens Road, a collector roadway, and Ranch Road, a local roadway. 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 Light Industrial (LI) 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 *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

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

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

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway

network. The current LI land use would result in 392 trips. If the land use is amended to allow for this proposed MDR development, this will result in 465 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 73 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 Diverted & Pass-By Trips	Daily Trips
LI	110	80,499 SF	T = 4.87 (X) / 1000	392	0	392
Total Trips for Existing Land Use- Scenario						392
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
MDR	220	69 MF DUs	T= 6.74 (X)	465	0	465
Total Trips for Proposed Land Use- Scenario						465
Scenario Difference in Daily Trips						73

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

School Capacity

The 4.24 acre proposed land use map amendment has a development potential of 63 dwelling units and 16 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: C01 P/D; School Impact Analysis Proposed Name: L-5975-24C Owens Rd Requested By: Eric Hinton Reviewed By: Levene Grigg Due: 10/17/2024		2024-25		5-Year Utilization		Available Seats - Adjacent CSA 1,2 & 8	
School Type	CSA ¹	Enrollment/CSA	Current Utilization (%)	New Student/Development ²	(%)	CSA ³	Available Seats - Adjacent CSA 1,2 & 8
Elementary	2	5043	72%	8	63%	551	3,087
Middle	2	1656	43%	3	64%	244	1,811
High	8	2690	83%	5	60%	975	1,196
				Total New Students		16	

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-119

MS-050

HS-078

C-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 Duvall County (102,123) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

The available seats in the CSA and adjacent CSAs include concurrency 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: COI PDD: Baseline Checklist Review Proposed Name: L-5975-24C Owens RD Requested By: Eric Hinton Reviewed By: LeVonne Griggs Due: 10/14/2024 Analysis based on maximum dwelling units: <u>69</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Cedar Hills ES#97	2	8	581	397	68%	62%
Westside MS#207	2	3	1060	897	85%	53%
Westside HS#241	8	5	1793	1505	84%	84%
		16				

NOTES:

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

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-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 (102,123) by the number of total permitted housing units (411,541) 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 medium sensitivity for the presence of archaeological resources. 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

Height Restriction Zone

A large majority of the application site is located within the 150-foot Height and Hazard Zone for the Jacksonville International Airport. A much smaller portion at the southwest corner is in the 50-foot zone. Zoning will limit development to a maximum height 50 feet or 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.

Notice Zone

A portion of the site is also located in a Civilian Notice Zone for the Jacksonville International Airport. These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.

Future Land Use Element

Policy 2.6.14 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 the Military and Civilian Influence Zones Map.

Noise Zone

Approximately equal portions of the amendment site are located within the 65-69.99 and 60-64.99 Day-Night Sound Level (DNL) zones for Jacksonville International Airport. Future Land Use Element Policies 2.6.8, 2.6.9, 2.6.12, and 2.6.13 include requirements related to density, use and noise level reduction in construction for sites within these noise zones.

Future Land Use Element

Policy 2.6.8 Within the 65 to 74.99 DNL noise zone as depicted on the Military and Civilian Influence Zones Map, the City does not permit mobile home parks. Single-family residential structures that are unable to achieve a 30dB noise level reduction are also not permitted. Again, as listed in the Instruction Manual, non-residential uses are allowed, subject to conditions regarding disclosure and noise attenuation in construction. Schools and most outdoor recreation uses are not allowed. All allowed development is subject to disclosure requirements.

Policy 2.6.9 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, entertainment assembly uses may be allowed when scheduled with the U.S. Navy. As listed in the Instruction Manual, all other uses are allowed subject to disclosure requirements.

Policy 2.6.12 Within the 65 to 74.99 DNL noise zone as depicted on the Military and Civilian Influence Zones Map, the City does not permit mobile home parks. Single-family residential structures that are unable to achieve a 30 dBA noise level reduction are also not permitted. Non-residential uses are allowed, subject to conditions regarding disclosure and noise attenuation in construction. Schools and most outdoor recreation 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 allowed development is subject to disclosure requirements.

- Policy 2.6.13 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, 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.

Industrial Situational Compatibility Overlay

The subject property is in an area identified on the Industrial Preservation Map as an Industrial Situational Compatibility Zone. Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map as areas that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements. Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies.

Site access to industrial areas are preferred from roads classified as collector or higher on the Highway Functional Classification Map. 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.

The applicant provided justification with the amendment application for why the site cannot be reasonably used for industrial uses. The justification is on file with the Planning & Development Department.

Future Land Use Element

- Policy 3.2.18 The City shall prohibit expansion or new development of non-industrially designated land uses in industrially designated areas unless the use is determined to be an accessory and complementary use to the industrial area, unless otherwise provided for herein. The Land Development Regulations include standards and/or criteria for location and intensity of these types of non-industrial uses.

- Policy 3.2.22 The area shown on the Industrial Preservation Map 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 3.2.24 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, lands designated Heavy Industrial, Light Industrial or Water Dependent/Water Related 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 development that supports and is compatible with nearby industrial uses.

Wetlands (see Attachment A)

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: 0.64 acres

General Location(s): The wetlands are in the western and southern half of the application site as an isolated wetland pocket.

Quality/Functional Value: The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its 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: (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.

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 site inspection by the Planning and Development Department on October 23, 2024, 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 October 29, 2024. No members of the public spoke or asked questions about the proposed land use change.

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 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.

- 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.
- Policy 3.1.12 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

Conservation / Coastal Management Element (CCME)

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.

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), Light Industrial (LI) land use category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to industrial areas is preferred from roads classified as collector or higher on the Highway Functional Classification Map is preferred.

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. As provided in the FLUE, MDR in the Suburban Development Area permits residential densities at a maximum of 30 units per acre with a minimum of 7 units per acre when, as in this case, it does not abut RR or LDR land uses and is not in the Coastal High Hazard Area (CHHA).

The applicant is proposing a change from LI to MDR to allow for multi-family development for a site that is in the Suburban Development Area, near a major airport that serves the

northeast Florida region. The site is at the corner of Owens Road, a collector roadway, and Ranch Road, a local road. The proposed land use amendment converting land from vacant industrial land to MDR will facilitate the provision of a variety of housing options adjacent to 2 areas zoned PUD that allow for residential uses. There are single-family homes on 2 parcels north of the site across Owens Road. The site is also 1 mile away from a major employment area (i.e., Jacksonville International Airport) and near a mass transit stop to the south on Airport Road. The provision of multi-family housing near commercial, industrial and residential areas is complementary to meeting the employment needs of the area while also meeting the goal of creating a land use pattern that minimizes vehicle miles traveled. In addition, the site is near a mass transit stop. Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.21, 1.1.22, 3.1.5 and 3.1.12.

The applicant has provided a JEA Availability Letter, dated July 1, 2024, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water main and a 15-inch gravity sewer force main along Ranch Road, thus satisfying FLUE Policy 1.2.8. JEA did not provide any special conditions.

Review of City data indicates the potential existence of category III 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 analysis of potential wetlands on the site, CCME Policies 4.1.3 and 4.1.6 are 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.

North Jacksonville Vision Plan (2003)

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 proposed land use amendment offers infill development with residential uses that will cater to increasing quality housing options in this region. The North Jacksonville Vision Plan emphasizes the importance of diversifying housing opportunities and redirect growth from more favored regions in Jacksonville. Therefore, the proposed land use amendment encourages and fulfills the goals of this Vision Plan.

Strategic Regional Policy Plan

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

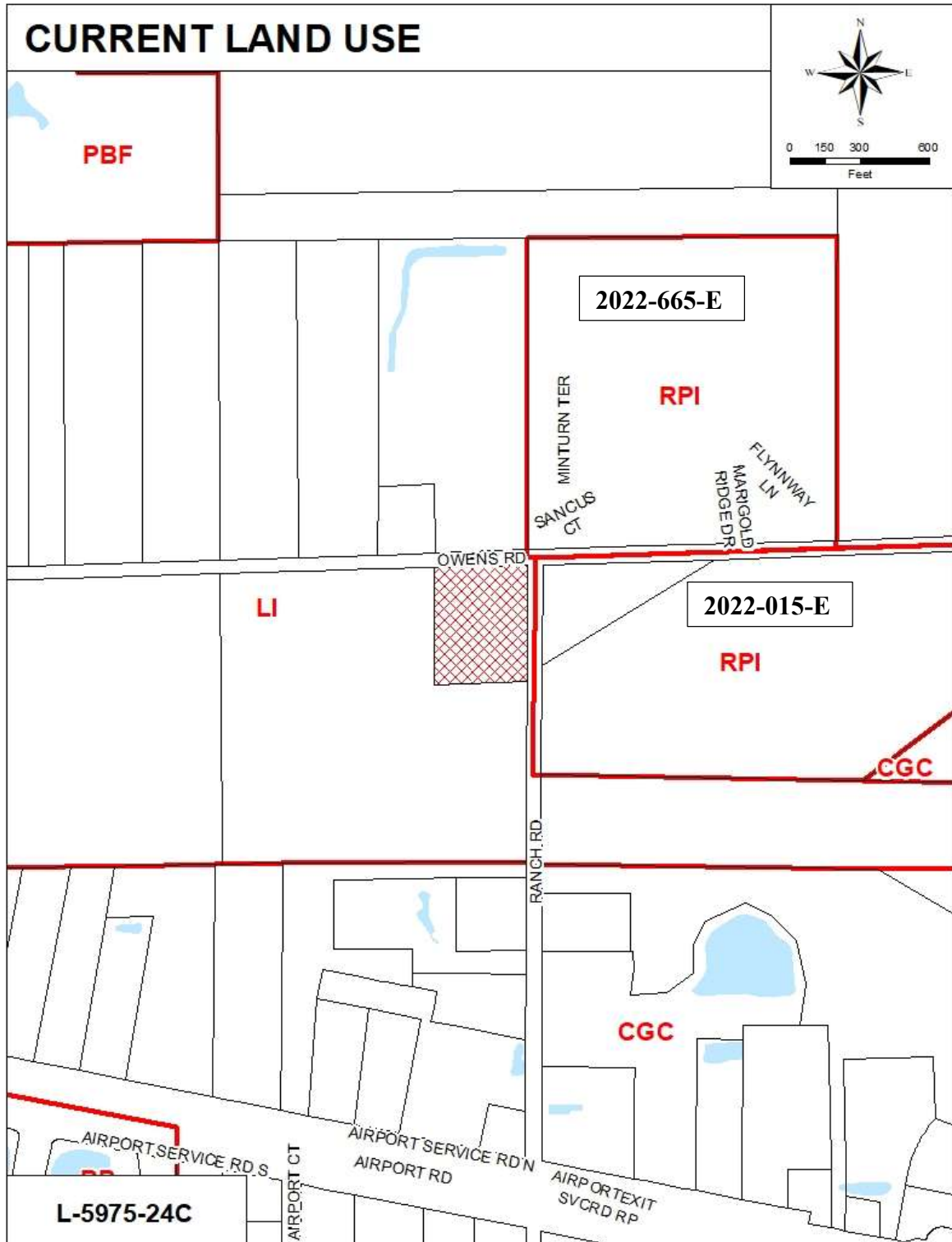
Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and 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.

ATTACHMENT A



CURRENT LAND USE MAP



LAND UTILIZATION MAP

