

**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**



**OVERVIEW**

**ORDINANCE: 2019-308**

**APPLICATION: L-5361-19A-4-12**

**APPLICANT: EMILY G. PIERCE, ESQ**

**PROPERTY LOCATION: 1320 Chaffee Road South**

**Acreage: 18.59**

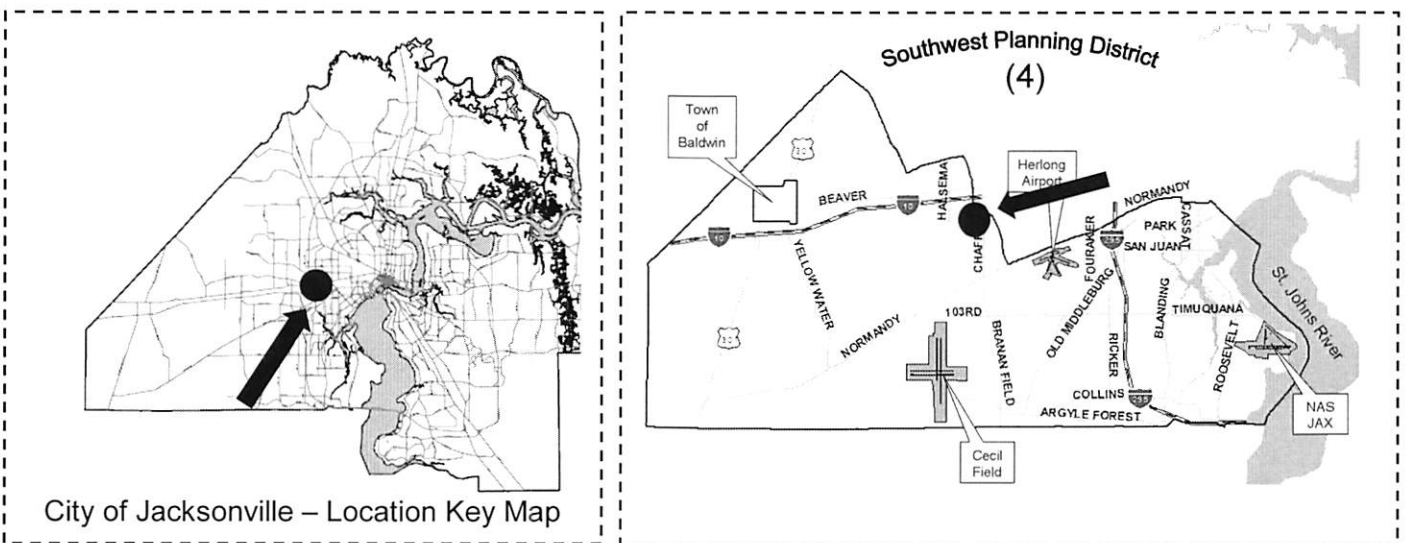
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>LDR</b>	<b>CSV and CGC</b>
<b>ZONING</b>	<b>RR-Acre</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	CSV and CGC	93 DU (5 DU/Acre)	N/A	N/A	99,099 Sq. Ft. (0.35 FAR)	Decrease of 93 DU	Increase of 99,099 Sq. Ft.

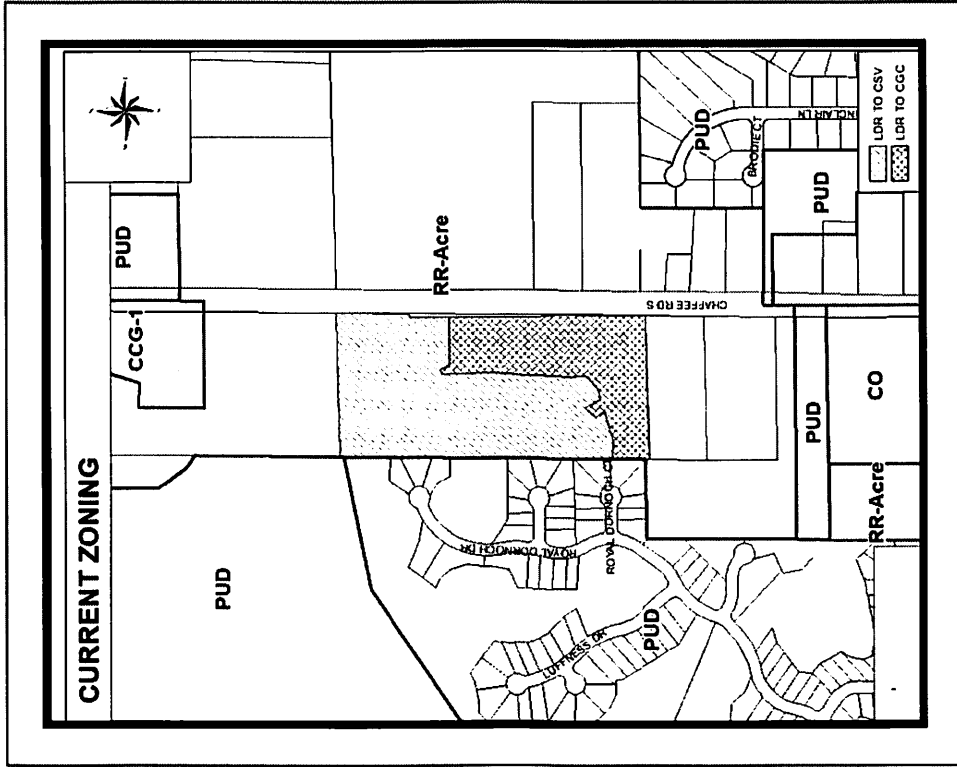
**PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:** Arrows point to location of proposed amendment.

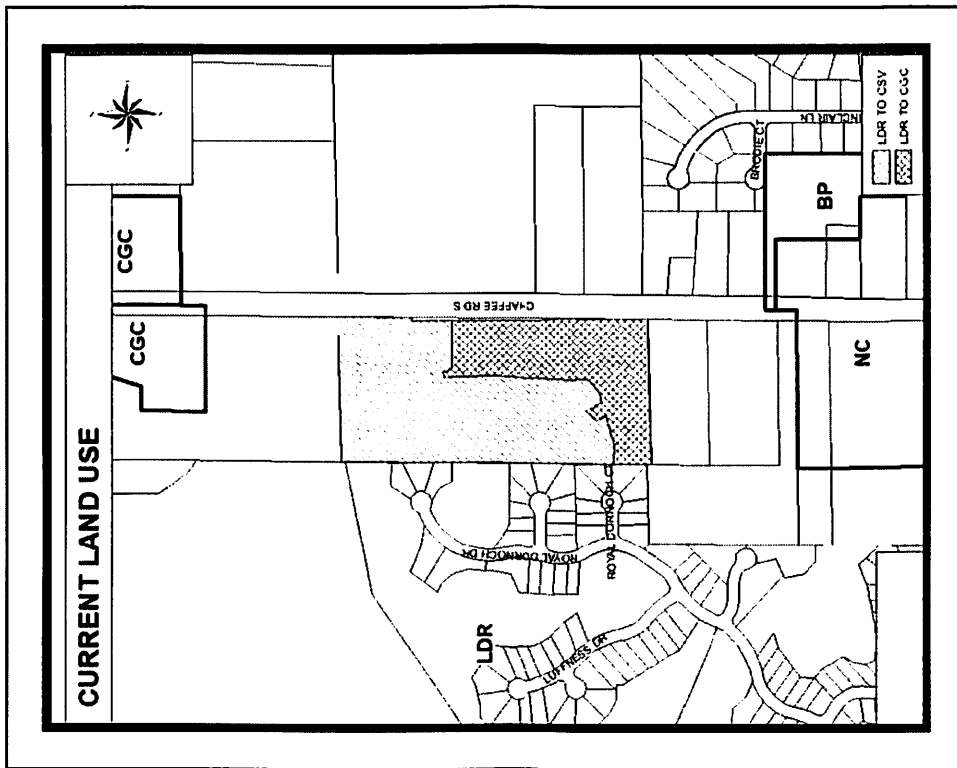


# DUAL MAPS

## LARGE SCALE LAND USE APPLICATION L-5361-19A



**Current Zoning District(s):** Residential Rural-Acre (RR-Acre)  
**Requested Zoning District(s):** Planned Unit Development (PUD)



**Existing FLUM Land Use Categories:** Low Density Residential (LDR)  
**Requested FLUM Land Use Category:** Community/General Commercial (CGC) and Conservation (CSV)

# ANALYSIS

## Background:

The subject site consisting of 18.59 acres and is located on the west side of Chaffee Road South (property address: 1320 Chaffee Road South), between I-10 and Panther Creek Parkway and is within the Suburban Development Area. The site is located in Council District 12 and Planning District 4 and is within the boundary of the Southwest Jacksonville Vision Plan.

Chaffee Road is classified as a minor arterial road that connects Normandy Boulevard (SR-228) to I-10. According to the Capital Improvement Project (CIP), Chaffee Road is under construction to be widened from two to four lanes with medians and auxiliary turn lanes from Normandy Boulevard (SR-228) to I-10. Construction has started and is proposed to continue beyond the year 2023 until completion.

The applicant is requesting to change the land use category from Low Density Residential (LDR) to Community/ General Commercial (CGC) on 6.50 acres and Conservation (CSV) on 12.09 acres on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. In addition, there will be a request to change the zoning district from Rural Residential-Acre (RR-Acre) to Planned Unit Development (PUD) during the adoption round of this land use amendment.

Current Land Use and Acreage		Proposed Land Use and Acreage	
LDR	18.59 acres	CSV	12.09 acres
		CGC	6.50 acres

The subject site is currently a church, lake, and wetlands. The applicant proposes converting the church into a funeral home and place the wetlands and lake in the Conservation (CSV) land use category for protection. There is no pending rezoning with this land use amendment application at this time.

CGC is located 500 feet to the north, separated from the site by a large wetland and floodplain system of McGirts Creek. Neighborhood Commercial (NC) is located 750 feet to the south (see Attachment F: Extended Land Use Category View Map; page 27). The dominant land uses surrounding the application site are wetlands, vacant land, single family homes, and churches. The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR, CGC	RR-Acre, CCG-1, PUD	Vacant lands/wetlands
South	LDR, NC	RR-Acre, PUD, CO	Single family, churches, Vacant lands
East	LDR	RR-Acre, PUD	Single family, Mobile home, Vacant lands/wetlands
West	LDR	PUD	Panther Creek single family subdivision

Detailed information about the surrounding area can be found on page 2, Dual Map and page 20, Attachment A, Existing Land Utilization Map.

### **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.

### **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 (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). According to the City's GIS Infrastructure Map there is a twenty (20) inch water main is located on the east side of the Chaffee Road right-of-way and an eight (8) inch sewer main is located adjacent to the property boundary along the west side of the Chaffee Road right-of-way.

### **Infrastructure Element**

#### **Sanitary Sewer Sub-Element**

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
  - a) Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
  - b) 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. Commercial (above 600 gpd):
  - a) Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b) The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
  - a) Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b) The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

- c) Each lot is a minimum of 1 acre unsubmerged property.
- d) Alternative (mounded) systems are not required.

## Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 1,591 net new daily vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

### Transportation Element

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

### Capital Improvements Element

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

### Supplemental Transportation Information

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 6 is **0.55**.

The proposed commercial development is expected to generate 1,591 net new daily trips onto the roadway network. Chaffee Road between Crystal Springs Road and Normandy Boulevard is a 2-lane undivided arterial facility that could be impacted by the development. This segment of Chaffee Road is expected to operate at an acceptable V/C ratio of 0.87 with the inclusion of the additional traffic from this land use amendment.

### **Archaeological Sensitivity**

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

### **Historic Preservation Element**

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

### **Airport Environment Zone**

The site is located within the 300 feet Height and Hazard Zone for the OLF Whitehouse, Cecil Field, and Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 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 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

### **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 protections. 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.

### **IE-AR Policy 1.2.8**

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian 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 Floridian Aquifer Recharge GIS grid coverage.

### **Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. The wetlands are being placed in the CSV land use category for protection. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

#### Wetlands Characteristics:

Approximate Size: 12.09 Acres

General Location(s): Northern half and western portion of the application site (See Wetlands Map in Attachment D)

Quality/Functional Value:

The application site consists of 12.09 acres of high quality wetlands and lake associated with McGirts Creek. These wetlands and lake have an extremely high functional value for water filtration attenuation and flood water storage capacity. They are located within the 100 year flood zone and have a direct impact on the City's waterways. McGirts Creek directly drains into the Ortega River which then empties into the St. Johns River.

Soil Types/ Characteristics:

(22) Evergreen-Wesconnett complex, depressional, 0-2% slopes – The Evergreen series consists of nearly level, very poorly drained soils. These soils formed in decomposed organic materials underlain by thick sandy marine sediments. They are located in depressions. The Wesconnett series consists of nearly level, very poorly drained, sandy soils. These soils are formed in thick sandy marine sediments and are found in depressions. Generally, the water table is at or above the surface for long periods.

Wetland Category: Category II

Consistency of Permitted Uses: The wetlands are being placed in the CSV land use category and conservation uses are permitted within Category II wetlands, subject to CCME Policy 4.1.5 (see below).

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

Wetlands Impact: Applicant is proposing wetlands be placed in the Conservation (CSV) land use category. Therefore, no wetlands impacted is expected.

Associated Impacts: AE flood zone corresponds with the Category II wetlands of the application site being proposed for the Conservation (CSV) land use category.

Relevant Policies:

Conservation/Coastal Management Element

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

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

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, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

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

Policy 4.1.5

The permitted uses within Category I and II wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs):

(1) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b)Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

**Policy 4.1.7** High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezoning and site plan applications shall include high intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

### **Flood Zones**

Approximately 15.4 acres of the subject site is located within the AE flood zone and 1.06 acres is within the 0.2 PCT Annual Chance Flood Hazard (X) zone (see Attachment F). The AE flood zone follows the 59 foot elevation and the 0.2 PCT Annual Chance Flood Hazard (X) zone follows the 61 foot elevation. 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 of 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 is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 PCT Annual Chance Flood Hazard area is an area within the 500-year floodplain and outside of the SFHA; flood insurance is not mandatory within this flood zone. The 0.2 PCT Annual Chance Flood Hazard area is deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. However, most of the flood zone is within the area dedicated for CSV.

### **Conservation /Coastal Management Element (CCME)**

**Policy 1.4.4** The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

**Policy 2.7.1** The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

**Policy 2.7.3** The City shall protect appropriate floodplain areas for the public benefit and

restore degraded floodplain areas by:

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

# IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban development Area	
Roadway Frontage Classification	Minor Arterial Road	
Plans/Studies	Southwest Jacksonville Vision Plan	
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Church	Funeral Home
Land Use/Zoning	LDR (18.59 ac)	CGC (6.50 ac) & CSV (12.09 ac)
Development Standards For Impact Assessment	LDR – 5 du/ac	CGC- 0.35 FAR; CSV – N/A
Development Potential	93 S/F Dwelling units	99,099 Sq. Ft.
Population Potential	247 people	0 people
SPECIAL DESIGNATIONS AREAS		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	300' OLF Whitehouse, Cecil Field, Herlong Recreational Airport	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	High, Medium, & Low	
Historic District		X
Coastal High Hazard/Adaptation Action Areas	X	
Ground Water Aquifer Recharge Area	0-4 inch Recharge Area	
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name:	X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 1,591 net new daily vehicular trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 60,747 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 45,560 gpd	
Potential Solid Waste Impact	Decrease of 483.6 tons per year	
Drainage Basin / Sub-Basin	Ortega River Basin and Sub-basin	
Recreation and Parks	May Menn Jennings Park	
Mass Transit	No bus service at this location	
Evacuation Zone	N/A	

NATURAL FEATURES	
Elevations	54-63 feet above mean sea level
Land Cover	2540 - Aquaculture
Soils	14 - Bologne fine sand and 22 - Evergreen-Wesconnett Complex
Floodzone	AE and 0.2% annual chance flood hazard (X)
Wetlands	Yes; Category II
Wildlife (sites greater than 50 acres)	N/A

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 17, 2019, the required notices of public hearing signs were posted. Forty-four (44) 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 May 20, 2019. The applicant and one member of the public (nearby neighbor) were present at the meeting for this application. No discussions were brought forward at the meeting.

# CONSISTENCY EVALUATION

## 2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan:

### Future Land Use Element

- Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Policy 1.5.3 Protect potable water well fields, areas of moderate to high aquifer recharge, known habitat areas of rare, endangered, or threatened species, and other significant natural resources through Land Development Regulations enacted which limit activities having the potential to contaminate soil, ground or surface waters, or otherwise destroy these sensitive areas, consistent with the provisions of the Conservation/Coastal Management Element.
- Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.
- 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

### **Recreation and Open Space Element**

Policies 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

### **Conservation and 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

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, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

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

**Policy 4.1.5**

The permitted uses within Category I and II wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs):

(1) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the aerial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the aerial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

**Policy 4.1.7**

High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezoning and site plan applications shall include high intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located

within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

According to the Category Description of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development.

This amendment proposes a portion of the site into the Community/General Commercial (CGC) land use designation. According to the FLUE, CGC in the Suburban Development Area is intended to provide for all types of commercial retail sales and service establishments and development which includes offices and multi-family uses. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as arterial or higher on the Functional Highway Classification Map.

The FLUE category description for Conservation (CSV) describes these lands as areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks, and unique coastal areas.

Category II wetlands (Attachment D) were identified with a high intensity wetlands survey as required in CCME Policy 4.1.7. They are located on the northern half and western portion of the subject site and overlap within the AE flood zone, resulting in a portion of the proposed amendment request from LDR to CSV thereby protecting these environmentally sensitive lands which satisfies FLUE Policies 1.5.3, 1.5.14, CCME Policies 4.1.3 and 4.1.5.

Given the land development pattern in the area, the proposed amendment from LDR to CGC (along the Chaffee Road corridor) follows the commercial development pattern on a minor arterial road undergoing a widening to four lanes with medians as proposed in the CIP. In addition, CGC land use property is located 500 feet to the north from the subject site as well as Neighborhood Commercial (NC) located 750 feet to the south on Chaffee Road South (See Attachment F: Extended Land Use Category View Map). CGC is more compatible to a four lane road than LDR. This proposed pattern of development is encouraged by FLUE Goal 3, Policy 3.2.1 and Objective 6.3.

Consistent with FLUE Policy 1.2.9, the subject site is served by city water and sewer services. According to the City's GIS JEA Facilities Infrastructure Map, a 20 inch water main and an 8 inch sewer main are located within the Chaffee Road right-of-way along the subject site. Further, the proposed CSV designation provides a buffer between the LDR lands to the north and to the west buffering the Panther Creek residential subdivision. If adopted, the CSV land use category will preserve the wetlands on site. Given the aforementioned, the proposed amendment to CGC and CSV promotes a compact and compatible land development pattern, while preserving environmentally sensitive areas, and provides an organized and balanced combination of uses, consistent with FLUE Policy 1.1.22.

When the proposed land use amendment is filed for adoption after the transmittal to the State for review, it will be accompanied by a PUD rezoning application, which will allow for innovative site planning and design, consistent with FLUE Policy 1.1.12. In addition, the companion rezoning to proposed PUD will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space.

### **Vision Plan**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan (2003) and the Rural/Conservation Character Area of the Vision Plan. The Plan provides no specific guidelines for the location of the subject site. However, the Plan does list themes such as “preservation of open space” and “appropriate commercial and office uses”. The plan also suggests that Chaffee Road be redeveloped as a 4 lane road. In addition, placing the environmentally sensitive lands of the application site into the conservation land use category for protection is consistent with the Vision Plan.

### **Strategic Regional Policy Plan**

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

### **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the *2030 Comprehensive Plan* and the Strategic Regional Plan.



## ATTACHMENT B

### Traffic Analysis:



ONE CITY. ONE  
JACKSONVILLE.

## City of Jacksonville, Florida

*Lenny Curry, Mayor*

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

### MEMORANDUM

**DATE:** May 13, 2019

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister  
Transportation Planning Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5361-19A

A trip generation analysis was conducted for Land Use Amendment L-5361-19A, located at 1320 Chaffee Road, south of Interstate 10, between Crystal Springs Road and Panther Creek Parkway in the Suburban Development Area of Jacksonville, Florida. The subject site has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) and Conservation (CSV) use on approximately 18.59 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 93 homes (ITE Code 210) which could generate 878 daily vehicular trips. The proposed the CGC land use category allows for 0.35 FAR per acre, resulting in a development potential of 99,099 SF of commercial space (ITE Land Use Code 820), and generating 2,469 new daily vehicular trips. This will result in 1,591 net new daily vehicular trips if the land use is amended LDR to CGC and CSV, as shown in Table A.

## ATTACHMENT B

### Traffic Analysis, continued:

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

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	93 SFDUs	T = 9.44 (X)	878	0.00%	878
<b>Total Section 1</b>						<b>878</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	99,099 SF	T = 37.75 (X) /1000	3,741	34.00%	2,469
<b>Total Section 2</b>						<b>2,469</b>
<b>Net New Daily Trips</b>						<b>1,591</b>

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

#### Additional Information:

Objective 2.4 of the 2030 Comprehensive Plan requires that The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner. The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

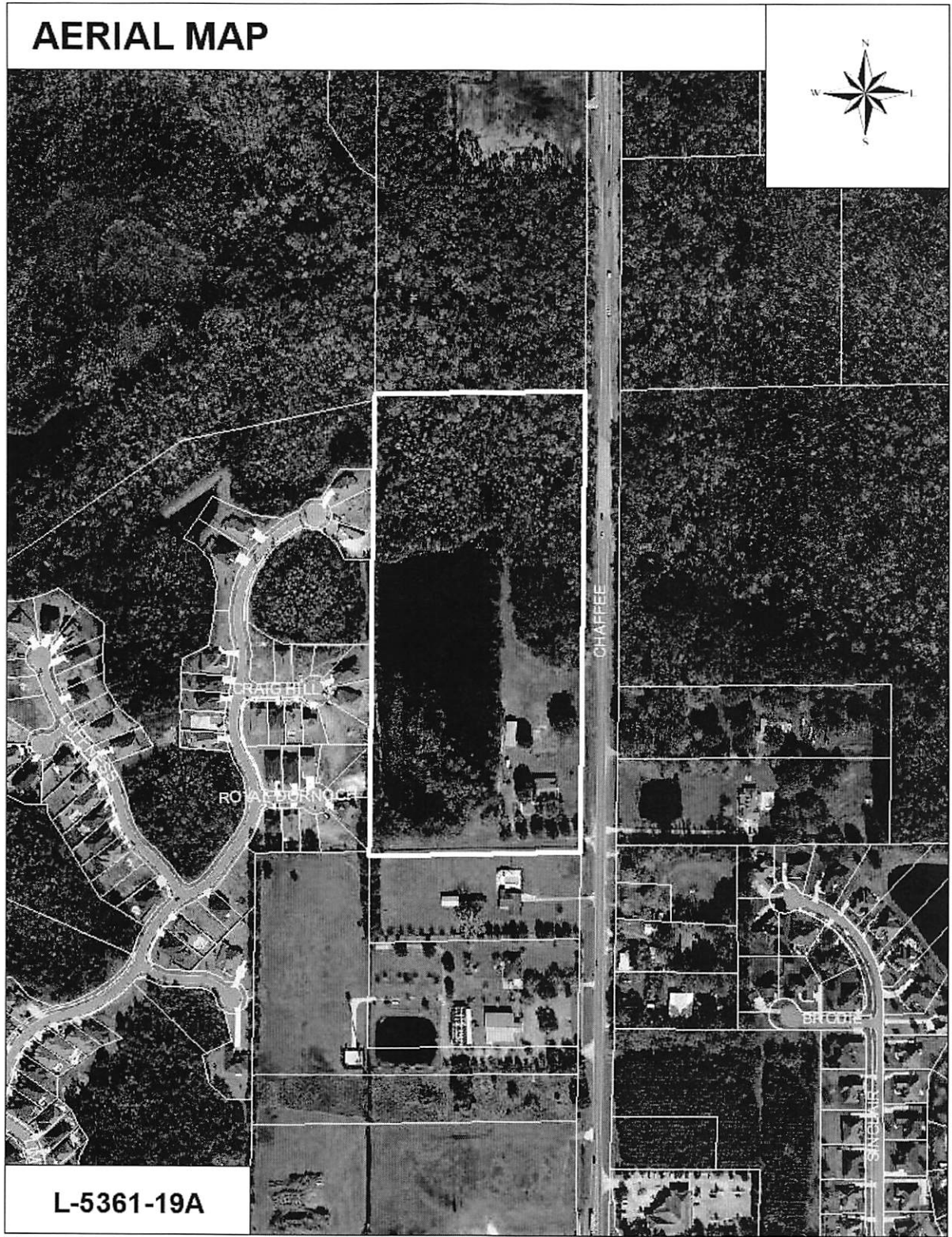
Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 6 is **0.55**.

The proposed commercial development is expected to generate 1,591 net new daily trips onto the roadway network. Chaffee Road between Crystal Springs Road and Normandy Boulevard is a 2-lane undivided arterial facility that could be impacted by the development. This segment of Chaffee Road is expected to operate at an acceptable V/C ratio of 0.87 with the inclusion of the additional traffic from this land use amendment.

# ATTACHMENT C

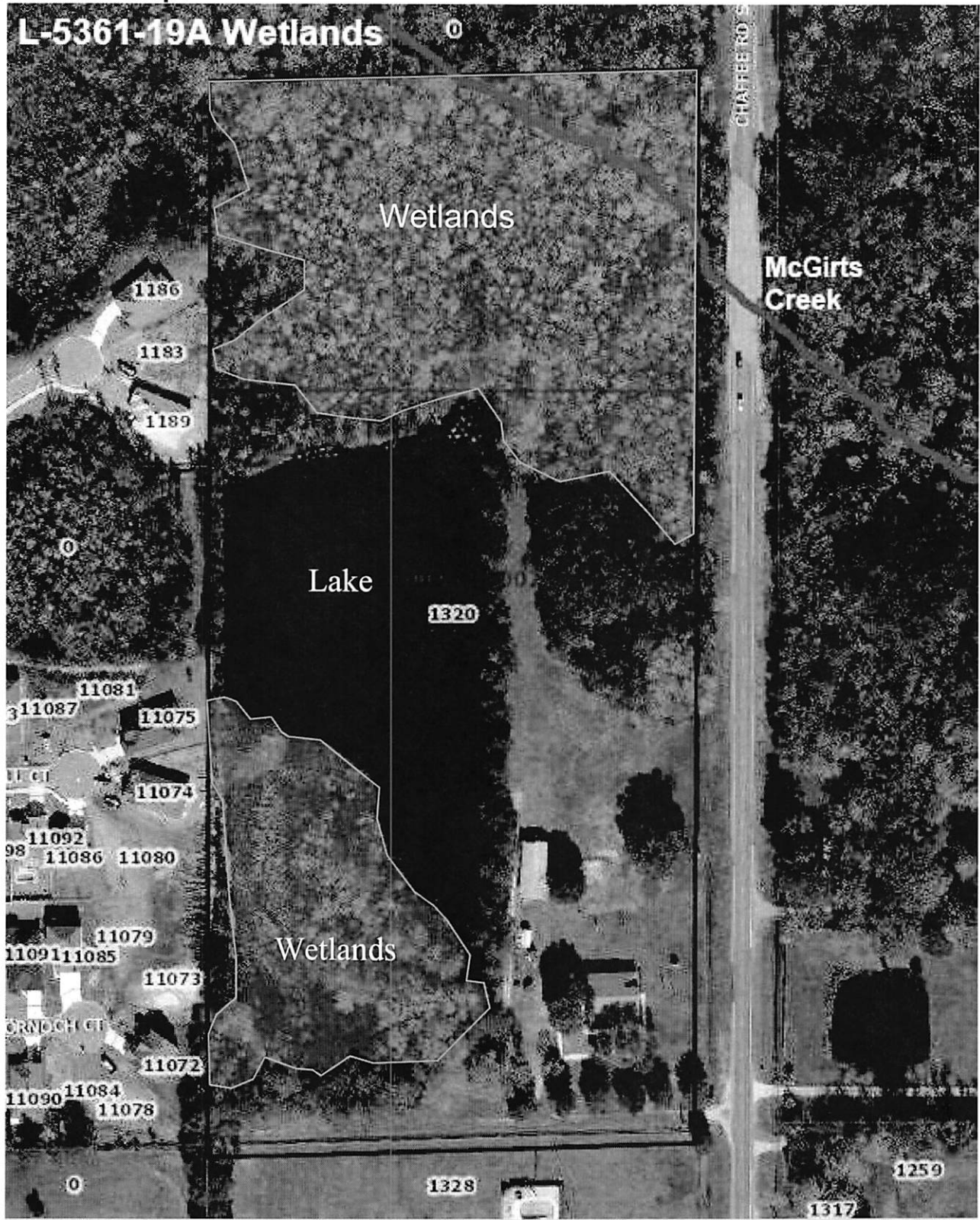
Aerial:





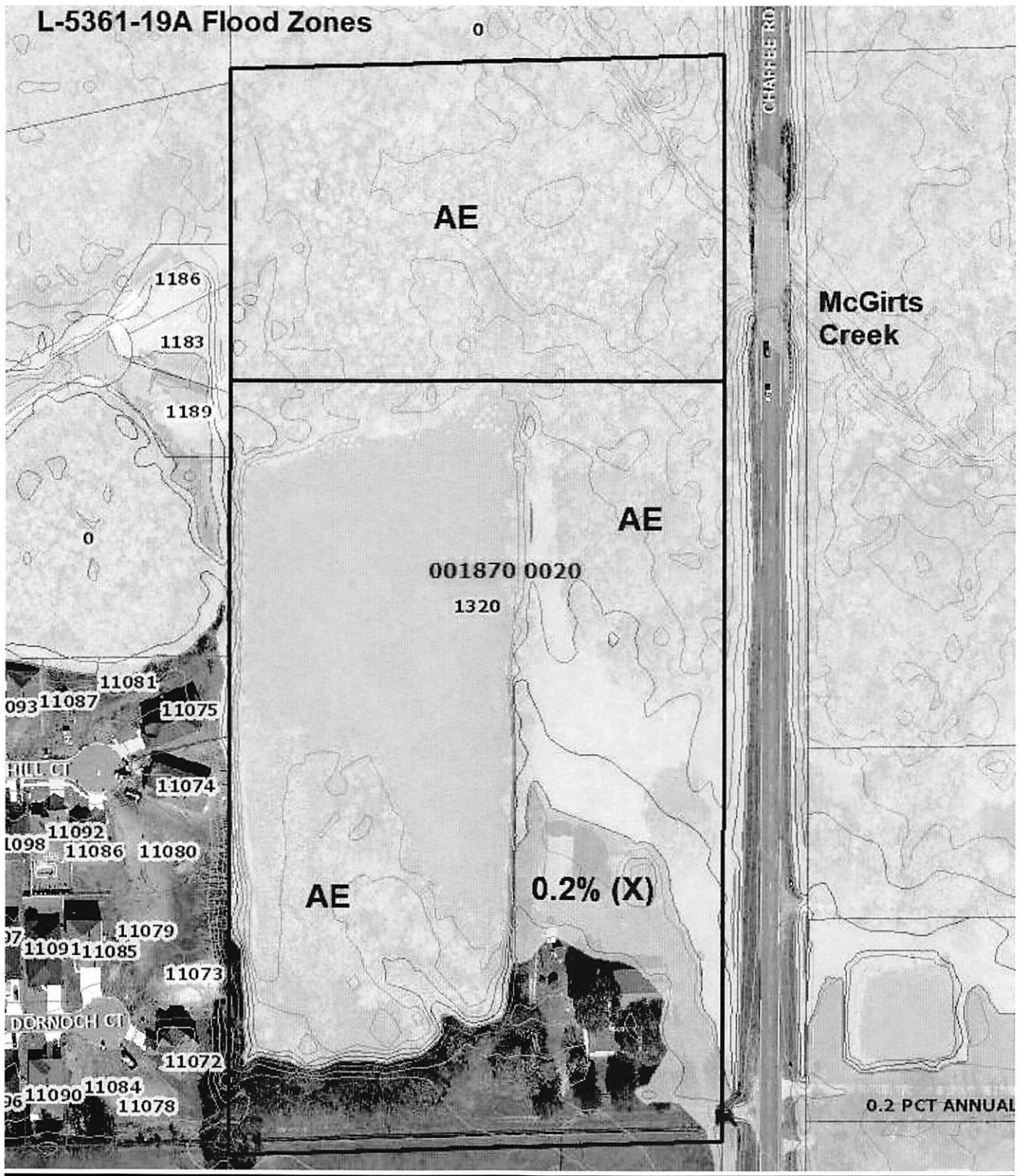
# ATTACHMENT D

## Wetlands Map:



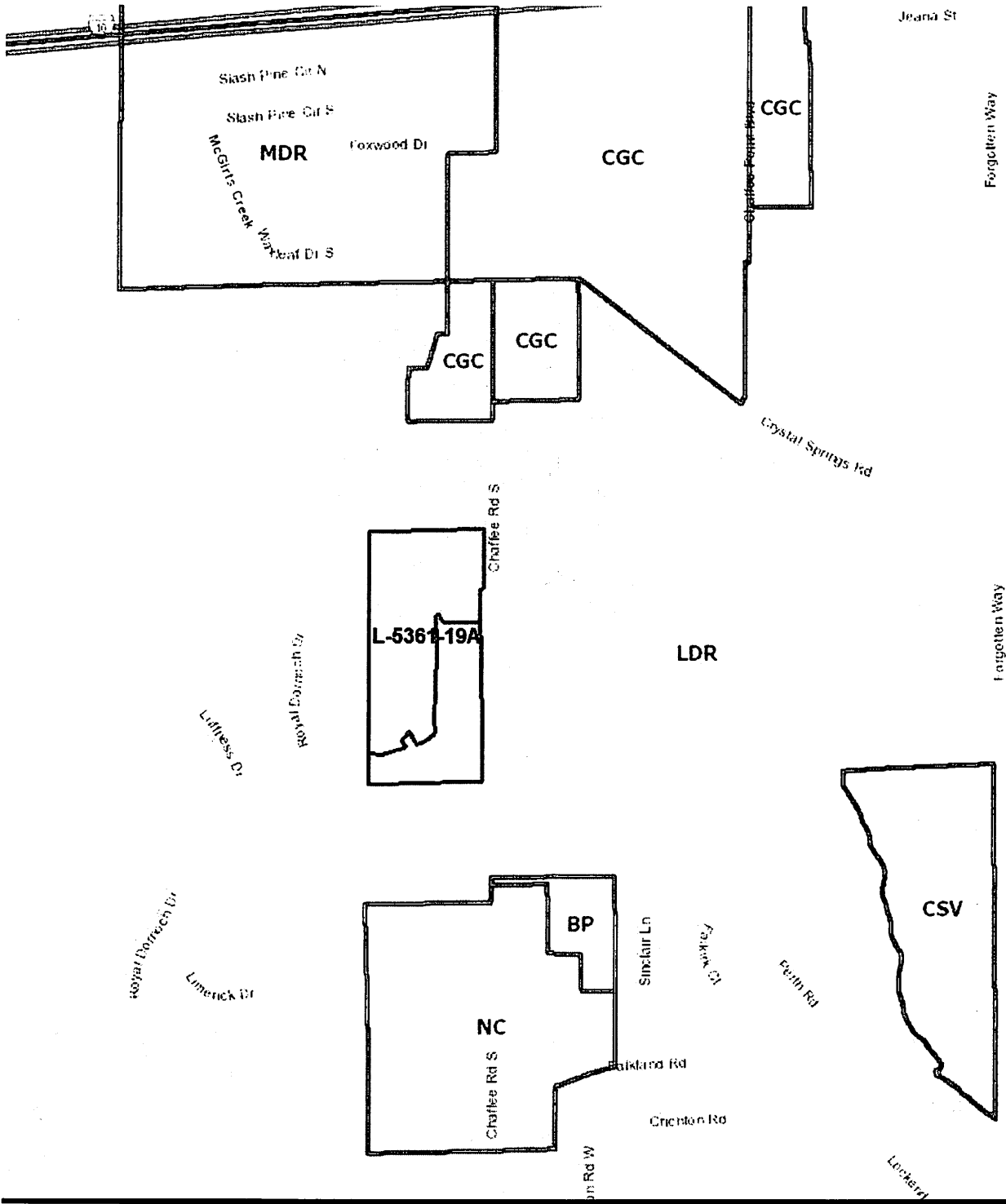
# ATTACHMENT E

## Flood Zone Map:



# ATTACHMENT F

## Extended Land Use Category View Map:



# ATTACHMENT G

## Land Use Application Summary:



### APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

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<b>Date Submitted:</b>	01-22-2019	<b>Date Staff Report is Available to Public:</b>	05-31-2019
<b>Land Use Transmittal Ordinance #:</b>	2019 - 308	<b>Planning Commission's LPA Public Hearing:</b>	06-06-2019
<b>JPDD Application #:</b>	L-5361-19A	<b>1st City Council Public Hearing:</b>	06-11-2019
<b>Assigned Planner:</b>	Ed Lukacovic	<b>LUZ Committee's Public Hearing:</b>	06-18-2019
		<b>2nd City Council Public Hearing:</b>	06-25-2019

---

#### GENERAL INFORMATION ON APPLICANT & OWNER

##### **Applicant Information:**

EMILY PIERCE  
ROGERS TOWERS, P.A.  
1301 RIVERPLACE BOULEVARD, SUITE 1500  
JACKSONVILLE, FL 32207  
Ph: (904) 398-3911  
Fax: (904) 396-0663  
Email: EPIERCE@RTLAW.COM

##### **Owner Information:**

VINCENT FERREIRA  
FINAL WATERS, LLC  
702 CHIPSHOT DRIVE  
MACCLENNY, FL 32063

#### DESCRIPTION OF PROPERTY

**Acreage:** 18.59  
**Real Estate #(s):** 001870 0020

**General Location:**  
WEST SIDE OF CHAFFEE ROAD, SOUTH OF I-10

**Planning District:** 4  
**Council District:** 12  
**Development Area:** SUBURBAN AREA  
**Between Streets/Major Features:**  
I-10 and PANTHER CREEK PARKWAY

**Address:**  
1320 CHAFFEE RD S

#### LAND USE AMENDMENT REQUEST INFORMATION

**Current Utilization of Property:** CHURCH  
**Current Land Use Category/Categories and Acreage:**

LDR 12.59

**Requested Land Use Category:** CGC - 6.5 acres  
and CSV - 12.09 acres

**Surrounding Land Use Categories:** CGC, LDR

**Applicant's Justification for Land Use Amendment:**

TO PERMIT USE OF THE CHURCH AS A FUNERAL HOME.

#### UTILITIES

**Potable Water:** JEA

**Sanitary Sewer:** JEA

#### COMPANION REZONING REQUEST INFORMATION

**Current Zoning District(s) and Acreage:**

RR-Acre 18.59

**Requested Zoning District:** PUD

**Additional information is available at 904-255-7888 or on the web at <http://maps.coi.net/luzap/>**