



Levy County Board of County Commissioners

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LEVY COUNTY

Development Services Department

Presented by: Laura Jones, JBPro, Interim Zoning Official

Date: September 16, 2025

Petition: SSA 25-02

Applicant: Kenneth Metcalf

Owner: Air 22, LLC

Property Address: 21350 NE 30 ST Williston, 32696

Parcel ID: 051500010A

Parcel Size: 21.25 acres

Current FLUM
Designation: Low Density Residential

Proposed FLUM
Designation: Commercial



Commissioners

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Request Summary

Applicant seeks an amendment to the Future Land Use (FLU) of Parcel 051500010A (“Subject Property”) from Low-Density Residential to Commercial. The Subject Property is located at the southwest corner of the intersection of NE 30th Street (CR 121) and US Highway 27 (US 27) addressed as 21350 NE 30th St Williston, FL and is. The property subject to this request is approximately 21.25 acres in size.

Future Land Use (FLU) of Subject Property

The Subject Parcel currently possesses a Future Land Use Map (FLUM) designation of Low Density Residential (LDR). Parcels contiguous to the site also possess a LDR FLUM designated, however, there are properties located immediately across US 27 to the east which possess a FLUM designation of Commercial (C). It is contiguous to commercial property to the East

Figure 1: Current FLU Surrounding the Subject Property



Surrounding Area

The Subject Property is located within unincorporated Levy County but within the Williston Municipal Service District (MSD). The closest point of the Williston City Limits is approximately 1.37 miles west of the Subject Property, whereas the closest point of the Williston MSD is approximately 0.17 miles south of the boundary of the Subject Property.

The Subject Property is surrounded by a variety of current uses, as shown in Table 1 including agricultural, single family residential, and commercial uses.

Table 1: Surrounding Property Current Uses

Direction	Future Land Use Category	Zoning District	Current Use
Subject	Low Density Residential (LDR)	R-1	Cropsoil
North	Low Density Residential (LDR)	R-1	Right-Of-Way (NE 30 th St); Single Family Residential
South	Low Density Residential (LDR)	R-1	Pastureland; Florida Department Of Transportation (FDOT) Water Retention Area
West	Low Density Residential (LDR)	R-1	Cropsoil
East	Commercial (C), Low Density Residential (LDR)	C-2 R-1	Right-Of-Way (US 27); 1 Story Office; Single Family Residential

To the south, the Subject Property shares a border with Parcel 0515000500, which is owned by the State of Florida Department of Transportation. Parcel 0515000500 contains both wetlands and floodplains designated areas according to the U.S. Fish and Wildlife Service National Wetlands Inventory (attachment A) and FEMA National Hazard Floodplain Map (attachment B), respectively. The southern portion of the Subject Property is also in Flood Zone A.



Staff Analysis

Comprehensive Plan Consistency

Criteria for proposed changes to the Future Land Use Map are established in Objective 11 of the Levy County Comprehensive Plan Future Land Use Element.

Objective 11 Amendments to the Future Land Use Map

Establish the basis and evaluation criteria for FLUM changes.

Policy 11.1 The County will review proposed changes to the FLUM by using the following evaluation criteria:

1. Consistency with the Levy County Comprehensive Plan.
2. An analysis of the amount of land required to accommodate anticipated growth
3. The projected permanent and seasonal population of the area.
4. The character of undeveloped land, soils, topography, natural resources, and historic resources on site.
5. The availability of water supplies, public facilities, and services.
6. The need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community.
7. The compatibility of uses on lands adjacent to an airport as defined in. Section 330.35, Florida Statutes, and consistent with Section 333.02, Florida Statutes.
8. The discouragement of urban sprawl as defined in Section 163.3164, Florida Statutes, and consistent with the indicators in Section 163.3177(6)(a)9., Florida Statutes.
9. The need for job creation, capital investment, and economic development that will strengthen and diversify the community's economy.
10. The need to modify land uses and development patterns within antiquated subdivisions as defined in Section 163.3164, Florida Statutes.



Future Land Use Element

Goal: To promote complementary development patterns that are efficiently served by public facilities and services to support growth, while providing for the protection and enhancement of the county's rural character and unique natural qualities.

Parcels 0515000000 and 0514200000 are located across U.S. 27 from the subject property and share a Commercial 'C' FLUM designation. The proposed FLUM designation would permit uses that help create a consistent and compatible land use pattern with nearby parcels under the same designation. Furthermore, the subject property fronts US 27, an arterial roadway of regional significance, which supports efficient access and the provision of public services. The proposed amendment aligns with the stated Goal of the Future Land Use Element.

Policy 1.2 Municipal Service District (MSD): Municipal Service Districts are intended to be areas for urban expansion within which urban densities and intensities are allowed and urban services, such as central water, central sewer, police protection, fire protection, solid waste collection, streets, drainage facilities, schools and recreational facilities and services are provided, or encouraged to support development. Within a Municipal Service District, only the following land uses categories shall be permitted: Urban Low Density Residential, Urban Medium Density Residential, Urban High Density Residential, Public and Institutional Facilities, Historic Resources, Conservation, Natural Reservation, Recreation, Commercial and Industrial. Public schools are allowed within any land use category that falls within the Municipal Services District.

The subject property is located within the Williston Municipal Service District (MSD), which has been designated as an area appropriate for urban expansion under Policy 1.2 of the Comprehensive Plan. This policy allows for the establishment of urban-level densities and intensities supported by the availability, provision, or planned expansion of urban services such as central water and sewer, law enforcement, fire protection, solid waste services, roadways, drainage infrastructure, public education facilities, and recreational amenities.

In accordance with Policy 1.2, allowable land use categories within the MSD include Urban Low, Medium, and High Density Residential, Commercial, Industrial, Public and Institutional Facilities, Recreation, Historic Resources, Conservation, and Natural Reservation areas.

The proposed amendment seeks to establish or expand a commercial use on the subject property. Because commercial uses are explicitly permitted within the MSD, the proposed amendment is consistent with Policy 1.2 and aligns with the intended urban development pattern and service framework outlined for the Williston MSD.

Policy 1.8 The Commercial Future Land Use Map designation shall be limited to Municipal Service Districts, as well as the areas designated as Gulf Hammock, Lebanon Station and Rosewood/Sumner on the Future Land Use Map Series.

The subject property falls within the geographic boundaries of the Williston MSD, it meets the locational criteria outlined in Policy 1.8. Therefore, the proposed Future Land Use designation of Commercial is consistent with the policy and is appropriate in terms of both its location and intended use. The designation supports planned urban growth in areas where the County has identified the necessary infrastructure and services to accommodate commercial development.

Commercial Future Land Use: This land use category allows for commercial land uses and the development of central business districts. Commercial land uses are described by levels of intensity of Commercial/Professional Office, Neighborhood/Retail Services, Community/Retail and Wholesale Business and Regional/Retail and Wholesale Business. The minimum lot size is one-fourth [1/4] acre and the maximum floor area ratio is 0.5. Lot coverage shall be based on and shall be required to meet all other local and state land development regulations. This land use is only permitted within a Municipal Service Districts and Planned Unit Developments (P.U.D.s), however this designation shall be permitted within rural areas identified on the Future Land Use Map Series as follows: Gulf Hammock, Lebanon Station, Rosewood/Sumner, and the U.S. 19 Corridor between Fanning Springs and Chiefland.

The Comprehensive Plan establishes a minimum lot size of one-fourth (¼) acre and a maximum floor area ratio (FAR) of 0.5 for properties within the Commercial FLU category. In addition, development under this designation must comply with all applicable local and state land development regulations, including but not limited to standards for access, parking, stormwater, landscaping, and buffering.

The subject parcel exceeds the minimum required lot size and is situated within the Williston MSD, which meets the locational criteria for assigning the Commercial FLU designation. Therefore, the proposed amendment is consistent

with the purpose, development standards, and locational requirements of the Commercial Future Land Use designation as outlined in the Comprehensive Plan.

Economic Element

Goal: Promote the growth of a strong, stable and prosperous economy through public and private economic development initiatives that preserves and enhances a high quality of life for the residents while protecting the natural, recreational, historical and cultural resources of the County.

Policy 3.1 Provide adequate amounts of land for future development and expansion in suitable locations for agricultural/aquacultural, commercial and industrial land uses.

Approval of the Commercial FLU designation for the subject property would expand the supply of land available for commercial uses within the Williston Municipal Service District—an area specifically planned for urban growth and the provision of supporting infrastructure and services. By increasing the availability of land designated for commercial development, the amendment promotes the County’s long-term economic development objectives, including the creation of business opportunities, services for residents, and potential job growth.

Policy 3.3 Direct and encourage commercial and industrial development in locations that are highly accessible and have adequate infrastructure to serve existing and future needs.

The Subject Property lies along US 27, a principal arterial road according to the Levy County Functional Classification Map (attachment C). While the Subject Property does not currently have access to municipal water and sewer services, it is located in close proximity to possible future expansions of city services.

Conservation Element

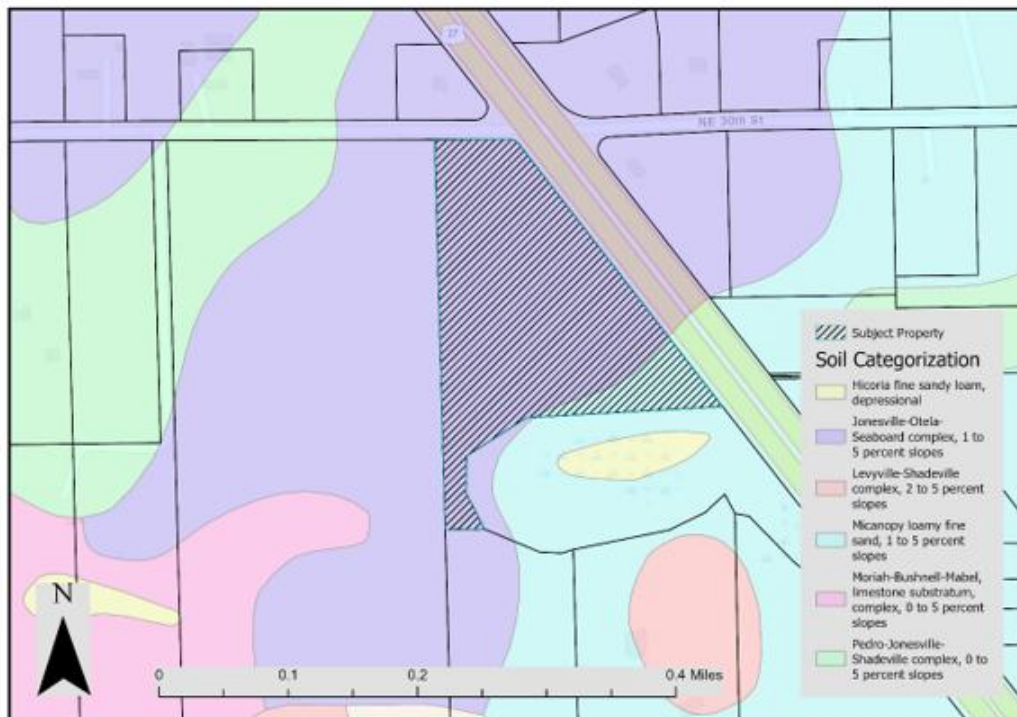
Goal: *Protect, conserve, enhance, or appropriately use the County's natural resources in a manner which maximizes their long term viability and economic, recreational and natural value.*

Policy 3.4 The Soil Survey of Levy County will be used to identify soil suitability and limitations to support land use decisions. On-site soil characteristics and constraints will be one of the determining factors in land use changes that involve the increase of intensity and density.

As shown in the table below, the USDA-NRCS soil survey indicates that approximately 94% of the soils present on the subject property exhibit favorable drainage characteristics and are classified as having very low runoff potential. These conditions are generally suitable for development and reduce the likelihood of surface water management challenges.

Property	Jonesville-Otela-Seaboard complex	Micanopy loamy fine sand
Percentage	94.3%	5.7%
Drainage Class	Well drained	Somewhat poorly drained
Runoff Class	Low	Very high
Depth to Water Table	More than 80 inches	About 18 to 30 inches
Frequency of Flooding	None	None
Frequency of Ponding	None	None

Figure 2: Subject Property Soils Map

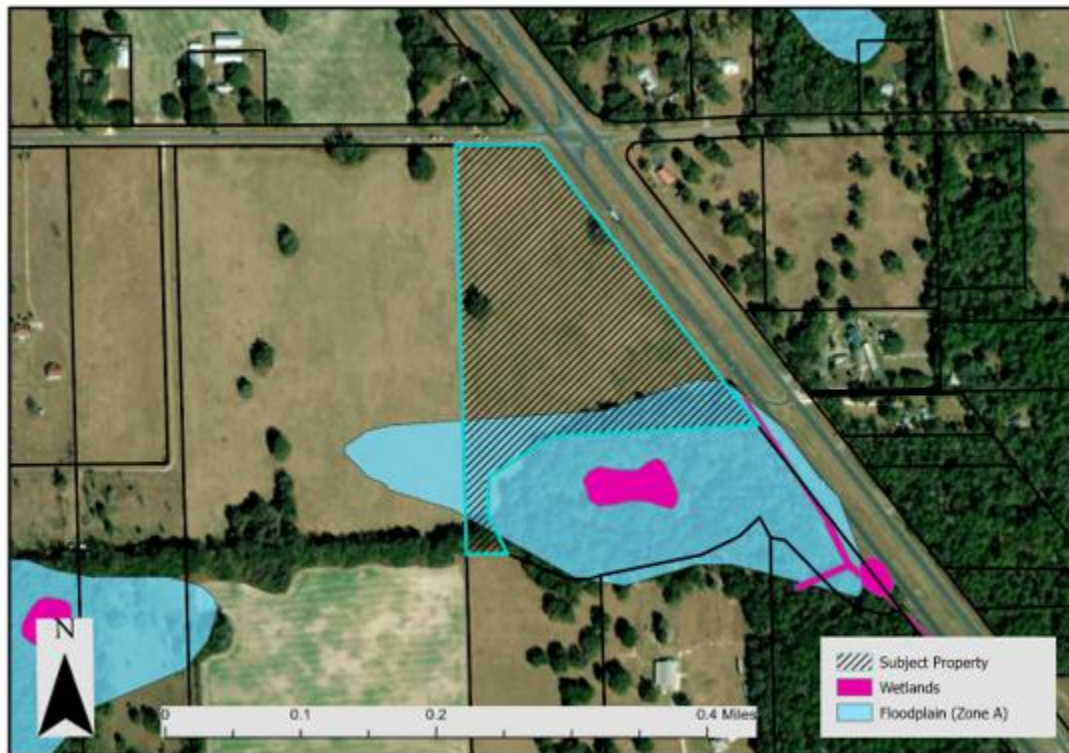


Infrastructure Element

Policy 1.1 Proposed land uses and development will be reviewed to identify natural groundwater recharge/discharge (i.e., wetlands, floodplains) areas and karst characteristics of the land using the best available data including, but not limited to, topographic maps delineating the 100- year and 10-year flood elevations and FEMA maps.

According to the FEMA National Flood Hazard Layer, a limited portion of the subject property lies within a designated “Zone A” floodplain, as illustrated in Figure 3. Zone A areas are subject to a one percent annual chance of flooding (commonly referred to as the 100-year flood). Any proposed development within this flood-prone area must adhere to the applicable requirements of the Floodplain Management provisions contained within the Levy County Land Development Regulations, including potential elevation, floodproofing, and permitting standards.

Figure 3: Subject Property Floodplain and Wetlands Map



Solid Waste Level of Service

Policy 1.8 The Level of Service Standard for solid waste is 2.8 pounds of waste generation per person, per day or an equivalent residential unit (ERU) for non-residential development. This standard will be used in determining the available facility capacity and the demand generated by proposed development.

The recently adopted 2025 Comprehensive Data and Analysis Report establishes the Level of Service (LOS) standard for solid waste in Levy County at 5.07 pounds per person per day for residential uses, or per equivalent residential unit (ERU) for non-residential developments.

According to the U.S. Environmental Protection Agency (EPA), the average solid waste generation rate is approximately 4.9 pounds per person per day for residential uses and 10.53 pounds per employee per day for commercial uses. When compared, the commercial generation rate is approximately 2.14 times greater than the residential rate.

Using the County's LOS standard of 5.07 pounds per day and applying the EPA multiplier, the estimated commercial solid waste generation rate is calculated as follows:

$5.07 \text{ lbs/day} \times 2.14 = 10.85 \text{ lbs/day per employee}$

Assuming a commercial business operates five days per week, the annual solid waste generation per employee would be:

$10.85 \text{ lbs/day} \times 260 \text{ days/year} = 2,821 \text{ pounds/year, or approximately 1.41 tons per employee per year.}$

Levy County's Class I Transfer Station has a permitted capacity of 195 tons per day. Current operational data indicates the facility is receiving an average of 114.5 tons per day, leaving a daily surplus capacity of 80.5 tons.

Based on the calculated generation rate and the available capacity at the County's solid waste facility, the proposed Future Land Use change to Commercial is not expected to adversely impact the County's ability to maintain adopted solid waste Level of Service standards. The additional demand associated with the proposed use will remain well within the existing capacity of the solid waste infrastructure.

Provision of Service in Municipal Service Districts/ Guidelines

Policy 3.3 The County will maximize the use of existing facilities using the following land development guidelines and standards in Municipal Service Districts: Land use densities and intensities shall be increased in relation to available capacity of infrastructure.

This site is not served by centralized water source at this time. Therefore, no impact is created.

Sanitary Sewer Level of Service

Policy 1.4 The County will utilize a level of service standard for sanitary sewer services to ensure the availability of services in the Municipal Service District and develop future facility design requirements.

This site is not currently serviced by a wastewater system. Therefore, no impact is created.

Road Level of Service

Policy 2.2 The peak hour level of service (LOS) standard for County and non SIS roads is “C.” New development shall bear a proportionate share of the cost of providing new or expanded public facilities and infrastructure required to maintain adopted levels of service through the County’s proportionate fair share ordinance, impact fees, site-related developer dedications, and developer contributions. The County may terminate the issuance of building permits, for non-de minimis impacts to the affected segment until the deficiency is corrected.

The Subject Property borders roads US 27 and NE 30th St. US 27 is a SIS road and is thus not subject to Policy 2.2. The recently adopted 2025 Background Data and Analysis Update Report for the Levy County Comprehensive Plan demonstrates a current LOS for NE 30th ST as LOS C meeting the LOS requirement.

Transportation Circulation Element

SIS Level of Service (LOS)

Policy 3.6 Strategic Intermodal System roads within the County shall have the following LOS standard:

Segment	Functional Class	LOS Standard	Access Management Standard
US 19 Principal	Arterial/Rural	C	SIS 4 lanes/divided Controlled Access
US 27/U.S. Alt27/SR 500	Principal Arterial/Rural	C	SIS 4 lanes/divided Controlled Access

The Subject Property borders roads US 27 and NE 30th St. US 27 is a SIS road and thus requires an LOS standard of C. The recently adopted 2025 Background Data and Analysis Update Report for the Levy County Comprehensive Plan demonstrates a current LOS for the relevant section of US 27 (Segment ID 25012) as LOS C meeting the required LOS.

Environmental Impact Analysis

The National Wetlands Inventory map (attached) indicates there are no wetlands located within the Subject Property.

The Levy County Environmentally Sensitive Lands Map (attached) indicates the subject property to is not Environmentally Sensitive. The subject property is adjacent to parcel 0515000500 which is classified as Environmentally Sensitive Lands. Sec. 50-191 *Environmental assessments; specific and cumulative impact protection* of the Levy County Land Development Codes states the following:

Except for construction of a single-family dwelling, any development contiguous to a wetland, waters of the state, a wildlife management area or preserve, marine resources or any beach or shoreline shall provide an environmental assessment of the potential environmental impacts of the development upon those ecosystems.

According to the flood information provided by the National Flood Hazard FEMA report (attached) parcel 051500010A is in flood zone A and X. Therefore, all applicable requirements of Article VI. – Flood Damage, of the Levy County Land Development Codes must be met.



According to the Levy County Historic Resource Map (attachment D) there are no historical resources located on the subject property.

Land Use Analysis

Levy County currently allocates 2,226 acres to the Commercial Future Land Use Category, representing 32% of the county's total land area. According to projections from the University of Florida's Bureau of Economic and Business Research (BEBR), the population of Levy County has reached 46,091 in 2025 and is projected to further increase to 54,238 by 2050.

Data from the Florida Department of Economic Opportunity's Bureau of Workforce Statistics and Economic Research (WSER) indicates that over 72% of Levy County's labor force commutes outside the county for employment. This underscores a significant need for additional local job opportunities. The proposed changes to future land use are intended to address this need by facilitating the creation of more jobs within Levy County.

Urban Sprawl Analysis

Florida Statute 163 defines Urban Sprawl as a pattern of development characterized by low density, reliance on automobiles, and minimal distinction between urban and rural areas. To address this, Levy County has designated Municipal Service Districts around each municipality to support high-density, mixed-use development. This approach encourages compact growth, helps preserve agricultural lands, and supports the creation of diverse, well-connected communities.

The proposed Future Land Use Amendment aims to unify existing commercial areas with newly designated commercial lands within the Municipal Service District. This effort is intended to promote compact, efficient development while preventing the spread of commercial uses into the County's agricultural and forestry areas.



Staff Findings

Petition SSA 25-02 has been evaluated pursuant to the criteria outlined in Policy 11.1 of the Levy County Comprehensive Plan. Based on this review, staff finds that the proposed Future Land Use amendment is consistent with the applicable requirements outlined in that policy.

Recommendations From the Planning Commission

Following the Public Hearing held July 28, 2025, the Planning Commission recommended that the Board of County Commissioners **DENY** Petition SSA 25-02.



Attachment A – National Wetlands Inventory Maps



U.S. Fish and Wildlife Service

National Wetlands Inventory

SSA Air 22



June 26, 2025

Wetlands



Estuarine and Marine Deepwater



Estuarine and Marine Wetland



Freshwater Emergent Wetland



Freshwater Forested/Shrub Wetland



Freshwater Pond



Lake



Other



Riverine

This map is for general reference only. The US Fish and Wildlife Service is not responsible for the accuracy or currentness of the base data shown on this map. All wetlands related data should be used in accordance with the layer metadata found on the Wetlands Mapper web site.

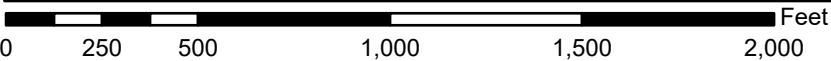


Attachment B – FEMA National Flood Hazard Map

National Flood Hazard Layer FIRMMette



82°25'19"W 29°22'41"N



1:6,000

82°24'42"W 29°22'9"N

Basemap Imagery Source: USGS National Map 2023

Legend

SEE FIS REPORT FOR DETAILED LEGEND AND INDEX MAP FOR FIRM PANEL LAYOUT

SPECIAL FLOOD HAZARD AREAS		Without Base Flood Elevation (BFE) Zone A, V, A99
		With BFE or Depth Zone AE, AO, AH, VE, AR
		Regulatory Floodway
OTHER AREAS OF FLOOD HAZARD		0.2% Annual Chance Flood Hazard, Areas of 1% annual chance flood with average depth less than one foot or with drainage areas of less than one square mile Zone X
		Future Conditions 1% Annual Chance Flood Hazard Zone X
		Area with Reduced Flood Risk due to Levee. See Notes. Zone X
		Area with Flood Risk due to Levee Zone D
OTHER AREAS		NO SCREEN Area of Minimal Flood Hazard Zone X
		Effective LOMRs
GENERAL STRUCTURES		Area of Undetermined Flood Hazard Zone D
		Channel, Culvert, or Storm Sewer
		Levee, Dike, or Floodwall
OTHER FEATURES		20.2 Cross Sections with 1% Annual Chance Water Surface Elevation
		17.5 Cross Sections with 1% Annual Chance Water Surface Elevation
		Coastal Transect
		Base Flood Elevation Line (BFE)
		Limit of Study
		Jurisdiction Boundary
		Coastal Transect Baseline
		Profile Baseline
MAP PANELS		Digital Data Available
		No Digital Data Available
		Unmapped



The pin displayed on the map is an approximate point selected by the user and does not represent an authoritative property location.

This map complies with FEMA's standards for the use of digital flood maps if it is not void as described below. The basemap shown complies with FEMA's basemap accuracy standards

The flood hazard information is derived directly from the authoritative NFHL web services provided by FEMA. This map was exported on 6/26/2025 at 4:14 PM and does not reflect changes or amendments subsequent to this date and time. The NFHL and effective information may change or become superseded by new data over time.

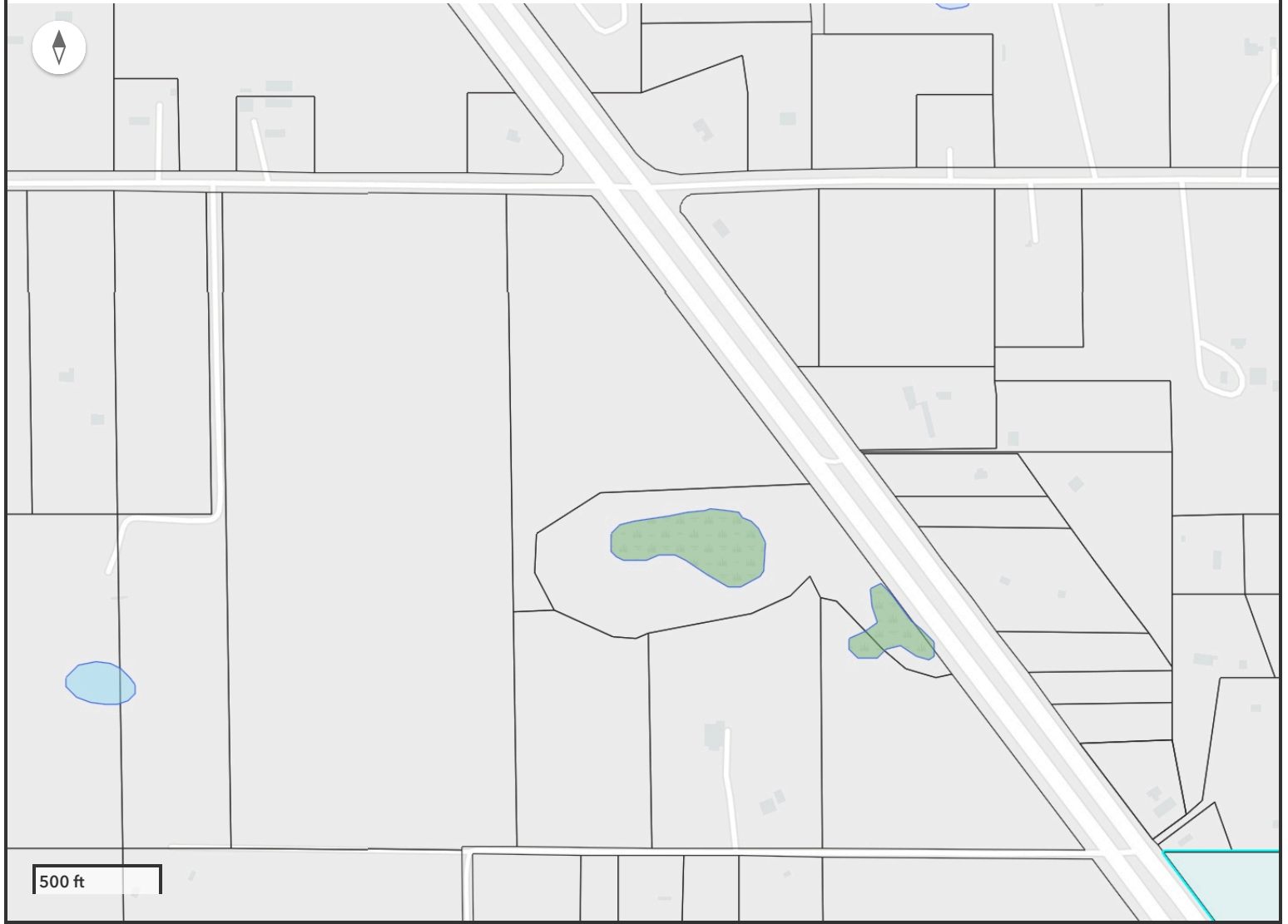
This map image is void if the one or more of the following map elements do not appear: basemap imagery, flood zone labels, legend, scale bar, map creation date, community identifiers, FIRM panel number, and FIRM effective date. Map images for unmapped and unmodernized areas cannot be used for regulatory purposes.



Attachment C – Levy County Environmentally Sensitive Lands Map



Levy County Environmentally Sensitive Lands



Florida National Hydrography Dataset (NHD) - Waterbodies (24k)

Lakes and Ponds

Reservoir

Swamps and Marshes

FWS HQ ES Critical Habitat

Critical Habitat - Polygon Features - Final



Critical Habitat - Polygon Features - Proposed



State Manatee Protection Zones in Florida

Salt Marshes in Florida - Salt Marshes



Seagrass Habitat in Florida - Seagrass Statewide

Levy County Boundary

Water Management District Boundaries

Patchy (Discontinuous) Seagrass



SRWMD

SWFWMD

Florida State Parks Boundaries Florida Greenways and Trails System - Paddling Trails



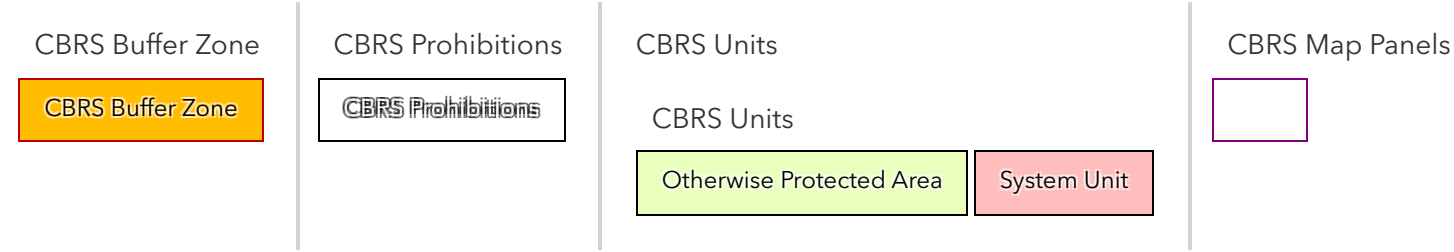
Coastal Critical Erosion Areas

Critical Critical Inlet Noncritical Noncritical Inlet

Coastal Resiliency Projects View



FWS HQ ES Coastal Barrier Resources System



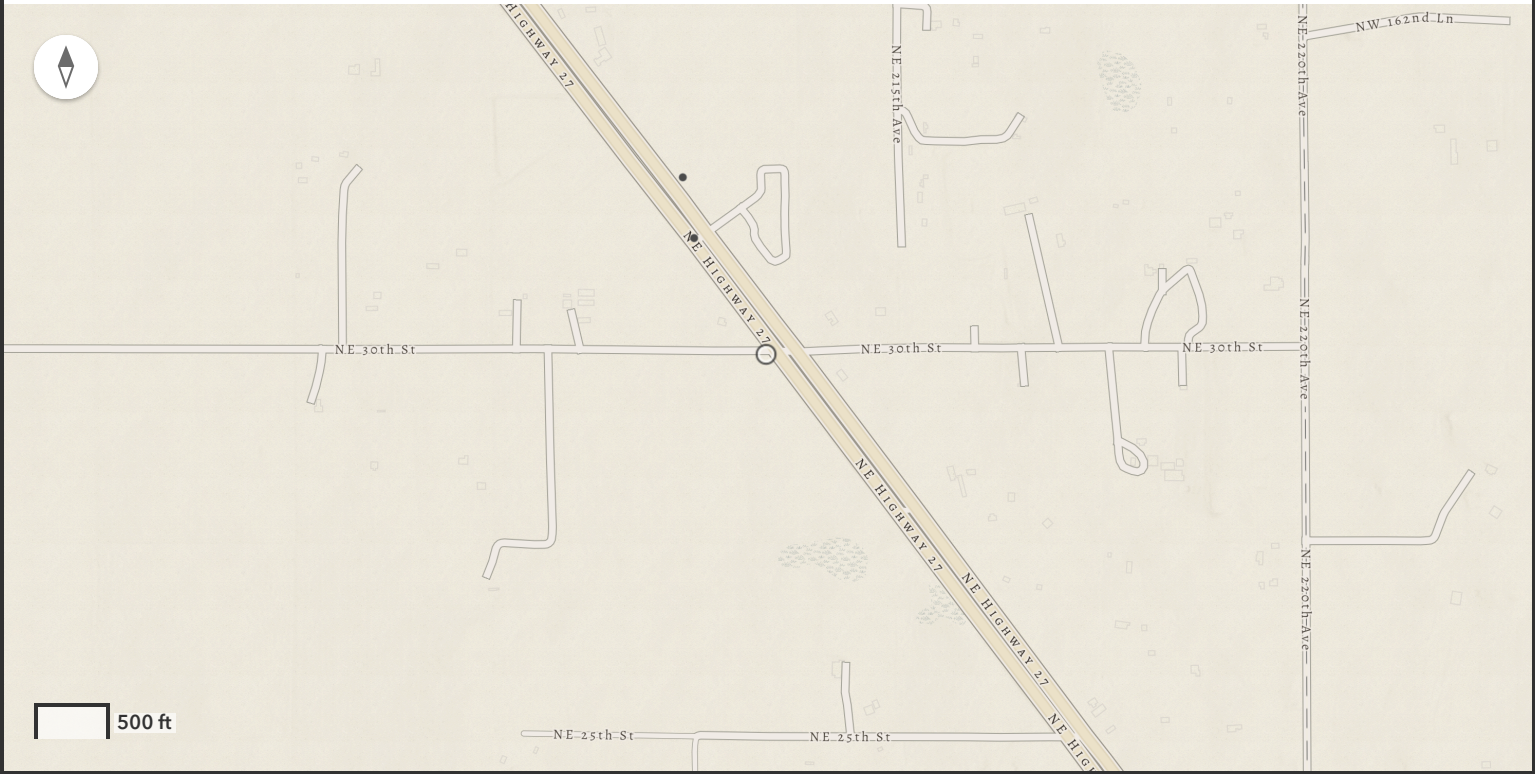
Coastal High Hazard Zone Levy Wildlife Corridor 2021 Municipality Levy County Parcel Layer





Attachment D – Levy County Historic Resources Map

Levy County Historical Resources



Levy Historic Sites
Levy Structures



Levy Bridges



Levy Cemeteries



Levy National Registry Areas



Levy National Register of Historic Places Groups



Cedar Key Points of Interest Levy_Boundary



National Register of Historic Places - Points

Building Structure District Site Object