



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
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Jacksonville, FL 32202
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Jacksonville.gov

June 6, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2024-344 Application for: Estuary PUD

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation: **Approve with Conditions**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated April 12, 2024.**
- 2. The original written description dated May 1, 2024.**
- 3. The original site plan dated April 24, 2024.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. A Traffic study may be required for future developments within this PUD at Civil Site Plan Review. All traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**
- 2. The cross section of any roadway proposed to be dedicated to City of Jacksonville shall match the City standard cross sections found in Land Development Procedures Manual**

Section Vol 3: Standard Details (January 2024) plates P-119 to P-127 unless otherwise approved by Transportation Planning Division.

Planning Department conditions:

- 1. Traffic studies shall be required for future developments within this PUD at Civil Site Plan Review. Any traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**
- 2. The cross section of any roadway proposed to be dedicated to City of Jacksonville shall match the City standard cross sections found in Land Development Procedures Manual Section Vol 3: Standard Details (January 2024) plates P-119 to P-127 unless otherwise approved by Transportation Planning Division.**
- 3. A full red-cockaded woodpecker cavity tree survey shall be conducted along northern portions of the subject property prior at the time of PUD verification.**
- 4. The following shall be recorded on the Plat for the development and in any Homeowner's Association covenants: "The planned Pablo Creek Preserve will soon be owned by the Trustees of the Internal Improvement Trust Fund (i.e., State of Florida) and the St. Johns River Water Management District (SJRWMD) and will be co-managed by SJRWMD and the City of Jacksonville. Part of the management of this publicly-owned conservation land will include using the forest management tools of prescribed burning, mechanical fuels reduction using heavy equipment, and timber harvests. Prescribed burning will create smoke, which may temporarily impact the neighborhood and surrounding areas. However, such efforts are necessary to the management of the property for reducing the potential impacts of wildfire hazards, restoring ecosystems, and enhancing wildlife habitat. All homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly Landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush, dead leaves or landscaping near homes where such homes are adjacent to forest areas. Please consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forest areas."**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mark McGowan, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Absent
Julius Harden	Aye
Mon'e Holder	Absent

Ali Marar

Aye

Jack Meeks

Aye

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

Sincerely,



Bruce E. Lewis

City Planner Supervisor – Current Planning Division

City of Jacksonville - Planning and Development Department

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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-0344 TO
PLANNED UNIT DEVELOPMENT

JUNE 6, 2024

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2024-0344** to Planned Unit Development.

Location: 0 Coconut Palm Parkway, 0 J Turner Butler Boulevard, 0 Kiwi Palm Court, 4950 20 Mile Road North, 0 Philips Highway, 14931 Philips Highway, 0 Rosewater Lane, 0 San Pablo Road, and 6586 San Pablo Road South Between Interstate-295 and the Duval County/St. Johns County Line

Real Estate Numbers: 167752 0200, 167755 0020, 167763 0020, 167764 0010, 167764 1100, 167769 0015, 167774 0000, 167775 0010, 167778 0320, 167876 0020, 167877 0000, 167886 0000, 167887 0000, 168158 0000, 168159 0000, 168160 0000, and 168177 0120

Current Zoning Districts: Agriculture (AGR)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Agriculture (AGR)

Proposed Land Use Category: Multi-Use (MU) subject to FLUE Site Specific Policy 4.3.23 (Ordinance 2024-0342) and the Estuary, LLC Conceptual Master Plan, dated May 1, 2024 (Ordinance 2024-0343)

Planning District: District 3 – Southeast

Council District: District 11

Applicant/Agent: Paul Harden, Esq.
Law Office of Paul M. Harden
1431 Riverplace Boulevard, Suite 901
Jacksonville, FL 32207

Owner: Harry Francis
Estuary, LLC & BJD Timberlands, LLC
4310 Pablo Oaks Court
Jacksonville, FL 32224

Staff Recommendation: APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2024-0344** seeks to rezone approximately 11,047.38± acres of land from Agriculture (AGR) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of a Multi-Use Masterplan that includes commercial, office, institutional, single and multi-family residential neighborhoods with active and passive recreation. The development will be subject to FLUE Site Specific Policy 4.3.23 (The Estuary, LLC Conceptual Master Plan) with development not to exceed 2,250 multi-family units, 7,892 single-family units, and 690,000 square feet of commercial.

There is a companion Land Use Amendment, **2024-0342 (L-5861-23A)**. The proposed LUA is for 11,047.38± acres from Agriculture (AGR) to Multi-Use (MU) subject to FLUE Policy 4.3.23. There is also a concurrently pending Conceptual Master Plan, the Estuary, LLC Conceptual Master Plan, dated May 1, 2024 (**Ordinance 2024-0343**).

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

(A) Is the proposed zoning district consistent with the 2045 Comprehensive Plan?

Yes. The Planning and Development Department finds that the subject property is located in the Agriculture (AGR) land use category. However, there is a companion Application for Large-Scale Land Use Amendment to the Future Land Use Map Series (**L-5861-23A**) that seeks to amend the site to Multi-Use (MU) subject to FLUE Policy 4.3.23 (**Ordinance 2024-0342**) and the Estuary, LLC Conceptual Master Plan, dated May 1, 2024 (**Ordinance 2024-0343**).

The approximately 11,047.38 acre subject site is undeveloped land located in the Southeast Planning District and within the boundaries of Council District 11. The site is located in southeast Jacksonville, between J. Turner Butler Boulevard and Interstate 295 abutting the Duval/St. Johns County line. The subject property is located within the Rural Development Area.

The applicant seeks to rezone from AGR to PUD to provide for a Multi-Use Masterplan. The companion land use amendment request is to change the land use of the site from AGR in the Rural Area to MU subject to site specific FLUE Policy 4.3.23 in the Suburban Area. The MU land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan. The intent of the master plan requirement is to provide a long-range development plan that identifies the intended distribution, location, densities and intensities of residential and non-residential development. The applicant has submitted a companion Conceptual Master Plan for the property with Ordinance 2024-343.

Proposed FLUE Policy 4.3.23

In accordance with Ordinance **2024-342**, which designates an 11,047.38-acre MU land use category on the Future Land Use Map, the owner or authorized agent shall develop a conceptual long-term master plan addressing the entire 11,047.38-acre site. The conceptual master plan shall be subject to review and approval by the City Council prior to submittal of land development reviews and approvals. Development within the site shall be consistent with the conceptual master plan, and development shall not be permitted until such time as a conceptual master plan is approved by the City Council.

The permitted uses include a variety of single-family and multi-family residential, and neighborhood and regional commercial centers. More specifically, uses consistent with the following land use categories are permitted: Low Density Residential (LDR), Medium Density Residential (MDR), Residential-Professional-Institutional (RPI), Community/General Commercial (CGC), Recreation and Open Space (ROS) and Conservation (CSV), all consistent with the Multi-Use Land Use Category.

The following specific densities and intensities are permitted consistent with the Multi-Use Land Use Category:

Single-Family Residential (DU)	7,892
Multi-Family Residential (DU)	2,250
Commercial/Office Uses (GSF)	690,000

Development shall be limited to the lesser of either the entitlements listed in this policy or the entitlements adopted into the approved master plan.

The conceptual master plan may include a land use conversion process that allows for the modification of the above densities and intensities, provided a conversion/exchange table is submitted to and approved by the Planning and Development Department.

The proposed PUD is consistent with the proposed MU land use category pursuant to FLUE Policy 4.3.23 (Ordinance 2024-342) and the Conceptual Master Plan (Ordinance 2024-343).

(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

Yes. The proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element:

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

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

Objective 1.2 Manage the use of land in the City by approving new development and redevelopment only if necessary public facilities are provided concurrent with the impacts of development. Ensure the availability of adequate land suitable for utility facilities necessary to support proposed development. Verify prior to development order issuance that all new development and redevelopment will be served with potable water, wastewater, solid waste disposal, stormwater management facilities, and parks that meet or exceed the adopted Levels of Service established in the Capital Improvements Element.

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.

Recreation and Parks - Pablo Creek Preserve

The amendment site is located adjacent to the southern boundary of the Pablo Creek Preserve and, as such, the land use amendment application was routed to the Parks, Recreation and Community Services Department for review and comment. The Parks, Recreation and Community Services Department provided the following comments:

Parks, Recreation and Community Services Department Review:

- The St. Johns River Water Management District and City of Jacksonville will co-manage Pablo Creek Preserve with SJRWMD managing the natural resources and COJ managing public recreation. Part of the management of this site may include timber harvesting, mechanical wildland fuels treatment and prescribed burning for resource enhancement and to reduce the potential impacts of wildfires. Prescribed burning will create smoke, which may temporarily impact neighborhoods and surrounding areas. However, such efforts are necessary to the management of these lands for wildlife, resource protection and recreational uses. All future, adjacent homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush, dead leaves or landscaping near homes where such homes are adjacent to forest areas. Implementing specific FireWise vegetation management strategies will be key in the wildland-urban interface, including defensible space parameters and non-flammable fencing. Please consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forested lands. On page 42 of the PUD application, we want to "require", not just request, that all future homeowners within a 2-mile distance of Pablo Creek Preserve must sign an acknowledgement form that prescribed fire will occur on adjacent conservation land that may impact the development with smoke.
- Additional development may affect surface and ground water quality, which may impact the Pablo Creek watershed. The area is currently natural, so the planned development may have wetland, storm water and ground water impacts. Request that tree, wetland and storm water impacts be minimized to the extent possible and proper mitigation techniques be followed. Recommend an environmental assessment be conducted to inventory listed or imperiled plant and animal species prior to development; if listed species are found, recommend following a habitat conservation plan for protection, or mitigation alternatives. Recommend riparian buffer areas around any natural wetland or river tributary.
- We request at least 50' natural, vegetated buffer be maintained along the development property's common boundary with the Preserve and limit building heights to avoid tall structures overlooking the Preserve in order to protect the nature experience and viewshed by park visitors. In addition, the development should manage that buffer strip with mechanical treatments on a 5-year interval.
- We also look forward to reviewing future versions of the development master plan once recreational amenities are envisioned so we can evaluate how they might compliment and/or connect to the Preserve.

Flood Zones

Approximately 34.5 acres of the subject site is within the AE-Floodway, 6.2 acres is within the A Flood Zone, 483.3 acres is within the AE Flood Zone, 2,948.2 acres is within the AO Flood Zone and 206.1 acres is located in the 0.2 Percent Chance Annual Hazard Area. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE-Floodway are areas within the 100-year floodplain or SFHA where flood insurance is mandatory if construction is allowed within the floodway. Areas located within AE Floodway zones should be left intact as construction and filling within these areas is severely restricted.

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

The AO Flood Zone are areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone.

The 0.2 PCT Annual Chance Flood Hazard area is within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are 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.

(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(1) Consistency with the 2045 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Agriculture (AGR). There is a companion Application for Large-Scale Land Use Amendment to the Future Land use Map Series **2024-0342 (L-5861-23A)** that seeks to amend 11,047.38± acres to Multi-Use (MU) subject to FLUE Site Specific Policy 4.3.23 (**Ordinance 2024-0342**) and the Estuary, LLC Conceptual

Master Plan, dated May 1, 2024 (**Ordinance 2024-0343**). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (B).

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

Currently, there is nothing in the Concurrency system regarding this proposed development. The agent/owner would need to submit a Mobility application and a CRC application to the Concurrency & Mobility Management System Office for review, assessment, approval.

This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

(3) Allocation of residential land use

This proposed Planned Unit Development request to permit the development of a Multi-Use Masterplan that includes commercial, office, institutional, single and multi-family residential neighborhoods with active and passive recreation. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposal Planned Unit Development shall be based on the following factors:

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The proposed development will provide active recreation/amenities for subdivisions at a ratio of a minimum of one (1) acre of useable uplands for every 100 single family detached lots cumulatively throughout the PUD. Active recreation/amenities for multi-family shall be provided at a ratio of a minimum of 150 square feet of recreation area per townhome unit.

Due to the size of the proposed development and the maximum number of allowed units the PUD will include multiple amenity sites containing a minimum of five (5) acres of active recreation. Up to 250 lots can be platted, developed and occupied without active recreation. Prior to final plat approval for the 250th lot, either an active recreation amenity must be under construction, a performance/construction bond in a form acceptable to the City shall be provided, or the platted lots will be served by other active recreation areas at the above minimum required ratios as applicable to the type of residential units.

The use of existing and proposed landscaping: Landscaping and tree protection shall be provided in accordance with the Jacksonville Ordinance Code, with the following additional and superseding provisions specifically noted to address the integrated mixed-use design qualities of the PUD. Landscaping standards shall be applied taking into consideration all proposed uses and the entire PUD development parcels. For individual uses, which may own their sites in fee simple, required landscaping may be provided “off-site” within the PUD development parcels and may be shared with other uses, so long as the PUD in its entirety provides sufficient landscaping for all proposed uses. Landscape standards shall be applied within the PUD without regard to property ownership boundaries which may exist among individual uses.

1. Buffers

Section 656.1216 of the City’s Ordinance Code requires buffers for uncomplimentary land uses and zones. Due to the compact multi-use nature of this PUD, all internal uses within the PUD are considered compatible with each other and no buffers between such internal uses are required.

2. Roadway Buffers

An average 20-foot wide roadway buffer shall be provided along collector roadways except where adjacent to commercial, amenity center uses or stormwater management facilities. The roadway buffer may include natural or planted vegetation and/or a masonry wall to screen adjacent development. If a masonry wall or fence is constructed within the roadway buffer, then the wall or fence shall be six to eight feet in height. The requirement for relief every 100 linear feet shall not apply so long as the landscaping on the roadway side of the wall or fence complies with the following minimum standards:

- a. a durable opaque landscape screen along at least 75 percent of the street frontage excluding driveways and sight lines. The screen shall be no less than 3 feet in height measured from the property line grade two years after installation;
- b. a minimum of one tree, a minimum of 4 DBH or greater, planted or preserved every 80 linear feet of street frontage; and
- c. the remainder of the buffer area shall be landscaped with trees, shrubs, groundcovers, grass, or mulch, except that mulch shall not exceed 25 percent of the total buffer area. Roadway buffers are not required where roads cross, or are adjacent to, wetlands or other conservation areas.

3. Perimeter Landscaping:

Driveways to Streets The maximum width of any driveway not containing a landscaped island through the perimeter landscape area shall be forty-eight (48) feet, measured beyond turn lanes to allow for return radii and turn lanes to accommodate safe ingress/egress.

4. Perimeter Vehicle Use Area Buffer

A ten (10) foot buffer shall be provided between public rights of way and vehicle use areas. Parking space depth along the perimeter vehicle use area buffer may be reduced from eighteen (18) feet to sixteen (16) feet provided that the additional two (2) feet of parking depth is added to the width of the landscape buffer.

5. "FireWise"

Residents adjacent to forested lands will be encouraged to maintain landscaping to prevent the accumulation of flammable planting or debris near homes. Acknowledgements will be requested of homeowners adjacent to Pablo Creek Reserve the controlled burning may occur there.

The treatment of pedestrian ways: Sidewalks shall be provided as required in the Comprehensive Plan. Additional pedestrian, bicycle, and golf cart paths are proposed along collector roadway to connect the residential areas to the commercial and amenity areas within the community.

Focal points and vistas: The proposed development is divided into single family, multi-family and commercial development areas with each use not exceeding the maximum allowed units and commercial space as described in the Estuary, LLC Conceptual Master Plan.

The use of topography, physical environment and other natural features: There are approximately 66 acres of Category I and 177.60 acres of Category II wetlands located at the northern end of the site and are associated with Box Branch and Pablo Creek. There are approximately 6,916.85 acres of Category III wetlands scattered throughout the rest of the property. Based on the submitted site plan, approximately 6,057 acres of land will be placed into Conservation.

Traffic and pedestrian circulation patterns: The City's policy for the MU land use category requires the owner to develop a conceptual long-term master plan addressing the entire property. FDOT has had meetings with the applicant and reviewed the major transportation corridors with the 11,047 acre property and the multiple connection points to the existing transportation network. Per the FDOT letter dates April 24, 2024, FDOT believes the proposed internal transportation facilities and connections to the external transportation network are an appropriate plan for the development subject to meeting FDOT standards, final engineering, permitting, and approvals.

The application was routed to the Transportation Planning Division and the following were comments received:

The subject site is 11,047.38 acres and is accessible from Philips Highway (US-1 / SR-5), an arterial facility. Philips Highway between Race Track Road and 9B is currently operating at 74% capacity. This segment currently has a maximum daily capacity of vehicles per day of 39,800 (vpd) and average daily traffic of 29,500 vpd.

The applicant requests 7,892 SF DUs (ITE Code 210), 2,250 MF DUs (ITE Code 220), and 690,000 SF of commercial (ITE Code 820), which could produce 102,100 daily trips.

This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

The application was also routed to the City's Traffic Engineering and the following were comments received:

- Alleys and rear yard requirements for units with garages facing rear with alley access shall be wide enough for the vehicles to physically enter and exit the garage.
- Alleys shall not be dedicated to the City of Jacksonville.
- Any parking created on right of way proposed to be dedicated to the City of Jacksonville shall be reviewed and approved by the Chief of the Engineering Division.
- Traffic studies may be required for future developments within this PUD at Civil Site Plan Review. Any traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
- The cross section of any roadway proposed to be dedicated to City of Jacksonville shall match the City standard cross sections found in Land Development Procedures Manual Section Vol 3: Standard Details (January 2024) plates P-119 to P-127 unless otherwise approved by Transportation Planning Division.

The use and variety of building groupings: As previously mentioned, the proposed development is divided into single family, multi-family, and commercial development areas with each use not exceeding the maximum allowed units and commercial space as described in the Estuary, LLC Conceptual Master Plan. The Written Description designates three development area types:

- **Residential Areas:** Single Family detached and Multi-Family uses and related amenities and uses, as described in Section IV.D and E below, Areas 2, 3, 6, 7, 8, 10, 11, 12, 15, and 16, shall be permitted on all areas shown as Residential on the PUD Site Plan. Accessory uses and structures, as described in Section IV.I. below, shall be allowed on all single-family areas as shown on the PUD Site Plan as Residential Areas.
- **Mixed Use Areas:** Commercial, Multi-Family, and Single Family uses and related amenities and uses, as described in Section IV.G, F, and E. below, shall be permitted on Areas 4, 5, 9, 13, and 14, as shown on the PUD Site Plan.
- **Conservation/Open Space:** Conservation and passive open space use, as described in Section IV.H below, shall be permitted in the areas as shown on the PUD Site Plan. Jurisdictional Wetland lines will be determined by agencies, SJRWMD and ACOE, having jurisdiction over them.

The use and variety of building setback lines, separations, and buffering: Each Development Area has designated uses and specific building setbacks and lot requirements for primary structures and accessory structures.

The variety and design of dwelling types: Cumulatively, the entire development will contain a maximum of 7,892 single family units and 2,250 multi-family units. The proposed single-family lots will vary between 40 feet and 60 feet wide, and multi-family dwellings will include townhomes and apartments.

The particular land uses proposed and the conditions and limitations thereon: The Conceptual Master Plan illustrates the general distribution, location and densities/intensities of residential and non-residential development by upland parcel. Up to 7,892 single family homes,

2,250 multi-family homes and 690,000 square feet of commercial uses may be developed within the Property.

Compatible relationship between land uses in a mixed-use project: Developing the site for varying degrees of residential dwelling types and commercial/retail uses create an opportunity for unique and compact compatibility in the given area.

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: Residents adjacent to forested lands will be encouraged to maintain landscaping to prevent the accumulation of flammable planting or debris near homes. Acknowledgements will be requested of homeowners adjacent to Pablo Creek Reserve the controlled burning may occur there.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The subject site is approximately 11,047 acres and is located in southeast Jacksonville, between J. Turner Butler Boulevard, Interstate 295 and the Duval/St. Johns County line. The property to the west was rezoned in 2023 under PUD Ordinance 2023-0069-E for a multi-use master planned community similar to this proposed rezoning. The property to the south was rezoned in 2015 under PUD Ordinance 2015-0282-E for a single-family subdivision. To the east of the subject property is the Duval/ St Johns County line, and to the north is the Pablo Creek Preserve.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	AGR	AGR	Pablo Creek Preserve
South	CSV/MU	PUD: 2015-0282	Single Family Subdivisions
East	N/A	N/A	County Line
West	MU	PUD: 2023-0069	Multi-Use Master Planned Community

(6) Intensity of Development

The proposed development would be consistent with the proposed Multi-Use Masterplan that includes commercial, office, institutional, single and multi-family residential neighborhoods with active and passive recreation subject to FLUE Site Specific Policy 4.3.23 the Estuary, LLC Conceptual Master Plan. The PUD is appropriate at this location and is consistent with the surrounding uses.

The availability and location of utility services and public facilities and services:

According to the applicant, the site will utilize JEA centralized water and sewer services. The Estuary, LLC Conceptual Master Plan (**Ordinance 2024-0343**), being processed concurrently with this PUD zoning, describes the strategy for providing centralized utilities for water and sewer service throughout the planning area and demonstrates coordination with JEA in developing the utility strategy.

JEA issued the following comments per memo dated May 23, 2024 Water, sewer, reclaimed water and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

Additional service and design elements will be addressed following applicant’s construction plan review submittal.

School Capacity:

Based on the Development Standards for impact assessment, the 11,047± acre proposed PUD rezoning has a development potential of 10,142 units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

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

School Impact Analysis
PUD 2024-0344

Development Potential: 10,142 Residential Units

School Type	CSA	Current Enrolling 20 Day Count 2023-24	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats CSA	Adjacent CSA 3&4 Available Seats
Elementary	5	8,254	84%	1,267	88%	2,272	1,792
Middle	5	2,210	80%	517	69%	876	731
High	5	7,860	98%	750	91%	1,207	762
Total New Students				2,534			

Total Student Generation Yield: 0.250

Elementary: 0.125

Middle: 0.051

High: 0.074

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

Public School Facilities Element

Policy 2.3.2

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

Policy 2.3.3

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

Objective 3.2

Adopted Level of Service (LOS) Standards

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

Policy 3.1.1

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

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2023/24)	CURRENT UTILIZATION (%)	4 YEAR PROJECTION
Greenland Pines ES #249	5	422	957	654	68%	73%
Lorretto ES #30	5	422	1,208	1,004	83%	84%
Bartram Springs ES #161	5	422	964	1,188	123%	139%
Twin Lakes Academy MS #253	4	517	1462	1,056	72%	67%
Atlantic Coast HS #268	5	750	2543	2,532	100%	86%

NOTES:

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

² Student Distribution Rate

ES-.125
MS-.051
HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

³ Does not include ESE & room exclusions

⁴ The proposed Big Creek Timber development crosses three elementary school boundaries per the "Non-binding Preliminary Development Plan". As the project is refined, and specific parcel/pods are disclosed, the baseline analysis will be updated accordingly.

(7) Usable open spaces plazas, recreation areas.

Active recreational amenities may include parks, open space, pedestrian walks and trails, bikeways, and other recreational structures and uses located within the PUD as well as any amenity/recreation center, pool, cabana/clubhouse, and similar uses. The active recreation/amenities for subdivisions will be provided at a ratio of a minimum of one (1) acre of useable uplands for every 100 single family detached lots cumulatively throughout the PUD. Active recreation/amenities for multi-family shall be provided at a ratio of a minimum of 150 square feet of recreation area per multi-family unit.

The PUD will include multiple public and private amenity sites containing a minimum of five (5) acres of active recreation. Up to 250 lots can be platted, developed and occupied without active recreation. Prior to final plat approval for the 250th lot, either an active recreation amenity must be under construction, a performance/construction bond in a form acceptable to the City shall be provided, or the platted lots will be served by other active recreation areas at the above minimum required ratios as applicable to the type of residential units.

The preliminary site plan(s) submitted to the Planning and Development Department for verification of substantial compliance with this PUD shall contain specifications demonstrating compliance with these standards cumulatively throughout the PUD. Documentation and

instrumentation providing for ownership and maintenance of the above-described common facilities will be provided to the Planning and Development Department prior to preliminary engineering approval.

Potential connections to Pablo Creek Preserve will be coordinated with the City and SJRWMD.

(8) Impact on wetlands

Review of City's GIS data and the Florida Land Classification System (FLCCS) map provided by the applicant's Wildlife Assessment Report indicates the potential existence of wetlands on the subject site and as such, 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. The land use application was reviewed and approved by the Waterways Commission on October 12, 2023.

Wetlands Characteristics:

Approximate Size:

66.00 acres; Category I Wetlands
177.60 acres; Category II Wetlands
6,916.85 acres; Category III Wetlands

General Location(s):

Category I wetlands (66.00 acres) and Category II wetlands (177.60 acres) are located at the northern end of the application site and are associated with Box Branch and Pablo Creek. While the Category III wetlands (6,916.85 acres) are scattered throughout the rest of the property.

Quality/Functional Value:

Category I wetlands is a salt marsh which has an extremely high functional value due to its water filtration attenuation of coastal waters and reduction of storm surge in coastal high hazard areas during cataclysmic coastal storms.

The Category II wetlands have an extremely high functional value for water filtration attenuation and flood water capacity, are located within the 100-year AE and AE floodway zones and have a direct impact on the City's waterways.

The Category III wetlands have a medium to high functional value for water filtration attenuation and stormwater capacity. Some of these wetlands are

located are isolated pockets and not associated with flood zones. Some wetlands are in the A, AE and AO Flood Zones and the 0.2 Percent Flood Hazard Area associated but have an indirect impact to the City's waterways. The soils of these wetlands are depressional and if flooded the floodwaters do not drain back into the creek but dissipate by percolation into the soil and high water table.

Portions of the Category III wetlands are Cypress Swamps (241.4 acres) located throughout the property in small, isolated pockets. They are unique to the other wetlands because of the vegetation and are natural stormwater retention basins due to their depressional topography. Because of that characteristic and its high water filtration attenuation, the cypress swamps have a high functional value.

Soil Types/
Characteristics:

Category I Wetland Soils

(68) Tisonia mucky peat – The Tisonia series consists of nearly level, very poorly drained, organic soils. These soils formed from nonwoody, halophytic plant remains underlain by fine textured sediments. They are in tidal marshes. The soil is very slowly permeable. The high water table generally is at or near the surface, and areas are flooded twice daily by fluctuating tides for very brief periods.

Category II Wetland Soils

(40) Maurepas muck, frequently flooded – The Maurepas series consists of nearly level, very poorly drained, organic soils formed in decomposed organic materials. These soils are located in flood plains and are influenced by tidal action. The soil is rapidly permeable. The high water table generally is at or near the surface, and areas are subject to frequent flooding for brief periods.

(49) Pamlico muck, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in decomposed organic material underlain by thick

loamy and sandy marine and fluvial sediments. They are on flood plains and depressions. The soil is moderately permeable. The high-water table generally is at or near the surface.

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

Category III Wetland Soils

(22) Evergreen-Wesconnett complex – The Evergreen and Wesconnett series consists of nearly level, very poorly drained, soils. The Evergreen soils formed in decomposed organic materials underlain by thick sandy marine sediments while the Wesconnett soils formed in thick sandy marine sediments. Both soils are located in depressions and are moderately permeable and moderately slowly permeable. The high water table is at or above the soil surface for very long periods.

(35) Lynn Haven fine sand, 0 to 2% slopes – The Lynn Haven series consists of nearly level and gently sloping, very poorly drained soils. This soil is formed in thick deposits of marine sediment and are located in seep areas on side slopes. The soil is moderately permeable and moderately rapidly permeable. Generally, the high-water table is at or near the surface.

(49) Pamlico muck, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in decomposed organic material underlain by thick loamy and sandy marine and fluvial sediments. They are on flood plains and depressions. The soil is moderately permeable. The high-water table generally is at or near the surface.

(62) Rutlege mucky fine sand, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in

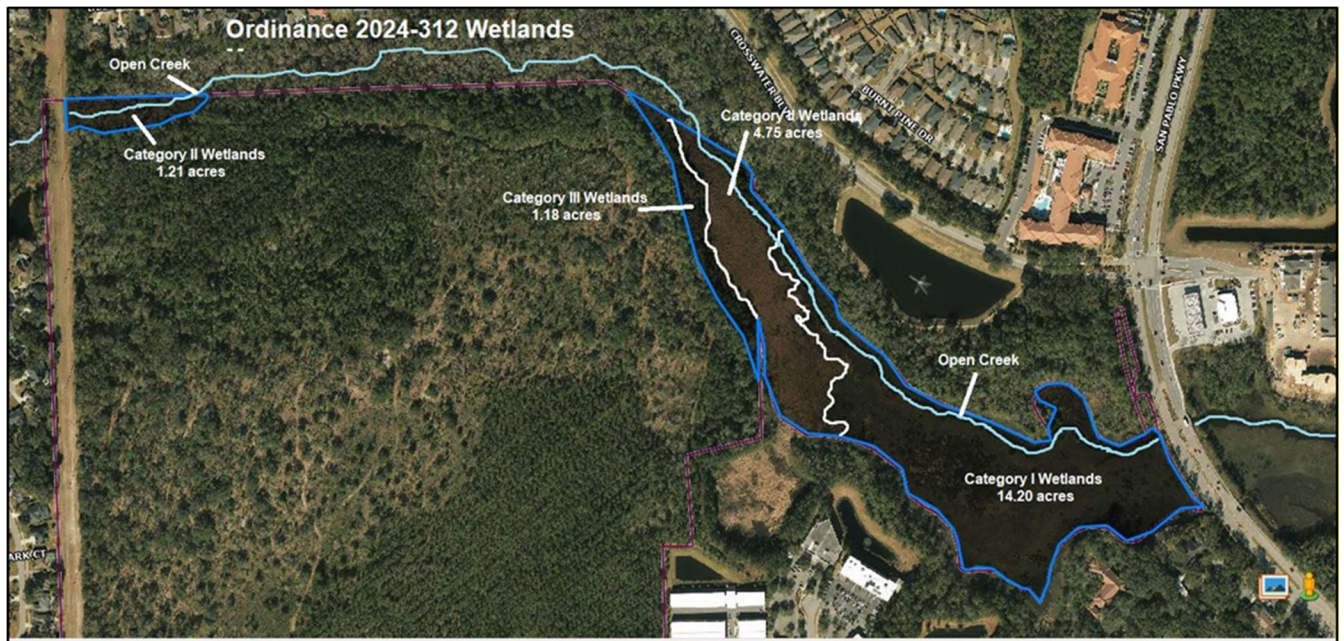
thick sandy marine sediments and are located in depressions. The soil is rapidly permeable. The high-water table generally is at or near the surface.

(81) Stockade fine sands loam, depressional: The Stockade series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. They are located in depressions and are slow permeable sandy and loamy marine sediments. Generally, the high water table is generally at or above the soil surface for very long periods of time.

(87) Dorovan muck, depressional – The Dorovan series consists of nearly level, poorly drained, organic soils. This soil is formed in decomposed organic materials. They are located in depressions and are moderately permeable. Generally, the high water table is at or above the surface for very long periods.

Wetland Category:	Category I, II and III
Consistency of Permitted Uses:	Category I and II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.5 shown below – conservation uses permitted. Category III Wetlands: All uses subject to CCME Policy 4.1.6
Environmental Resource Permit (ERP):	Not provided by the applicant
Wetlands Impact:	The non-binding site plan provided by the applicant shows most development avoiding the wetland areas.
Associated Impacts:	The Category II wetland area coincides with the AE-floodway and the Adaptation Action Area (AAA). Some of the Category III wetlands are associated with the AE Flood Zone and the 0.2 Percent Chance Hazard Area and the Adaptation Action Area (AAA) while others are not.
Relevant Policies:	CCME Policies 4.1.3, 4.1.5 and 4.1.6

For more information regarding Conservation/Coastal Management Element, please see the attached memo from Community Planning Division.

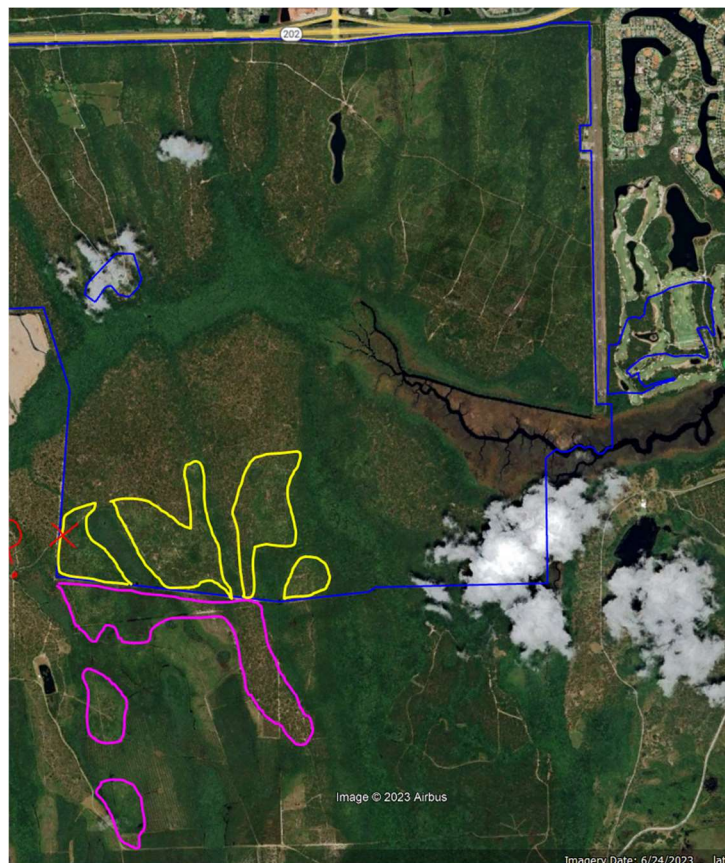


(9) Listed species regulations

The applicant submitted a Listed Wildlife and Habitat Assessment Report dated August 1, 2023. The Eastern Ddot Property was evaluated for the purpose of assessing on-site habitats and vegetative communities and to identify and document the presence of any state or federally protected wildlife species occurring on-site. During the listed wildlife site assessment, OE biologists conducted meandering pedestrian transects and stationary observation posts throughout each on-site habitat type to observe the potential presence of listed wildlife species. OE biologists documented five state or federally listed wildlife species during the site assessment, gopher tortoise, little blue heron, sandhill crane, wood stork, and American alligator, utilizing the property during the on-site assessment. Additionally, bald eagles were observed utilizing the property. If a USACE, SJRWMD, FDEP and/or local government permits are required for the project, USFWS and/or FWC may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, bald eagle, gopher tortoise, eastern indigo snake, wood stork, little blue heron, tricolored heron, Florida sandhill crane, and red-cockaded woodpecker. If state or federal permits are not required, USFWS and/or FWC consultations regarding listed wildlife species will be at the discretion of the applicant.

The application was forwarded to the Parks, Recreation, and Community Services Department on May 22, 2024, and the following comment was received regarding listed species regulations:

- The red-cockaded woodpecker (RCW) is a Federally endangered species. RCW cavity trees/clusters have been observed along the southern boundary of the future Pablo Creek Preserve (yellow outlined areas in map image below) and nearly identical habitat is present immediately south on the PUD application site (pink outlined areas). It is highly likely that another cluster of RCW is present in these areas. Portions of the proposed PUD development would likely cause detrimental impacts to the RCW population due to loss of foraging habitat. USFWS requires a certain amount of foraging habitat be left around RCW clusters. The cavity trees must be protected without exception. Before any permitting for development is considered, a full cavity tree survey in that area should be required. The tree density is relatively light there, so the foraging habitat required to leave may be sizeable.



(10) Off-street parking including loading and unloading areas.

Parking will be provided in accordance with Part 6 of the City's Zoning Code with additional regulations superseding these requirements. These regulations include:

1. Vehicular parking shall be provided in garages, driveways, or common parking in accordance with the following minimum standards:

- a. Retail/Commercial and Restaurants: 4.0 spaces per 1,000 s.f. GLA
 - b. Office: 3.0 spaces per 1,000 s.f. GLA
 - c. Movie Theater: 1.0 space per 6.0 seats
 - d. Hotel: 1.0 space per room
 - e. Senior Housing: 1.0 space per 2 units/beds
 - f. Residential: 1.35 spaces per dwelling unit
2. Due to the compact, urban nature of the project that is located at a node at an interstate interchange, there shall be no maximum parking standard, retail and office uses shall not be subject to the Parking Lot Landscaping Matrix Figure B in Part 6 of the City's Zoning Code, and parking lots with 200 or more spaces shall not be required to provide a landscaped pedestrian connection from the parking lot to the entrance(s) of the buildings being served.
 3. A minimum of two (2) loading spaces per apartment or condominium development shall be provided.
 4. For multi-family residential uses, required parking may be provided in garages, driveways carports, or common parking. Tandem parking also is permitted.
 5. Bicycle parking for multi-family residential uses shall be provided at a minimum ratio of 2% of the minimum required off-street vehicular parking. Bicycle parking for attached senior housing uses shall be provided at a ratio of one space per 5 bedrooms.
 6. Shared parking is permitted to satisfy parking required for multiple uses subject to the review and approval of the Planning and Development Department.
 7. Valet parking is permitted to satisfy parking requirements when provided within 1,000 feet of the business(es) being served.
 8. On-street parking, including parallel and angled parking, is permitted throughout the PUD on approved private streets, private drives, and City roadways subject to the review and approval of the Planning and Development Department.

(11) Sidewalks, trails, and bikeways

Sidewalks shall be provided as required in the Comprehensive Plan. Additional pedestrian, bicycle, and golf cart paths are proposed along collector roadway to connect the residential areas to the commercial and amenity areas within the community.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **May 14, 2024** to the Planning and Development Department, that the Notice of Public Hearing signs **were** posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2024-0344** be **APPROVED with the following exhibits:**

1. The original legal description dated April 12, 2024.
2. The original written description dated May 1, 2024.
3. The original site plan dated April 24, 2024.

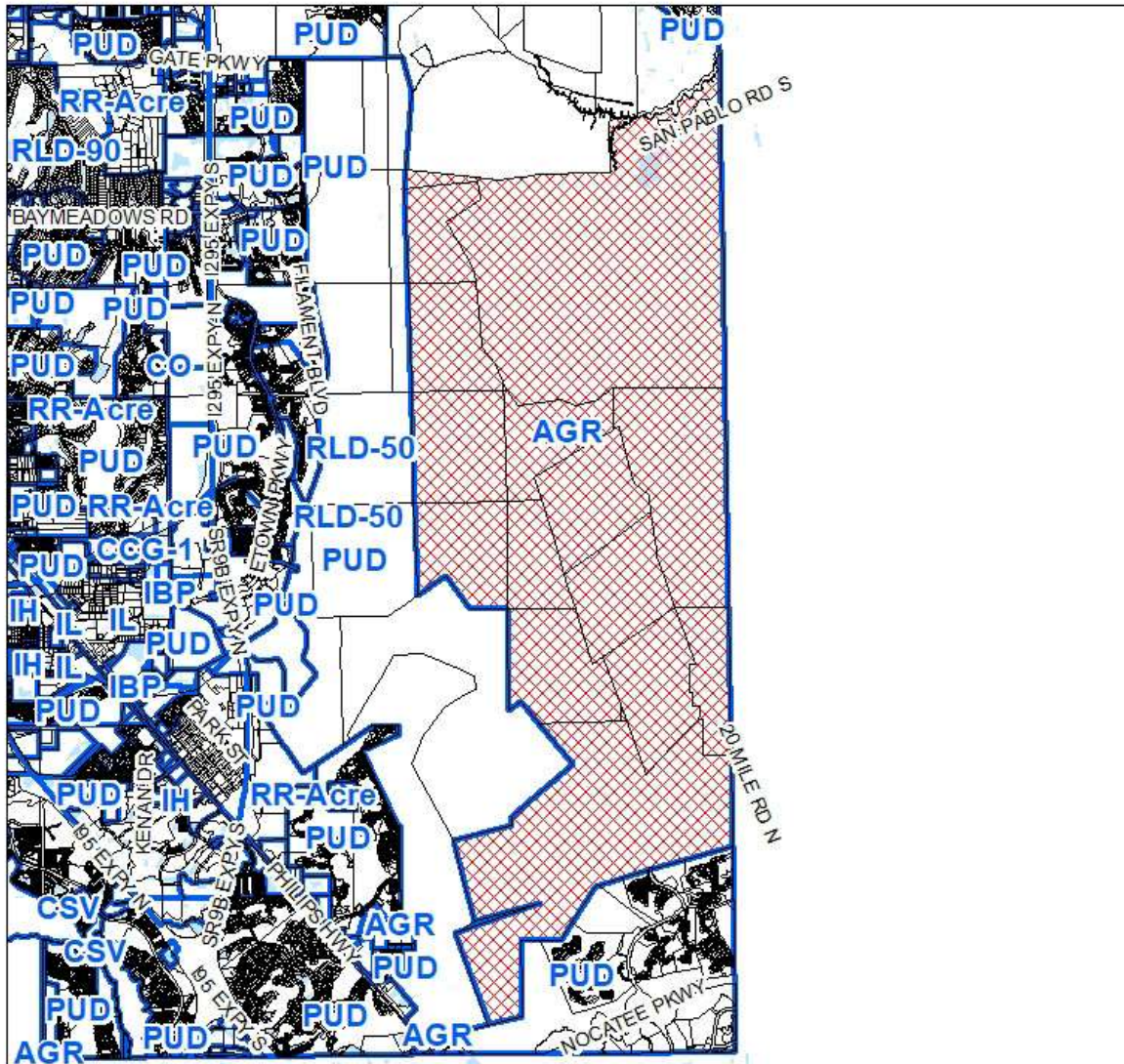
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0344** be **APPROVED WITH CONDITIONS.**

1. Traffic studies shall be required for future developments within this PUD at Civil Site Plan Review. Any traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).

2. **The cross section of any roadway proposed to be dedicated to City of Jacksonville shall match the City standard cross sections found in Land Development Procedures Manual Section Vol 3: Standard Details (January 2024) plates P-119 to P-127 unless otherwise approved by Transportation Planning Division.**
3. **A full red-cockaded woodpecker cavity tree survey shall be conducted along northern portions of the subject property prior at the time of PUD verification.**
4. **The following shall be recorded on the Plat for the development and in any Homeowner's Association covenants: "The planned Pablo Creek Preserve will soon be owned by the Trustees of the Internal Improvement Trust Fund (i.e., State of Florida) and the St. Johns River Water Management District (SJRWMD) and will be co-managed by SJRWMD and the City of Jacksonville. Part of the management of this publicly-owned conservation land will include using the forest management tools of prescribed burning, mechanical fuels reduction using heavy equipment, and timber harvests. Prescribed burning will create smoke, which may temporarily impact the neighborhood and surrounding areas. However, such efforts are necessary to the management of the property for reducing the potential impacts of wildfire hazards, restoring ecosystems, and enhancing wildlife habitat. All homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly Landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush, dead leaves or landscaping near homes where such homes are adjacent to forest areas. Please consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forest areas."**



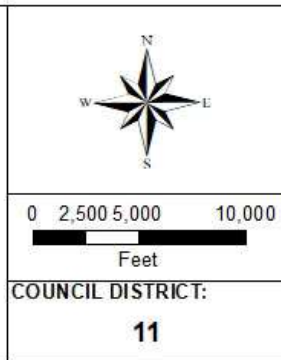
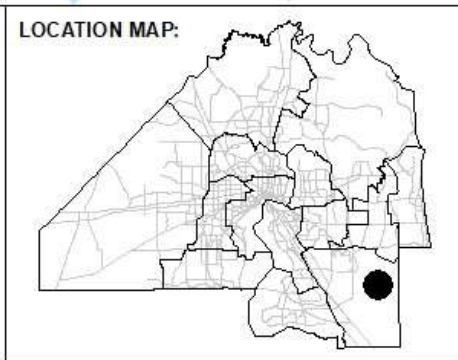
Aerial view of the subject property.



REQUEST SOUGHT:

FROM: AGR

TO: PUD



ORDINANCE NUMBER
 ORD-2024-0344

TRACKING NUMBER
 T-2024-5555

EXHIBIT 2
PAGE 1 OF 1