

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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September 9, 2021

The Honorable Samuel Newby, President  
The Honorable Rory Diamond, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-522/Application No. L-5513-21A**

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-522 on September 9, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>5-0 APPROVE</b>

Joshua Garrison, Chair	Absent
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

*Kristen D. Reed*

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

**Large-Scale Future Land Use Map Amendment – September 3, 2021**

**Ordinance/Application No.:** 2021-522 / L-5513-21A

**Property Location:** 16198 Butch Baine Drive with access to the property through Pecan Park Road/Arnold Road. Located in the northwest quadrant of Pecan Park Road and I-95.

**Real Estate Number(s):** 019573-1015

**Property Acreage:** 204.90 Acres

**Planning District:** District 6, North

**City Council District:** District 7

**Applicant:** T.R. Hainline, Esquire, Rogers Towers, P.A.

**Current Land Use:** Agriculture-2 (AGR-2) (145.4 acres),  
Agriculture-3 (AGR-3) (59.5 acres)

**Development Area:** Rural

**Proposed Land Use:** Low Density Residential (LDR) (169.6 acres)  
Conservation (CSV) (35.3 acres)

**Proposed Development Area:** Suburban

**Current Zoning:** Agriculture (AGR)

**Proposed Zoning:** Planned Unit Development (PUD)

***RECOMMENDATION: APPROVE***

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

To allow for single-family residential development. Concurrently with this application, the applicant is seeking to extend the Suburban Development Area to this property.

**BACKGROUND**

The applicant proposes a future land use map amendment from Agriculture-2 (AGR-2) and Agriculture-3 (AGR-3) in the Rural Development Area to Low Density Residential

(LDR) and Conservation (CSV) in the Suburban Development Area and a companion rezoning from Agriculture (AGR) and Planned Unit Development (PUD) to PUD to allow for residential development. The companion PUD application includes a slightly larger area with an additional 7 acres already in the LDR land use category abutting the amendment site on the southern boundary.

The subject property is located north of Pecan Park Road/Arnold Road, a collector roadway, and west of Main Street and I-95. While the site does not abut the Pecan Park Road/Arnold Road corridor, the site will be accessed through the planned residential development project under a common developer (PUD 2007-386-E) that abuts both the amendment site on the south and Pecan Park Road on the north.

The 204.90 acre land use amendment site is currently undeveloped. Valuable Category II wetlands (35.30 acres) follow Seaton Creek along the southern and eastern boundaries of the site. Category II wetlands are also found in a few areas within the northern portion of the site. The wetland areas as identified on the applicant's wetland map are proposed for the Conservation (CSV) land use category. The larger area surrounding the site includes Seaton Creek Preserve to the west and north of the site. Undeveloped but planned residential developments and a constructed single family development in the LDR land use category are south of the site. East of the site are large-lot single-family homes and undeveloped land in the AGR-2 land use category. Additionally, the site is located within the boundaries of the Rural Development Area. The Suburban Development Area directly abuts the site to the north, east and south.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: Multi-Use (M U)  
Zoning: Planned Unit Development (PUD)  
Property Use: Seaton Creek Preserve that is part of the Palmetto Bay Regional Activity Center Multi-Use Area

South: Land Use: LDR  
Zoning: P U D  
Property Use: Undeveloped land in the LDR land use category and single-family residential developments

East: Land Use: AGR-2 and AGR-3  
Zoning: A G R  
Property Use: Undeveloped land; large lot single-family homes

West: Land Use: M U  
Zoning: PUD  
Property Use: Seaton Creek Historic Preserve, that is part of the Palmetto Bay Regional Activity Center Multi-Use Area

Due to the site's close proximity to the Jacksonville International Airport (JIA), the application was routed to the Jacksonville Aviation Authority (JAA) for review. Comments were provided and are included below:

The development site is located near the Jacksonville International Airport. The site does not lie within published noise contours, however, the area may be experience aircraft noise. The Federal Aviation Administration requires all airports to protect approach, departure, and circling airspace up to five miles from the air operations area including mitigating potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C *Hazardous Wildlife Attractants on or near Airports*. Stormwater and/or aesthetic ponds are known to attract birds. It is recommended in the Advisory Circular that stormwater detention be designed with a maximum 48-hour detention period. Other best practices to reduce wildlife attractants are listed below:

- Keep all trash contained in a proper place
- Eliminate the use of any fruit or berry producing vegetation in landscaping
- Eliminate the use of water features (fountains, ponds, etc.) for aesthetic value
- Do not feed the wildlife (e.g. bird seed, cat food, etc.)
- Report significant wildlife observations to JAA

While the height of development may fall below protected airspace surfaces, please submit a 7460-1 Notice of Proposed Construction through the FAA's website at <https://oeaaa.faa.gov/oeaaa/external/portal.jsp> prior to construction. The FAA will conduct an airspace analysis to determine if the final structures or construction activities, such as the use of a crane, will interfere with flight operations. A Notice to Airmen may be required during construction.

## **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.

### **Impact Assessment Baseline Review**

<b>Development Analysis</b>	
Development Boundary	Rural Area
Roadway Frontage Classification / State Road	No road frontage- Property will be accessed through a planned residential development

<b>Development Analysis</b>		
	fronting Pecan Park Road, a collector roadway	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Single Family Residential Development
Land Use / Zoning	Current: AGR-2 (145.4 acres) and AGR-3 (59.5 Acres) / AGR	Proposed: LDR (169.6 acres) and CSV (35.3 acres) / PUD
Development Standards for Impact Assessment	Current: AGR-2: 1 Unit / 40 acres AGR-3: 1 Unit / 10 acres	Proposed: LDR: 5 Units / acre; CSV: No Impact
Development Potential	Current: AGR-2: 3 Units AGR-3: 5 Units  Total: 8 Dwelling Units	Proposed: 848 Dwelling Units
Net Increase or Decrease in Maximum Density	Increase of 840 DU	
Net Increase or Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 21	Proposed: 2,255
<b>Special Designation Areas</b>		
Aquatic Preserve	Not applicable	
Septic Tank Failure Area	Not applicable	
Airport Environment Zone	150' Height Zone (Jacksonville International Airport)	
Industrial Preservation Area	Not applicable	
Cultural Resources	Not applicable	
Archaeological Sensitivity	Low, Medium, and High	
Historic District	Not applicable	
Coastal High Hazard/Adaptation Action Area	Negligible CHHA -However, portions of the site are located within the proposed boundaries of the AAA (Transmittal Ordinance 2020-743-E)	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	Not applicable	
Boat Facility Siting Zone	Not applicable	
Brownfield	Not applicable	

<b>Development Analysis</b>	
<b>Public Facilities</b>	
Potential Roadway Impact	7,930 net new daily trips
Potential Public School Impact	280 total new students
Water Provider	JEA
Potential Water Impact	Increase of 223,440 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 167,580 gallons per day
Potential Solid Waste Impact	Increase of 2,184 tons per year
Drainage Basin/Sub-basin	Nassau River / Unnamed Branch and Seaton Creek
Recreation and Parks	Seaton Creek Historic Preserve (abuts) Thomas Creek Preserve & Fish Camp Lannie Road Park
Mass Transit Access	Not served
<b>Natural Features</b>	
Elevations	3 to 20 feet
Land Cover	3100: Herbaceous upland non-forested; 4110: Pine flatwoods; 4410: Pine plantation; 4430: Forest regeneration; 6170: Mixed wetland hardwoods
Soils	38: Mascotte fine sand; 51: Pelham fine sand; 63: Sapelo fine sand; 66: Surrency loamy fine sand (depressional, 0% to 2% slopes); 67: Surrency loamy find sand (0% to 2% slopes, frequently flooded)
Flood Zones	AE; AE – Floodway; 0.2% Annual Chance Flood Hazard
Wetlands	6170-Mixed Wetland Hardwoods /Category II and III wetlands – See wetland map
Wildlife (applicable to sites greater than 50 acres)	Gopher Tortoise Habitat on site -See wildlife report

### Utility Capacity

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

The JEA provided a water and sewer system demand analysis for the amendment site. A JEA Availability letter dated November 10, 2020 was provided by the applicant. The letter indicates that water, sewer and reclaimed water connections are available to serve

the proposed development. The letter also identifies special conditions related to the sewer and reclaimed water connections.

Special conditions for sewer relate to the requirement for JEA Cost Participation on Master Pump Station with connection to and from existing force main. The JEA Cost Participation will handle sizing for development of the station/force mains and any upsizing and/or force main routing required by JEA.

Special conditions for reclaimed water relate to the availability of reclaimed water in the near future. Until reclaimed water is available, a temporary connection to the potable water system will be required. This temporary connection point should be coordinated with the JEA Development Group to ensure a simplified transition to reclaimed water when it becomes available.

#### Future Land Use Element

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.

#### Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment will result in an increase of 7,930 net new daily external 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. A copy of the transportation analysis is on file with the Planning and Development Department.

#### 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 Transportation Element (TE) 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.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy 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 4.

The subject site is accessible via Arnold Road, a 2-lane undivided roadway which is currently not functionally classified and Pecan Park Road, a 2-lane collector roadway. The proposed development will have significant external traffic impacts on the roadway network. The Transportation Planning Division recommends ongoing coordinating efforts with the COJ Traffic Engineering Division to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

#### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 204.9 acre proposed land use map amendment has a development potential of 848 dwelling 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:

- Elementary School
  - Concurrency Service Area (CSA) 1
  - 2020/2021 enrollment: 11,133
  - Current utilization: 60%
  - New student development from amendment: 141
  - 5-year utilization: 67%
  - Available seats in CSA 1: 6,180
  - Available seats in adjacent CSA(s): 7 and 8 is 2,989
  
- Middle School
  - CSA 1
  - 2020/2021 enrollment: 7,607
  - Current utilization: 89%
  - New student development from amendment: 61
  - 5-year utilization: 98%
  - Available seats in CSA 1: 618
  - Available seats in adjacent CSA(s): 7 and 2 is 642
  
- High School
  - CSA 1
  - 2020/2021 enrollment: 8,520
  - Current utilization: 84%
  - New student development from amendment: 78
  - 5-year utilization: 76%
  - Available seats in CSA 1: 1,410
  - Available seats in adjacent CSA(s): 7 and 8 is 217

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 380.06, F.S.

**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 Concurrence Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Biscayne Elementary School
  - CSA 1
  - Amendment student generation: 141
  - School Capacity including permanent spaces and portables: 667
  - Current enrollment 20 day county for 2020/2021: 656
  - Percent Occupied: 98%
  - 4-year projection: 100%
  
- Highlands Middle School
  - CSA 1
  - Amendment student generation: 61
  - School Capacity including permanent spaces and portables: 1,071
  - Current enrollment 20 day county for 2020/2021: 751
  - Percent Occupied: 70%
  - 4-year projection: 77%
  
- First Coast High School
  - CSA 7
  - Amendment student generation: 78
  - School Capacity including permanent spaces and portables: 2,212
  - Current enrollment 20 day county for 2020/2021: 2,168
  - Percent Occupied: 98%
  - 4-year projection: 103%

**Airport Environment Zone**

The site is located within the 150-foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

**Future Land Use Element**

Objective 2.5 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.

### **Parks**

The subject site abuts Seaton Creek Historic Preserve to the north and west. As such, the land use application was routed to the City's Parks, Recreation and Community Services Department for review and comment. The land use application can accommodate up to 848 single family dwelling units. Site design techniques can be further addressed in the companion rezoning application at the adoption round of this large scale land use amendment. The Parks, Recreation and Community Services Department's complete review is on file with the Planning and Development Department. See below for a summary of the review.

#### **Parks, Recreation and Community Services Department review**

The proposed land use amendment could have a significant impact on the ability to properly manage the Preserve. A buffer on the subject site at those boundaries abutting the Preserve is recommended. At Seaton Creek Preserve, the Florida Forest Services uses the forest management tools of prescribed burning and timber harvesting for resource enhancement and to reduce the potential impacts of wildfires. Prescribed burning will create smoke, which may temporarily impact the neighborhood and surrounding areas. However, such efforts are necessary to the management of these forests for wildlife, resource protection and recreational uses. 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.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area with 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.

## **Evacuation Zone**

The subject site is within Evacuation Zone A. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. The land use application can accommodate up to 848 single family dwelling units. Their complete review is on file with the Planning and Development Department.

### **Summary of EPD Response:**

The proposed land use amendment would result in an increase in the number of potential evacuees residing in Evacuation Zone A. However, EPD has determined that no measurable impacts are expected to countywide evacuation times due to the subject land use amendment. The proposed ingress and egress via Pecan Park Road and Arnold Road indicated sufficient access to evacuation routes (I-95 and US-17). EPD recommends that new construction in proximity to a water source (Seaton Creek and Seaton Creek Historic Preserve wetlands) account for local ordinances and best practices. Site design techniques that minimize disruption to existing local traffic flow are encouraged.

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

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

### **Adaptation Action Area (AAA) – Proposed Boundaries**

The City of Jacksonville implemented the 2015 Peril of Flood Act (Chapter 2015-69, Laws of Florida) by establishing an Adaptation Action Area (AAA). The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. Transmittal Round Ordinance 2020-743-E would expand the AAA boundaries to those areas within the projected limits of the Category 3 storm surge zone and those contiguous areas of the 100-year and 500-year Flood Zones.

A portion of the property of the amendment request for the subject site includes areas located within the proposed AAA pursuant to Transmittal Ordinance 2020-743-E. The applicant is aware of the proposed AAA boundaries and will address the new policies through site design, clustering of development and other resiliency efforts that will be included with the companion PUD rezoning at the adoption round of this land use amendment. Additionally, the 35.3 acres of the site proposed for Conservation (CSV) encompasses portions of the proposed AAA boundaries. The applicant's AAA justification is included at the back of the report on page 24.

### **Conservation/Coastal Management Element**

**Policy 11.5.2** The City shall consider the implications of the AAA when reviewing

changes to the use, intensity and density of land lying within the AAA.

### Future Land Use 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.

### **Floodzones**

Approximately 67 acres of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard, AE and AE-Floodway flood zones. 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 35.3 acres of the site proposed for Conservation (CSV) encompasses all of the site that is in the AE-floodway floodzone and portions of the site that is in the AE flood zone.

The 0.2 PCT Annual Chance Flood Hazard flood zone is defined as areas 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. The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. The AE Floodway flood zone is defined as 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. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

### **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.

**Wetlands**

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

Wetlands Characteristics:

Approximate Size: 35.30 Acres Category II Wetlands;  
6.4 acres Category III Wetlands

General Location(s): Category II wetlands (35.30 acres) follow Seaton Creek along the southern and eastern boundaries of the site. Category II wetlands are also found in a few areas within the northern portion of the site. The Category II wetland areas as identified on the applicant's wetland map are proposed for the Conservation (CSV) land use category. Category III wetlands are isolated wetlands found toward the western boundary in the upper portion of the amendment site. (See Wetlands Map Attached)

Quality/Functional Value: The Category II wetlands have an extremely high functional value for water filtration attenuation and flood water capacity, is located within the 100-year flood zone, and has a direct impact on the City's waterways.

The Category III wetlands have a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways.

Soil Types/  
Characteristics: Mascotte fine sand (38) – This soil series consists of nearly level, poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They are in flatwoods. The soils are moderately slowly permeable and moderately permeable. Generally, the high water table is at a depth of 6 to 18 inches. Slopes are linear and range from 0 to 2 percent. The Mascotte soils are sandy, siliceous, thermic Ultic Alaquods.

Pelham fine sand (51) – This soil series consists of nearly level, poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located on flats and are moderately permeable and moderately slowly permeable. The water table is at a depth of 12 inches on flats and at or above the surface in depressions. Slopes range from 0 to 2 percent. Wetland vegetation for this soil grows when the water table is close or at the soil surface; generally in depressions.

Sapelo fine sand (63) – This soil series consists of nearly level, poorly drained soils. These soils formed in thick loamy and sandy sediments. They are in flatwoods. The soils are moderately slowly permeable. Generally, the high water table is at a depth of 6 to 18 inches. Slopes are linear and range from 0 to 2 percent. The Sapelo soils are sandy, siliceous, thematic Ultic Alaquods.

Surrency loamy fine sand, depressional (66) and frequently flooded (67) – This soil series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. The soils occur in depressions and are subject to frequent flooding for brief periods. The soils are moderately permeable and moderately slowly permeable. The water table is usually at or above the soil surface for very long periods. Slopes are concave and range from 0 to 2 percent.

Wetland Category:	Category II and III
Consistency of Permitted Uses:	Category 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:	None anticipated as the Category II wetlands in this area will be in the CSV land use category and are identified as conservation land on the companion PUD rezoning site plan (Ordinance 2021-523). Additionally, the PUD site plan appears to avoid impacting the Category III wetlands.



**Associated Impacts:** The Category II wetland area coincides with the AE-floodway and the AE flood zone. Some portions of the wetland area are located within the proposed boundaries of the Adaptation Action Area (AAA) pursuant to Transmittal Ordinance 2020-743-E.

**Relevant Policies:** CCME Policies 4.1.3, 4.1.5 and 4.1.6

**CCME Policy 4.1.3**

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

- (a) **Encroachment**  
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) **No net loss**  
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
  - i the habitat of fish, wildlife and threatened or endangered species,
  - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
  - iii the food sources of fish and wildlife including those which are threatened or endangered,
  - iv the water quality of the wetland, and
  - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) **Floodplain protection**  
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) **Stormwater quality**  
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
  - i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and

- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) **Septic tanks**  
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) **Hydrology**  
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

**CCME Policy 4.1.5**

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.

### **CCME Policy 4.1.6**

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

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

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

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

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

### **Wildlife**

The applicant submitted the report of a pedestrian survey of the property by Carter Environmental Services (CES) that looks for the presence of or potential utilization by any threatened, endangered, or species of special concern (SSC) as listed by the U.S. Fish and Wildlife Service (FWS) and the Florida Fish and Wildlife Conservation Commission (FWC). According to the report, a gopher tortoise habitat with a small population of gopher tortoises was found on site. Approximately 60 days prior to clearing a 100% survey will need to be performed and all burrows within 25- feet of the limits of construction will need to be permitted and relocated. No other threatened, endangered or species of special concern were identified during the survey. The complete report is on file with the Planning and Development Department.

### **Conservation Coastal Management Element**

Policy 3.5.5 The City shall maintain a land development review process for the assessment and protection of listed species and their habitat, which shall apply to issuance of development permits and land clearing, excluding bona fide silvicultural and agricultural activities. Projects which

contain areas identified for protection shall be required to incorporate creative project designs through utilization of such measures as clustering, mixed land use designations and transfer of development rights programs. For purposes of Policy 3.5.5, the term listed species shall be limited to listed animal species as defined in the Definitions Section of this Element.

- A. All proposed developments or land clearing, with the exception of bona fide silvicultural or agricultural activities, which are located on all or part of a parcel or contiguous parcels of land containing 50 acres or more under common ownership shall be reviewed by the City to determine if the site contains listed species.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on March 8, 2021, the required notices of public hearing signs were posted. Twenty-five (25) 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 March 15, 2021. No one from the public attended the meeting.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### *Development Areas*

*Rural Area (RA):* The RA consists of all lands outside of the Suburban Area and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

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

- Goal 1** To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Objective 1.1** Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.5** The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.10** Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- 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 1.1.20** Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.
- Policy 1.1.20A** Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent

with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.

**Policy 1.1.20B**

Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged;

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.
2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA RTS.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

**Policy 1.1.21**

Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for

permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

**Policy 1.2.6** The City shall ensure through the implementation of Chapter 654, Ordinance Code (Code of Subdivision Regulations) that suitable lands and/or easements are available for the provision of utility and transportation facilities necessary to support proposed development, and implement improvements with minimum land use, social and environmental disruption. Consider the location and timing of new public facility construction in requests for Future Land Use Map series amendments.

**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.

**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.

**Objective 3.1** Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

**Policy 3.1.6** The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.



Policy 3.1.11 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

Conservation/Coastal Management Element (CCME)

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 wetlands 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. In order to achieve this objective and its associated policies, the City shall continue to work with the applicable regional, state and federal agencies charged with these regulatory responsibilities.

Pending Property Rights Element (PRE) (Transmittal Ordinance 2021-334-E)

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

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description in the Future Land Use Element (FLUE), the Agriculture (AGR) functional land use categories accommodate primarily agriculture activities with some single family dwellings and are intended to preserve the existing rural character of outlying areas of the City.

According to the Category Description in the FLUE, the Low Density Residential (LDR) land use category in the Rural and Suburban Areas primarily permits low density residential development in the form of single-family and multi-family dwellings at up to 7 dwelling units per acre when full urban services are available. Plan amendment requests for new LDR designations are discouraged in the Rural Area because they would potentially encourage urban sprawl.

The Conservation (CSV) land use identifies areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks and unique coastal areas. Some resource systems are highly sensitive and easily destroyed by indiscriminate human activity. Development potential in these areas is generally limited to open space, resource and recreational uses.

The 204.90 acre subject site is located within the boundaries of the Rural Development Area. According to the locational criteria of the operative provisions in the FLUE, low density development of lands is encouraged within the Suburban Development Area. Likewise, the Rural Development Area provides that development should only occur at very low densities. The LDR land use category allows a maximum of 7 dwelling units per acre, and the LDR category description states that plan amendment requests for new LDR designations are discouraged in the Rural Area because they could encourage urban sprawl. However, directly abutting the subject site to the west, north and south are lands in the Multi-Use (MU) and LDR land use categories in the Suburban Development Area. While over 850 acres of land directly west and north of the site is part of the Seaton Creek Historic Preserve, this area is in the MU land use category which allows a mix of uses, including low density residential. Lands to the east of the site in the Agricultural land use categories and Rural Development Area would be buffered by the proposed CSV along Seaton Creek at the eastern boundary of the site. Additionally, the site is part of the surrounding area of the Jacksonville International Airport and supporting uses and would provide additional housing options for those employed in the area. The site is contiguous with and would be a logical extension of the Suburban Development Area boundary. The density of the property would not exceed the maximum 7 dwelling units per acre set forth in the LDR, Suburban Development Area characteristics. The proposed amendment demonstrates the need for the change in the Development Area boundary meeting FLUE Policies 1.1.20, 1.1.20A and 1.1.20B.

The proposed LDR land use is consistent with the future development trends and land use patterns in the area while contributing additional lands for residential development and increasing the amount of land available to accommodate anticipated growth and the projected population as called for in FLUE Objectives 1.1 and 3.1 and Policies 1.1.5, 1.1.21 and 3.1.6. The companion PUD rezoning (Ordinance 2021-523) provides for an

opportunity for innovative site planning and development strategies that integrate the proposed residential development into this area fulfilling FLUE Policy 1.1.12.

Given the adjacent MU land use categories to the west and north and the LDR categories to the south and I-95 to the east, the proposed land use amendment is a logical extension of LDR from the south resulting in a compatible and appropriate transition of land use for the area, meeting FLUE Goal 1 and Policy 1.1.10.

The property will be accessed through the development to the south from Pecan Park Road, a collector roadway. According to the PUD site plan a future access to the development may be included along the eastern boundary of the amendment site. However, no traffic from the proposed development would be permitted to access Butch Baine Drive. The companion PUD rezoning identifies the access to the development, the internal circulation and connection and ensures an efficient transportation network in order to provide consistency with FLUE Goal 3 and Policies 1.2.6 and 3.1.11.

JEA provided a water and sewer system demand analysis for the amendment site. According to the JEA, there is capacity in the JEA water and sewer system to serve this development. A JEA Availability letter dated November 10, 2020 was provided by the applicant. The letter indicates that water, sewer and reclaimed water connections are available to serve the proposed development. The letter also identifies special conditions related to the sewer and reclaimed water connections. The JEA Availability letter confirms the amendment's consistency with FLUE Policy 1.2.9.

The proposed CSV land use designation for 35.3 acres of the site includes environmentally sensitive property with Category II wetlands and within flood zones and the proposed AAA boundary (Transmittal Ordinance 2020-743-E). The amendment area for CSV mostly follows Seaton Creek and the eastern boundary of the site preserving the fabric and character along Seaton Creek and optimizing the existing natural resources of the area. The CSV land use category would protect and conserve this environmentally sensitive property consistent with CCME Goal 4 and Objective 4.1.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Vision Plan**

The subject site is located within the boundaries of the North Jacksonville Vision and Master Plan. There are no specific recommendations for this area within the Plan. However, the proposed residential development providing a variety of housing alternatives will encourage economic growth in the area and is promoted within the boundaries of the Vision Plan. Additionally, the Plan includes a strategy to "preserve

conservation areas in a systems approach”, providing consistency with the portion of the proposed land use amendment to CSV.

**Strategic Regional Policy Plan**

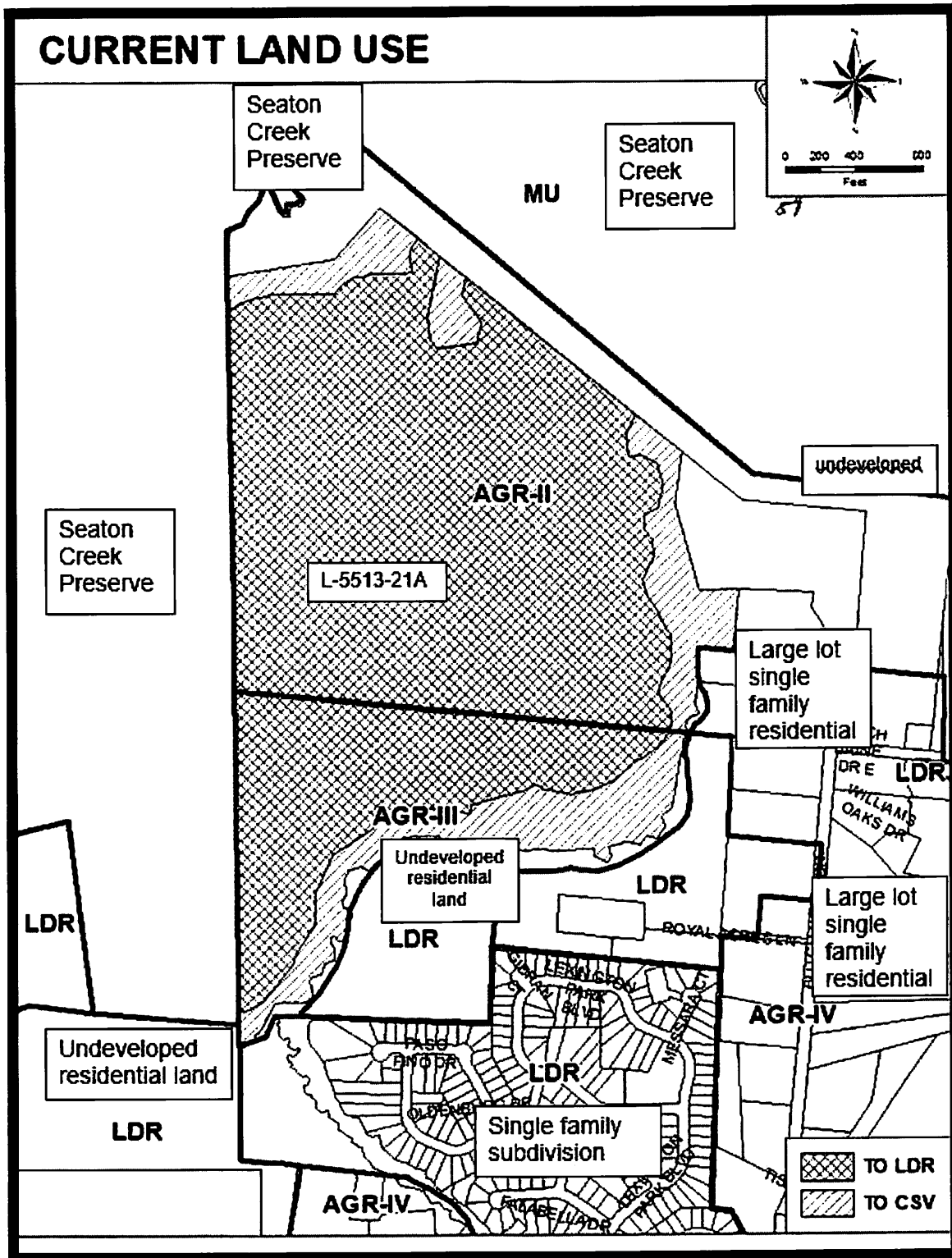
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Objective: Housing options that provide choices to all of our residents and promote demographic and economic diversity as one way to ensure that our communities are viable and interesting places for the long term.

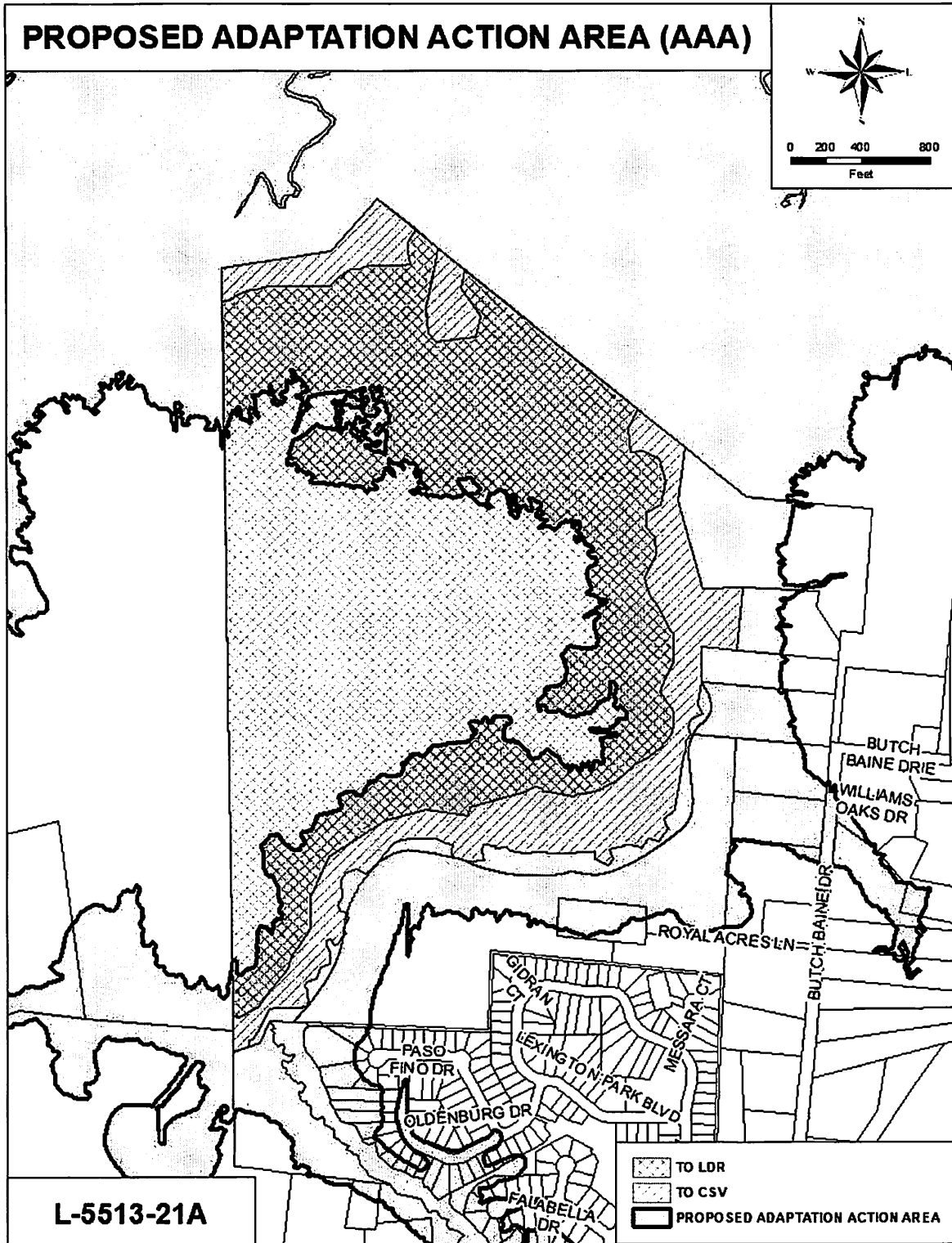
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment would create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan, Regional Health Element.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**



**LAND USE AMENDMENT**  
**PROPOSED ADAPTATION ACTION AREA (AAA) MAP**



**LAND USE AMENDMENT**  
**APPLICANT'S JUSTIFICATION REGARDING THE PROPOSED**  
**ADAPTATION ACTION AREA (AAA)**

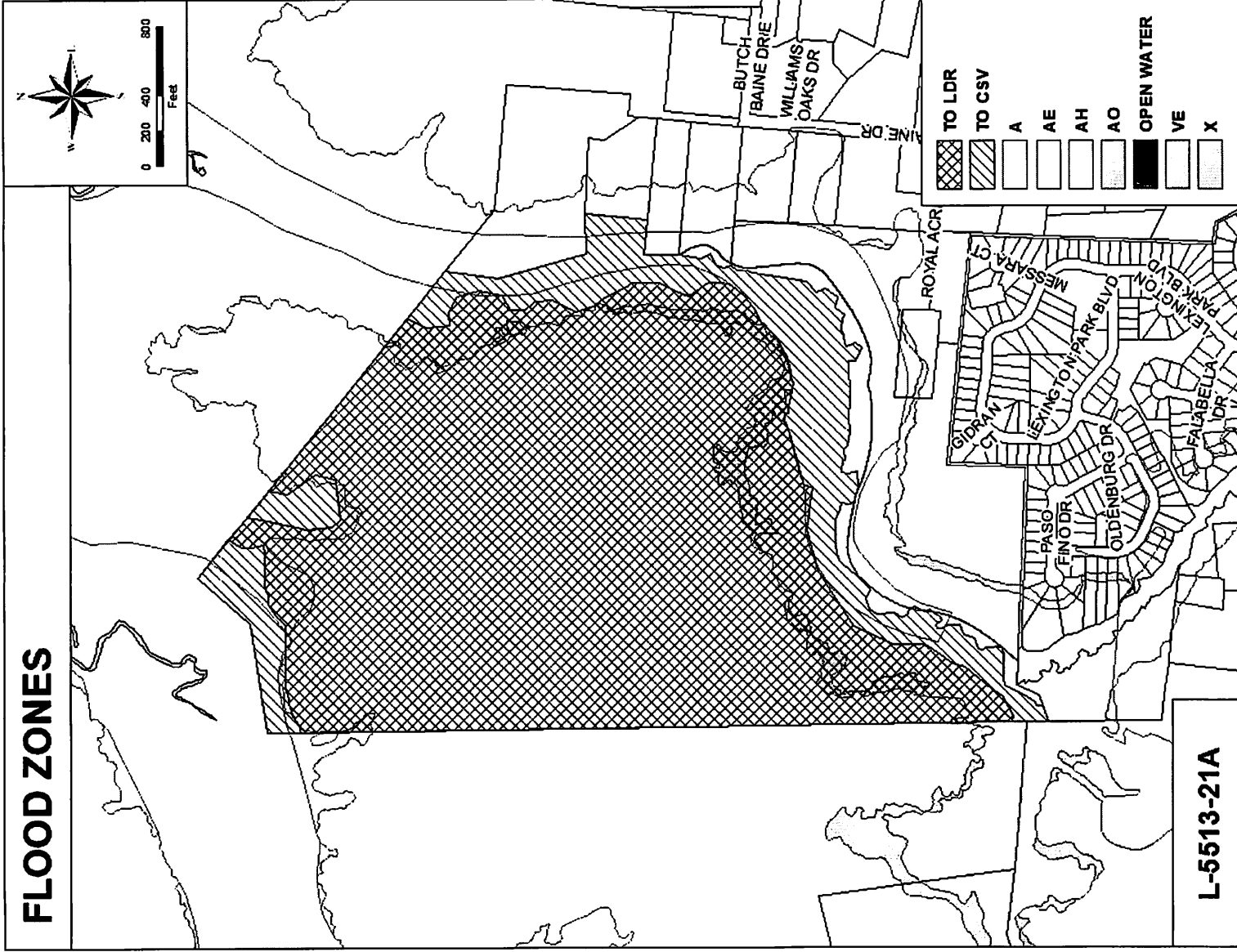
**Proposed Comprehensive Plan Amendment – Adaptation Action Area:**

The applicant proposes a land use amendment with respect certain property with real estate number 091573-1015, as more particularly described in Exhibit 1 to this land use amendment application (the "Property"). The applicant is aware that a portion of the Property may be located within the Adaptation Action Area pursuant to Ordinance 2020-743, if and when adopted (the "AAA Ordinance").

The applicant understands the intent of the AAA Ordinance and attempt to address, to the extent possible, the policies and objectives set forth in the AAA Ordinance through clustering of development, site development techniques and other resiliency measures, which will be more specifically set forth in a Planned Unit Development rezoning application as a companion to the proposed land use amendment.

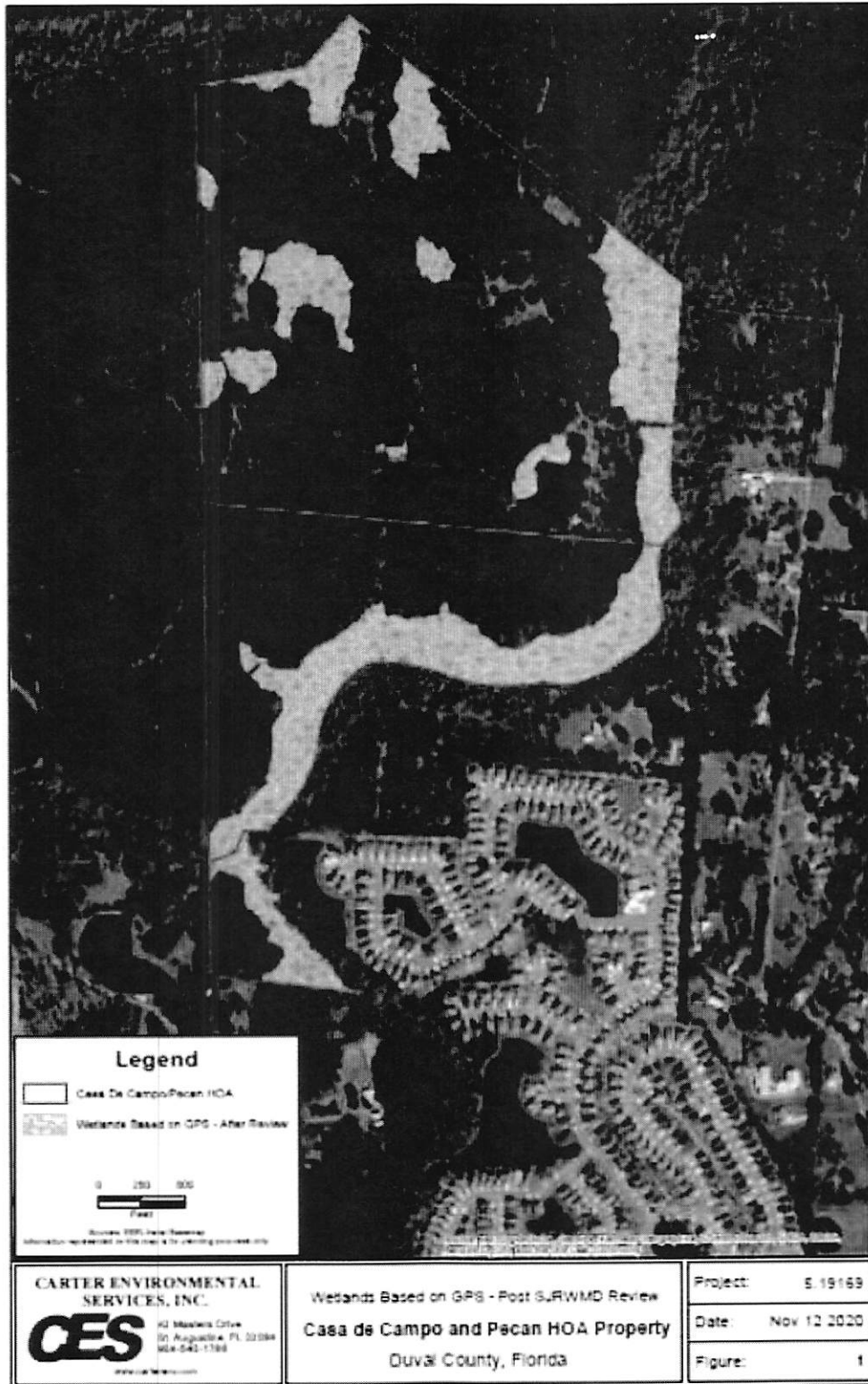
Specifically, with respect to the proposed crossing of Seaton Creek to access the Property, said crossing of the flood plain will be designed and engineered appropriately to accept the drainage area flow volumes to ensure there will be no upstream or downstream impacts associated with the new crossing.

**LAND USE AMENDMENT**  
**FLOOD ZONES MAP**

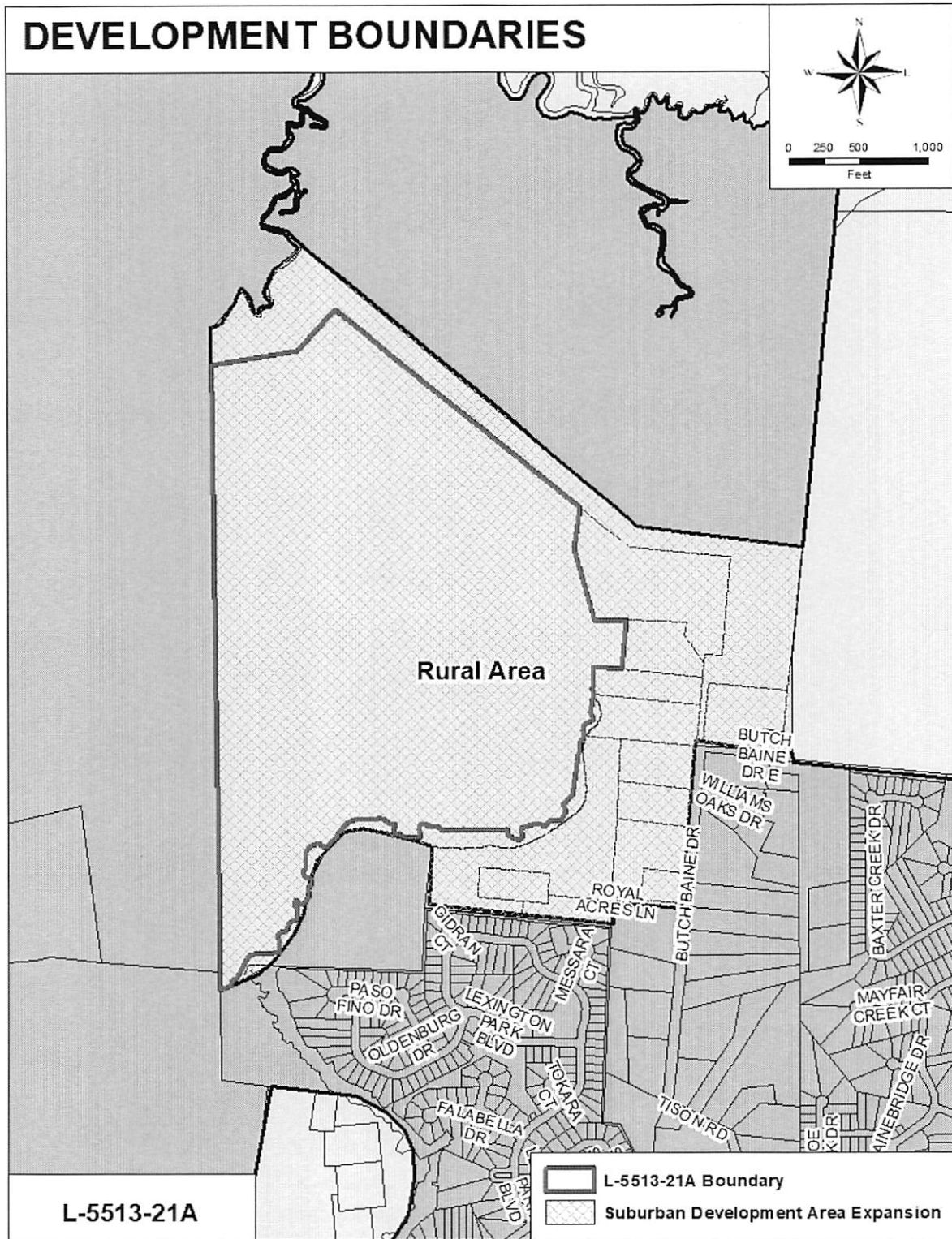




**LAND USE AMENDMENT**  
**WETLANDS MAP- PROVIDED BY THE APPLICANT**



**LAND USE AMENDMENT  
DEVELOPMENT BOUNDARY MAP**



## LAND USE AMENDMENT

### APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION

#### Arguments in Favor of Extending Suburban Development Area.

1. FLUE Policy 1.1.20B. "Expansion of Development Areas shall result in development that would be compatible with its surroundings."
  - a. The property is just north of the Lexington Park subdivision containing 457 single family lots (per FUD approved by 2006-1169-E).
  - b. The property is intended to be accessed from Pecan Park Road through a subdivision that the developer intends to develop, and which is approved for 300 single family lots (per FUD approved by 2007-386-E and MM-2020-13). The site plan approved by MM-2020-13 shows the location of the proposed access point to the property.
  - c. The property is bounded to the north and west by public lands (Seton Creek Preserve).
  - d. The homes east of the property on Butch Baine Drive (located within the Suburban Development Area) are significantly buffered from the Property by wetlands and floodways that will be placed in the CSV land use category.
  - e. This part of Jacksonville has seen continued growth surrounding the Jacksonville International Airport and the development of the property will provide housing options to individuals employed in and around this area.
  - f. For all these reasons, the proposed development of the property and expansion of the Suburban Development Area to include the property is consistent with the surroundings.
  
2. FLUE Policy 1.1.21. "Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5."
  - a. According to COJ's website, "North Jacksonville is one of the fastest growing areas of Jacksonville."
  - b. The area surrounding the Jacksonville International Airport continues to see increased industrial and commercial development supplying jobs to the area.
  - c. However, there are relatively few single-family housing options within the immediate vicinity of the airport and surrounding developments.
  - d. The property is located approximately 2.5 miles from the airport and, therefore, will provide a convenient housing option to individuals who desire to live and work in the area.
  - e. This type of development is needed to provide adequate choices for residents and employees in this area and will complement the multi-family developments located closer to the airport.
  
3. FLUE Policy 1.1.21. "The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology."

**LAND USE AMENDMENT**  
**APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN**  
**BOUNDARY EXTENSION (CONTINUED)**

- a. As noted, north Jacksonville is one of the fastest growing areas of Jacksonville, per the City of Jacksonville.
4. FLUE Policy 1.1.21: "In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals."
  - a. As stated above, in this localized area, there are limited single-family housing development options to provide housing for those who want to live and work near the airport and growing commercial and industrial uses in the area.
5. FLUE Policy 1.1.20B: "Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged. (1) Preservation Project Lands; (2) Conservation Lands; (3) Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element."
  - a. Per above, a need for this type of development exists.
  - b. This property is not Preservation Project Land.
  - c. This property is not Conservation Land.
  - d. This property is in the AGR-II and AGR-III land use categories and zoned AGR.
    - i. However, the Comp. Plan describes the AGR land use category is "intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame."
    - ii. Here, the property has full urban services and facilities, and is located off of Pecan Park Road, a collector road.
    - iii. Based on the foregoing, full urban services are provided to this Property. As such, concerns relating to infrastructure costs associated with "sprawl," and which underly the concept of Development Areas, are not present here.
6. FLUE Policy 1.1.20B: "The following areas are deemed generally appropriate for including in Development Areas subject to conformance with Policy 1.1.21."
  - a. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to the development within the Development Area.
    - i. The property is directly contiguous with the Suburban Development Area and forms a logical expansion of the Suburban Development Area.
    - ii. In fact, the property is almost entirely surrounded by the Suburban Development Area.
    - iii. Extending the Suburban Development Area will allow for LDR land use consistent with immediately adjacent properties to the south.

**LAND USE AMENDMENT**  
**APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN**  
**BOUNDARY EXTENSION (CONTINUED)**

- b. Locations having projected surplus service capacity where necessary facilities and services can be readily expanded.
  - i. The JEA has confirmed available capacity for the proposed development of the property. There is a 16-inch water main at the intersection of Pecan Park Road and Arnold Road to service the property and a 12-inch sewer force main along Arnold Road to service the property.
- c. Public water and sewer service exists within one-half mile of the site.
  - i. See above. There is public water and sewer service within one-half mile of the property.
- d. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping, and recreational activities.
  - i. This property is not a Multi-Use development, but the proposed development of the property is intended to serve employees of the Jacksonville International Airport and other new development in the area, which will, in effect, reduce trips of employees who currently must travel greater distances to reach such facilities.