

**PROPOSED COMMUNITY DEVELOPMENT DISTRICT (CDD)
PETITION TO ESTABLISH
KINGS CREEK II CDD
PLANNING DEPARTMENT REPORT**



ORDINANCE 2025-638

Petitioner: EPG JAX, LLC

Acreage: 1,151.39 acres

The Planning Department (Department) has completed its review of the revised Petition to Establish the Kings Creek II Community Development District (Petition), dated July 28, 2025, and makes the following report and recommendation in accordance with §92.07(c), City of Jacksonville Ordinance Code.

REPORT SUMMARY

Inframark LLC, on behalf of EPG JAX, LLC (Petitioner) proposes that the Kings Creek II Community Development District (CDD) be established in the City of Jacksonville. The Petitioner states in the Petition that the CDD should be established because:

- Establishment of the CDD and all land uses and services planned within the proposed District are not inconsistent with applicable elements or portions of the effective State Comprehensive Plan or the local Comprehensive Plan.
- The area of land within the proposed CDD is part of a planned community. It is sufficiently large, compact, and contiguous to be developed as one functional and interrelated community.
- The establishment of the CDD will prevent the general body of taxpayers in the City from bearing the burden for installing the infrastructure and maintaining the above-described facilities within the development encompassed by the CDD. The CDD is the best alternative for delivering community development services and facilities to the proposed community without imposing an additional burden on the general population of the local general-purpose government. Establishment of the CDD in conjunction with a comprehensively planned community, as proposed, allows for a more efficient use of resources.
- The community development services and facilities of the CDD will not be incompatible with the capacity and use of existing local and regional community development services and facilities. In addition, the establishment of the CDD will provide a perpetual entity capable of making reasonable provisions for the operation and maintenance of the CDD services and facilities.
- The area to be served by the proposed CDD is amenable to separate special-district government.

The Department finds that the Petition is sufficient and correct to permit fair and informed consideration by City Council. The Petition is reasonably compatible and consistent with

all the components required for review by Chapter 92.07(c), Ordinance Code, and §190.005(1)(e), Florida Statutes (F.S.). The Petitioner claims the proposed CDD is the best alternative for delivering community development services and facilities within its area of service, and the Department has not found otherwise.

1. OVERVIEW OF CDD AND DEVELOPMENT INFORMATION

The CDD is approximately 1,151.39 acres in land area and consists of two (2) parcels. The proposed CDD is generally located east of Lem Turner Road, south of Lannie Road, and west of Gold Star Parkway, in the Suburban Development Area. The project location is more fully identified by the General Location Map included as Exhibit A of the Petition. There is no land outside the proposed boundaries of the CDD to be served by the CDD.

The CDD is primarily located in the Multi-Use (MU) and Low Density Residential (LDR) land use categories, with approximately 0.69 of an acre in the Rural Residential (RR) land use category. The future land use designations are included in the Petition as Exhibit D.

- As previously mentioned, a small sliver of land within the CDD boundaries is designated as RR. The RR land use category is intended to provide rural estate residential opportunities in the Suburban and Rural Areas of the City. Generally, single-family detached housing will be the predominant typology in this category. The RR category limits densities for properties that are not connected to centralized water and sewer services. Within the Suburban Development Area, the maximum gross density is two (2) units per acre when both centralized water and wastewater are available to the site; and the maximum gross density is one (1) unit per acre when either or both services are not available to the site.
- The LDR land use category is intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. The LDR category limits densities for properties that are not connected to centralized water and sewer services. The maximum gross density in the Suburban Area is seven (7) units per acre when centralized potable water and wastewater services are available to the site; the maximum gross density shall be two (2) units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available; and the maximum gross density shall be four (4) units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.
- The Multi-Use land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan and is implemented through one or more Planned Unit Development (PUD) or conventional zoning districts.

The proposed CDD's MU land use designation is pursuant to site specific Future Land Use Element (FLUE) policy 4.3.18, as approved by Ordinance 2022-0747-E. This MU designation, and its corresponding Planned Unit Development (PUD) zoning district (Ordinance 2023-0658-E), is larger than the proposed CDD boundary.

The LDR land use portion of the CDD is associated with a separate PUD zoning district, approved pursuant to Ordinance 2006-0481-E.

Land Use Designations and Zoning Districts per Parcel

Parcel Identifier	Land Use Designation(s)	Zoning District
0 Parete Road S. RE# 019596-0355	RR	RR-Acre
15475 Lem Turner Road RE# 019233-0100	MU (Ord. 2022-0747-E), FLUE Policy 4.3.18 and LDR	PUD (2023-0658-E) and PUD (2006-0481-E)

Both the Petition and the regulating PUD zoning districts make it clear that the development intends to be connected to central water and sewer services through JEA. Exhibit E of the Petition identifies the water and sewer connections for the CDD, and Exhibit F is the JEA service availability letter, dated July 11, 2025. The letter confirms that an existing 16-inch water main is located along Braddock Road at the Braddock Park intersection, with a proposed 20-inch water main planned along Braddock Road at the Braddock Lakes Drive intersection. A 16-inch force main is located along Lem Turner at the Percy Road intersection, and a 20-inch force main along Lem Turner is proposed.

According to the Petition, the proposed development within the CDD currently contemplates the construction of approximately 621 residential units. This number of dwelling units is consistent with the underlying land use categories, including the site specific policy associated with the MU designation and the PUD zoning districts that regulate development of the site. Further, the PUD written descriptions state that the site will be developed consistent with the underlying land use categories.

According to the Petition, the developer maintains that the CDD is the best alternative for delivering community development services and facilities to the community within the CDD, without imposing an additional burden on the City. Additionally, the Petition requests consent to the CDD's exercise of special powers as authorized in §190.012, F.S.

Exhibit G of the Petition identifies the type of facilities that the CDD will finance, construct, acquire, or install, as well as the ultimate expected entity responsible for maintenance. The estimated costs of these facilities are shown in Exhibit G of the Petition. Exhibit G of the Petition indicates that the infrastructure costs are estimated to be \$61,488,600. Improvements are expected to be made, constructed and installed in three (3) phases over the period from 2025 through 2027, depending on future development plans or market conditions.

The Statement of Estimated Regulatory Costs (SERC), submitted as Exhibit H of the Petition, identifies the entities that will fund, own, and maintain the various types of facilities that the CDD will finance, construct, acquire, or install.

Petition "Exhibit G"

KINGS CREEK II COMMUNITY DEVELOPMENT DISTRICT CIP COST ESTIMATE

IMPROVEMENT CATEGORY	ESTIMATED COSTS	ANNUAL OUTLAY			MAINTENANCE ENTITY
		2025	2026	2027	
Offsite Utilities and Roads	\$17,765,000.00	26%	30%	35%	JEA/City
Subdivision Roads	\$4,220,000.00	6%	7%	8%	CDD
Pond Excavation and Stormwater Management	\$16,575,000.00	24%	28%	33%	CDD
Sewer and Wastewater Management	\$6,715,000.00	13%	9%	8%	JEA
Water Supply	\$5,650,000.00	11%	8%	7%	JEA
Power Infrastructure	\$1,448,600.00	3%	2%	2%	JEA
Hardscapes, Landscape Buffers	\$2,520,000.00	5%	4%	3%	CDD
Recreational Amenities	\$1,500,000.00	1%	7%	0%	CDD
Environmental	\$1,700,000.00	3%	2%	2%	CDD
Professional and Permit Fees	\$3,395,000.00	8%	3%	2%	CDD
TOTAL	\$61,488,600.00				

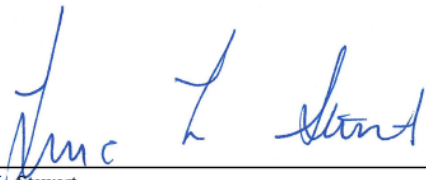
A) The probable costs estimated herein do not include anticipated carrying costs, interest reserves, or other anticipated CDD expenditures that may be incurred.

B) The developer reserves the right to finance any of the improvements outlined above, and have such improvements owned and maintained by a property owner's or homeowner's association, in which case such items would not be part of the CIP

C) All figures and times are estimates only and subject to change.

Time - Table: Development is estimated to occur in phases from 2025 to 2027

Cost Estimate and Time Table prepared by:



Tonja L. Stewart
Senior Project Manager, Civil Engineering

Petition “Exhibit H”

Kings Creek II Community Development District Proposed Infrastructure Plan			
<u>Facility</u>	<u>Construction Funded By</u>	<u>Ownership</u>	<u>Operation & Maintenance</u>
Offsite Utilities and Roads	CDD	COJ	COJ
Subdivision Roads	CDD	CDD	CDD
Pond Excavation and Stormwater Management	CDD	CDD	CDD
Sewer and Wasterwater Management	CDD	JEA	JEA
Water Supply	CDD	JEA	JEA
Power Infrastructure	CDD	JEA	JEA
Hardscapes, Landscape Buffers	CDD	CDD	CDD
Recreational Amenities	CDD	CDD	CDD
Enviornmental	CDD	CDD	CDD
Professional and Permit Fees	CDD		

JEA-Jacksonville Electric Authority

COJ - City of Jacksonville

CDD-Kings Creek II Community Development Distrcit

NOTE: Hardscape, Landscape, and irrigation, including sidewalks, will be maintained by the CDD.

2. SUFFICIENCY AND COMPLETENESS OF PLANNING DOCUMENTATION

Pursuant to Chapter 90.07(c)(2), Ordinance Code, the Department concludes that the planning documentation received to date is adequately sufficient and complete to permit fair and informed consideration by City Council.

3. TRUTH AND CORRECTNESS OF PLANNING DOCUMENTATION

The Petitioner has provided an executed and notarized statement, dated July 28, 2025, claiming that the Petition is adequately true and correct to permit a fair and informed consideration by City Council.

4. JEA CERTIFICATION OF UTILITY INFORMATION

According to the Petition, the development will connect to JEA water and sewer. The proposed CDD will fund and construct the utilities and then transfer the utilities to JEA upon completion. Upon acceptance by JEA of the utilities, JEA will own, operate and maintain the systems.

Exhibit E of the Petition identifies the water and sewer connections for the CDD, and Exhibit F is the JEA service availability letter, dated July 11, 2025. The letter confirms that an existing 16-inch water main is located along Braddock Road at the Braddock Park intersection, with a proposed 20-inch water main planned along Braddock Road at the Braddock Lakes Drive intersection. A 16-inch force main is located along Lem Turner at the Percy Road intersection, and a 20-inch force main along Lem Turner is proposed.

5. OPINION AND RECOMMENDATION AS TO §190.005(1)(e), F.S.

In determining whether to grant a Local Petition for the establishment of the CDD by adoption of Ordinance 2025-638, the City Council must consider the Local Petition and the entire record of the local public hearing in light of the six (6) factors set forth in §190.005(1)(e), F.S.

Accordingly, pursuant to §92.07, Ordinance Code, the Department is charged with providing an opinion and making a recommendation on the relationship of the Petition to factors 2, 3, and 5 of §190.005(1)(e), F.S. The analysis is as follows:

Factor 2 (Section 190.005(1)(e)2, F.S.)

Whether the establishment of the CDD is inconsistent with any applicable element or portion of the state comprehensive plan or of the effective local government comprehensive plan?

Relationship: The Kings Creek II CDD is not inconsistent with the applicable elements or portions of the state and local comprehensive plans. See additional information below.

The Department concludes that the establishment of the CDD would be consistent with any applicable element or portion of the State comprehensive plan (Chapter 187, F.S.) and of the City's 2045 Comprehensive Plan. The Petition for the CDD indicates the development of 621 residential units. The total number of residential units of the proposed CDD is consistent with the corresponding PUD zoning districts and the underlying land use categories.

State of Florida Comprehensive Plan

Section 187.201 (17), F.S., Public Facilities

- (a) *Goal* - Florida shall protect the substantial investments in public facilities that already exist and shall plan for and finance new facilities to serve residents in a timely, orderly, and efficient manner.

(b) *Policies -*

1. Provide incentives for developing land in a way that maximizes the uses of existing public facilities.
2. Promote rehabilitation and reuse of existing facilities, structures, and buildings as an alternative to new construction.
3. Allocate the costs of new public facilities on the basis of the benefits received by existing and future residents.
4. Create a partnership among state government, local governments, and the private sector which would identify and build needed public facilities and allocate the costs of such facilities among the partners in proportion to the benefits accruing to each of them.
5. Encourage local government financial self-sufficiency in providing public facilities.
6. Identify and implement innovative but fiscally sound and cost-effective techniques for financing public facilities.
7. Encourage the development, use, and coordination of capital improvement plans by all levels of government.
9. Identify and use stable revenue sources which are also responsive to growth for financing public facilities.

Section 187.201(20), F.S., Governmental Efficiency

(a) *Goal -* Florida governments shall economically and efficiently provide the amount and quality of services required by the public.

(b) *Policies -*

2. Allow the creation of independent special taxing districts which have uniform general law standards and procedures and do not overburden other governments and their taxpayers while preventing the proliferation of independent special taxing districts which do not meet these standards.
5. Eliminate needless duplication of, and promote cooperation in, governmental activities between, among, and within state, regional, county, city, and other governmental units.
11. Encourage government to seek outside contracting on a competitive-bid basis when cost-effective and appropriate.

2045 Comprehensive Plan

Capital Improvements Element

Policy 1.2.2

The City shall continue to explore the feasibility of alternative financing mechanisms to facilitate the availability of public facilities. This shall include a feasibility review of dedicating a portion of the ad valorem taxes specifically for capital improvements.

Future Land Use Element

Policy 1.2.7

The City shall, through joint participation agreements, among federal, State, and local governments, and the private sector, as appropriate, identify and build

needed public facilities, and allocate the costs of such facilities in proportion to the benefits accruing to each.

Intergovernmental Coordination Element

Goal 1

Coordinate the planning and policy making of the City with that of the surrounding municipalities, county, regional, State, federal and special authority governments to ensure consistency in development and in the provision of services and to implement the goals, objectives and policies of the 2030 Comprehensive Plan.

Factor 3 (Section 190.005(1)(e)3, F.S.)

Whether the area of land within the proposed district is of sufficient size, is sufficiently compact, and is sufficiently contiguous to be developable as one functional interrelated community?

Relationship: The area of land within the proposed district appears to be of sufficient size and is geographically contiguous to be developable as one functional interrelated community.

This factor considers whether the land area to be served by a CDD can be serviced efficiently and effectively by one entity. Considerations include the geographic location of the land, its topography, underlying natural and political boundaries, etc. and all the foregoing considerations are interrelated. For example, a CDD found to be of insufficient size where located far from the urban services area may be of ideal size for an urban redevelopment or a commercial infill project.

As shown on the maps attached as exhibits to the Petition, the land area to be serviced by the CDD is clearly compact and contiguous to be developed as one functional interrelated community.

The area of land within the proposed district appears to be of sufficient size. The CDD consists of two (2) abutting parcels that act as one functional interrelated community. Further, as to the sufficiency of its size, the Department notes there is no statutory minimum or maximum size for a CDD. Sizes of previously established CDD range from large, multi-use villages to small, single-use infill projects.

Factor 5 (Section 190.005(1)(e)5, F.S.)

Whether the community development services and facilities of the CDD will be incompatible with the capacity and uses of existing local and regional community development services and facilities?

Relationship: The community development services and facilities of the Kings Creek II CDD will not be incompatible with the capacity and uses of existing local and regional community development services and facilities.

The limited services and facilities proposed to be facilitated by the CDD as set forth in the Petition are those which are standard and/or required for the types of residential

development proposed (i.e., amenities, water, sewer, etc.). Accordingly, the Department deems that the infrastructure improvements are not incompatible with the capacity and uses of existing local and regional community development services and facilities.

6. SUPPLEMENTAL INFORMATION

Chapter 90.07(c)(6), Ordinance Code directs the report of the Department to include any other information deemed helpful.

The remaining factors, pursuant to Section 190.005(1)(e), F.S., are not required to be considered in the Department's report. However, the Council must consider all factors when determining whether to grant the Local Petition to establish the CDD. A brief explanation and the Department's review of each remaining factor are included below:

Factor 1 (Section 190.005(1)(e)1, F.S.)

Whether all statements contained within the Local Petition have been found to be true and correct?

Relationship: The statements within the local petition to establish the Kings Creek II CDD appear to be true and correct.

The Petitioner has provided an executed and notarized statement claiming that the Petition is true and correct. Notwithstanding, the Council is not bound by these findings and may find the statements, attachments and documentation are incomplete and/or insufficient to permit fair debate or are not adequately truthful and correct so as to permit informed consideration.

Factor 4 (Section 190.005(1)(e)4, F.S.)

Whether the CDD is the best alternative for delivering the community development services and facilities to the area that will be served by the CDD?

Relationship: The Kings Creek II CDD would be the best alternative for delivering the community development services and facilities to the area.

This factor provides the Council with discretion concerning whether to grant the Petition and establish the CDD. Proper consideration of this factor requires that the Council consider the prospect of the CDD providing certain proposed systems and facilities to service the underlying development against other available alternatives including those both public (e.g. City's creation of a dependent special district or Municipal Service Benefit Unit, etc.) and private (e.g. homeowners association, developer funding, etc.). The Department considered these alternatives in relation to the benefits to the City and to the intended residents; the benefit to the Petitioner is presumed.

The Department has determined the CDD is the best alternative to the City and intended residents for servicing the development.

Factor 6 (Section 190.005(1)(e)2, F.S.)

Whether the area that will be served by the CDD is amenable to separate special-district government?

Relationship: The area that will be served by the Kings Creek II CDD appears to be amenable to provide a separate special-district government.

This factor considers whether the land area will be governed efficiently by a separate special district, the CDD. The development is contained in two (2) contiguous parcels, easily allowing the development to act as one functional interrelated community. Therefore, the development area is amenable to a separate special district government.

7. CONSENT TO SPECIAL POWERS

The Petition requests consent to the CDD's exercise of special powers as authorized in §190.012, F.S. These powers are described by Sections 190.012(2)(a) and 190.012(2)(d), Florida Statutes.