

City of Jacksonville, Florida

Lenny Curry, Mayor

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

March 9, 2023

The Honorable Terrance Freeman, President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-067/Application No. L-5673-22A

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico 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 2023-067 on March 9, 2023.

P&DD Recommendation

APPROVE

PC Issues:

Three citizens provided comments on the proposed amendment. Concerns related to the capacity of the external transportation network to serve development, pedestrian safety, development behind their homes, and school capacity.

PC Vote:

5-0 APPROVE

Alexander Moldovan, Chair

Aye

Ian Brown, Vice-Chair

Aye

Jason Porter, Secretary

Absent

Marshall Adkison

Aye

Daniel Blanchard

Aye

Jordan Elsbury

Absent

Joshua Garrison

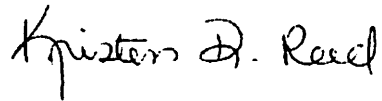
Absent

David Hacker

Aye

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

Sincerely,



Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – March 3, 2023

Ordinance/Application No.: 2023-067 / L-5673-22A

Property Location: 0 Grand Street, 0 Philips Highway (US 1 / State Road 5), 0 J. Turner Butler Boulevard (State Road 202), 0 Hampton Ridge Boulevard, and 11458 Apex Trail; Generally located south of J. Turner Butler Boulevard, east of Interstate 295 and north and west of the Duval/St Johns County Line

Real Estate Number(s): 167748 0000, 167762 0010, 167900 0020, 167900 0030, 167900 0040, 167900 0050, 167900 0060, 167900 0070, 167900 0080, 167900 0090 and 167900 0100

Property Acreage: 6,174.21 Acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Paul Harden, Esquire

Current Land Use: Low Density Residential (LDR)

Development Area: Suburban and Rural Development Areas

Proposed Land Use: Multi-Use (MU) with Site Specific Future Land Use Element (FLUE) Policy 4.3.22 and Repealing Site-Specific Policies 4.4.11 and 4.4.12

Current Zoning: Residential Rural – Acre (RR-Acre)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: ***APPROVE***

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop as a mixed-use project.

BACKGROUND

The approximately 6,174-acre subject site is undeveloped land located in the Southeast Planning District and within the boundaries of Council District 11. The site is in southeast Jacksonville, between J. Turner Butler Boulevard, Interstate 295 and the Duval/St. Johns County line. Most of the subject property is located within the Rural Development Area with portions along the western boundary being located within the Suburban Development Area.

The amendment request is to change the land use of the site from LDR subject to site specific Future Land Use Element (FLUE) Policies 4.4.11 and 4.4.12 to MU subject to site specific FLUE Policy 4.3.22 and to rezone the property from RR-Acre to Planned Unit Development (PUD). The MU land use category requires submittal of a non-binding preliminary development plan with the land use map amendment request and a copy is included in this report as Attachment C.

As required by the MU land use category, there is a companion request for approval of the Big Creek Timber, LLC Conceptual Master Plan. The companion Big Creek Timber, LLC Conceptual Master Plan and PUD rezoning are pending concurrently with this amendment as Ordinances 2023-068 and 2023-69.

The MU land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan. The MU land use category includes criteria based on a long-term planning strategy that results in a cohesive and compatible development pattern, the provision of adequate public facilities, utilities and infrastructure, and the protection of environmentally sensitive land and species. New designations under the MU category shall generally be for sites greater than 250 acres in size in the Suburban, Urban and Urban Priority Development Areas and for sites greater than 1,000 acres in the Rural Development Area. Development within each MU designation shall include a mix of both residential and non-residential uses and shall incorporate multi-modal transportation concepts consistent with the goals of the Mobility Strategy Plan.

Under the MU land use category, the conceptual master plan shall, at a minimum, address the following and shall be approved by the City Council:

1. The general distribution, location and densities or intensities of residential and non-residential development.
2. Acknowledgement that rezonings will be submitted where such uses, densities and intensities are inconsistent with the current zoning designations prior to development reviews and approvals for developments within the overall site.
3. The general distribution and location of conservation areas and wetland buffers.
4. The strategy for providing centralized utilities for water and sewer service throughout the planning area, including a general phasing plan that identifies when development is anticipated to require the need for additional

facilities. The Water Supply Facilities Work Plan (WSFWP) must be updated prior to any development phase requiring construction of potable, treatment, and/or non-potable water supply facilities to incorporate the applicable planned facilities into the WSFWP.

5. Identification of the major internal transportation facilities necessary to serve the future land uses through an efficient and connected network.
6. General identification of how the major internal transportation facilities will connect to the external transportation network with proposed future connections to any State facilities subject to review by the Florida Department of Transportation.
7. A basic assessment shall be conducted of the currently identified and expected roadway operating conditions of the immediately surrounding transportation network for the conceptual master plan (methodologies and assumptions used in this assessment shall be agreed upon by the Planning and Development Department, the Florida Department of Transportation, and the owner or authorized agent).
8. Coordination with the Florida Fish and Wildlife Conservation Commission staff in the design of the conceptual master plan.
9. Requirements and limitations for submitting proposed conceptual master plan amendments through the Planning and Development Department to the City Council for review and approval.

Pursuant to Ordinances 2020-162 and 2020-164, approximately 5,300 acres of the subject property was amended from various agriculture land use categories to LDR and subject to site specific FLUE Policies 4.4.11 and 4.4.12. These two policies established requirements that the master developer submit a conceptual master plan for review and approval by the Planning Commission. The intent of the master plan requirement is to provide a long-range development plan that identifies the intended distribution, location, densities, and intensities of residential and non-residential development. The requirements are like those of the MU land use category as these two land use map amendments formed the basis for creating the current MU land use category standards.

On January 6, 2022, the Planning Commission approved the Estuary Property Conceptual Master Plan, dated December 22, 2021, for portions of the property subject to this land use map amendment. The approved master plan permits 9,166 dwelling units consisting of a mix of single-family, townhome and multi-family dwellings and up to one million square feet of commercial uses on 5,300 acres. The Estuary Property Conceptual Master Plan will be replaced upon approval of the Big Creek Timber, LLC Conceptual Master Plan. Pursuant to this amendment with proposed FLUE Policy 4.3.22, the long-term development plan is to permit up to 10,575 residential dwelling units, consisting of a mix of single-family, townhome and multi-family dwellings, along with 915,000 square feet of commercial and office uses on 6,174 acres.

The Big Creek Timber, LLC Conceptual Master Plan is pending concurrently with this amendment and is consistent with FLUE Policy 4.3.22.

Proposed FLUE Policy 4.3.22 is provided below and is included as Exhibit 4 to the pending legislation.

Proposed FLUE Policy 4.3.22

In accordance with Ordinance 2023-067, which designates a 6,174-acre MU land use category on the Future Land Map, the owner or authorized agent shall develop a conceptual long-term master plan addressing the entire 6,174-acre site. The conceptual master plan shall be subject to review and approval by the City Council prior to submittal of land development reviews and approvals. Development within the site shall be consistent with the conceptual master plan, and development shall not be permitted until such time as a conceptual master plan is approved by the City Council.

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

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

Single-Family Residential (DU)	6,103
Townhome Residential (DU)	2,420
Multi-family Residential (DU)	2,052
Commercial/Office Uses (GSF)	915,000

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

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

FLUE Policies 4.4.11 and 4.4.12 are pending repeal and are included as Exhibit 3 to the pending legislation. Copies of these policies are provided in this report as Attachment H and are shown in strikethrough format.

The land use amendment site extends nearly nine miles from north to south. Areas to the east of the site are generally undeveloped land located within the Rural Development Area and the Agriculture land use category. The Nocatee development and the St. Johns County line are south of the amendment site. Areas to the west of the amendment site are primarily developed with residential uses.

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

North: Land Use: MU (Route 9A/JTB/Baymeadows Road Area of the TMA), Agriculture – 1 (AGR - 1) and Agriculture – 3 (AGR - 3)
Zoning: Agriculture (AGR), PUD (SEQ PUD)
Property Use: Undeveloped land

South: Land Use: AGR - 2, Conservation (CSV), MU (Nocatee DRI - Ordinance 20001-014-E)
Zoning: PUD (Nocatee) and AGR
Property Use: Conservation

East: Land Use: AGR - 1, AGR - 2 and AGR - 3
Zoning: PUD (Nocatee) and AGR
Property Use: Agriculture and large lot single-family dwellings, single-family subdivisions in Nocatee and Pablo Creek Preserve

West: Land Use: MU (Bartram Park DRI), LDR, AGR - 4 (Agriculture - 4), NC (Neighborhood Commercial), CSV, Community/Commercial General (CGC), Medium Density Residential (MDR), Residential-Professional-Institutional (RPI), MU (Route 9A/JTB/ Baymeadows Road TMA), MU (Bayard)
Zoning: PUD, RR-Acre, Conservation (CSV), Residential Low Density – 50 (RLD - 50), AGR
Property Use: Single-family residential, vacant land, commercial uses, and Atlantic Coast High School.

The Land Use and Location Map (Attachment A) and the Surrounding Land Utilization Map (Attachment B) at the end of this report provides a detailed picture of the existing development pattern for the immediate area.

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

Development Analysis - 6,174.21 Acres		
Development Boundary	Suburban (920 Acres) and Rural (5,254.21 Acres) Development Areas	
Roadway Frontage Classification / State Road	US 1 (State Road 5) - Philips Highway - Principal Arterial Road / State Road 9B – Limited Access Highway	
Plans and/or Studies	Southeast Jacksonville Vision Plan; US 1 Corridor Study	
Site Utilization	Current: Undeveloped	Proposed: Master Planned Community with Residential, Commercial and Conservation
Land Use / Zoning	Current: LDR (with Site Specific Policies 4.4.11 and 4.4.12 and the Estuary Property Conceptual Master Plan) / RR-Acre	Proposed: MU with Site Specific Policy (SSP) 4.3.22 / PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: SSP 4.3.22 6,103 SF DU, 2,420 Townhomes DUs, 2,052 MF DUs, 915,000 Sq. Ft. CGC Uses
Development Potential	Current: 30,871 DUs	Proposed: 915,000 Sq. Ft. CGC Uses, 6,103 SF DU, 2,420 Townhomes DUs, 2,052 MF DUs (total DUs 10,575)
Net Increase or Decrease in Maximum Density	Decrease of 20,296 DUs	
Net Increase or Decrease in Potential Floor Area	Increase of 915,000 Gross Sq. Ft. CGC Uses	
Population Potential	Current: 82,116 People	Proposed: 26,742 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	A, D and E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Mix of high, low and medium	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	Yes, associated with Pablo Creek	
Groundwater Aquifer Recharge Area	Mix of 0-4 inches and discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Evacuation Zone	A, D and E	
Public Facilities		
Potential Roadway Impact	0 Net New Trips	
Potential Public-School Impact	2,642 Students, Deficiency in High School Seats	
Water Provider	JEA	
Potential Water Impact	Decrease of 5,491,618 gallons per day	

Development Analysis - 6,174.21 Acres	
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 4,118,713.5 gallons per day
Potential Solid Waste Impact	Decrease of 51,305 tons per year
Drainage Basin/Sub-basin	Intracoastal Waterway and Julington Creek/ Pablo Creek, Big Davis Creek, Power Bay, Durbin Creek
Recreation and Parks	Pablo Creek Preserve
Mass Transit Access	No
Natural Features	
Elevations	5' to 50'
Land Cover	1240- Sandhill; 1310 – Dry Flatwoods; 1311 – Mesic Flatwoods; 1880 - Bare Soil, clear cut; 1832 - Rural Structures; 2211 - Cypress; 22211 – Hydric Pine Flatwoods; 22331 – Bottomland Forest; 2241 – Cypress/Hardwood Swamps; 2224 - Slash Pine Swamp Forest; 2450 - Wet Coniferous Plantation; 2440 - Clear Cut Wetland; 4220 – Ditch; 183332 – Coniferous Plantations;
Soils	14 - Boulogne Fine Sand; poorly drained, 0-2% slopes; 22 – Evergreen-Wesconnett Complex, Depressional 0-2% slopes; 24 – Hurricane and Ridgewood Soils, 0-5% slopes; 25 – Kershaw Fine Sand, 0-2% slopes; 32 – Leon Fine Sand, 0-2% slopes; 35 – Lynn Haven Fine Sand, 0-2% slopes; 38- Mascotte Fine Sandy, poorly drained, 0-2% slopes; 46 – Ortega Fine Sand, 0-5% slopes; 49 - Pamlico Muck, Depressional, very poorly drained, 0-1% slopes; 50 – Pamlico Muck, 0-2% slopes, frequently flooded; 51- Pelham Fine Sand, poorly drained, 0-2% slopes; 62 – Rutlege Mucky Fine Sand, 0-2% slopes, frequently flooded; 81 - Stockade Fine Sand Loam, very poorly drained, 0-2% slopes; 99 – water;
Flood Zones	AE-Floodway (along Pablo Creek); AE; AO; 0.2%;
Wetlands	Category II and III wetlands
Wildlife (applicable to sites greater than 50 acres)	Wildlife Reports Provided

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).

According to the applicant, the site will utilize JEA centralized water and sewer services. The Big Creek Timber, LLC Conceptual Master Plan, being processed concurrently with this land use map amendment, describes the strategy for providing centralized utilities for water and sewer service throughout the planning area and demonstrates coordination with JEA in developing the utility strategy.

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

Background Information:

The subject site is 6,174.21 acres and is accessible from Philips Highway (US 1), a major arterial facility. The proposed land use amendment is located within the Rural and Suburban Development Areas; and Mobility Zone 1. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Mixed Use (MU) with a site-specific policy.

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

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.

Objective 2.4 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 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.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 291,114 daily trips. If the land use is amended to allow for this proposed MU with a site-specific policy, this will result 114,880 daily trips.

Table A
Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	30,871 SF DUs	T = 9.43 (X)	291,114	0	291,114
				Existing Scenario Total		291,114
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MU	210	6,103 SF DUs	T = 9.43 (X)	57,551	0	57,551
MU	215	2,420 Townhomes	T = 7.20 (X)	17,424	0	17,424
MU	220	2,052 MF DU	T = 6.74 (X)	13,830	0	13,830
MU- CGC	820	915,000 SF	T = 37.01 (X) / 1000	33,864	7,789	26,075
				Proposed Total		114,880
				Proposed Net Total		0

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

The Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment will result in no net new daily trips when compared to the existing land use. However, the subject site is an existing green field, and it currently has zero traffic impacts. The Transportation Planning Division has received a traffic assessment, dated November 16, 2022, from England-Thims & Miller (ETM) and it is included in this report as Attachment G. Philips Highway (US 1) is subject to FDOT review and access management requirements.

School Capacity

The Planning and Development Department determined the development potential of the proposed amendment to MU pursuant to site specific FLUE Policy 4.3.22. Given this, the proposed amendment could result in the development of 6,103 single family dwelling units, 2,420 townhome dwelling units and 2,052 multi-family dwelling units for a total of 10,575 dwelling units and 2,642 new students.

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:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5673-22A Big Creek Timber Large Davis Tract - REVISED Requested By: Kristen Reed / Edward "Luke" Lukacovic Reviewed By: Shalene B. Estes Originally Proposed: 11.740 Due: 12/2/2022 Resulted in: 2.933							
Analysis based on maximum dwelling units: <u>10.575</u>							
School Type	CSA ¹	CURRENT ENROLLMENT 20 Day Count (2022/23)	CURRENT UTILIZATION (%)	NEW STUDENT GENERATION ³	5-YEAR UTILIZATION (%)	AVAILABLE SEATS - CSA ²	ADJACENT CSAs 3 & 4 AVAILABLE SEATS
Elementary	5	8,220	84%	1,321	88%	860	2,252
Middle	5	2,257	80%	539	69%	145	953
High	5	7,617	98%	782	92%	334	402
Total New Students				2,642			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

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

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis reveals a deficiency in high school capacity based on available seats in the CSA and the adjacent CSAs.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5673-22A Big Creek Timber Large Davis Tract - REVISED Requested By: Kristen Reed / Edward "Luke" Lukacovic Reviewed By: Shalene B. Estes Originally Proposed: 11,740 Due: 12/2/2022 Resulted in: 2,933 Analysis based on maximum dwelling units: <u>10,575</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	CURRENT UTILIZATION (%)	4-YEAR PROJECTION
Twin Lakes Academy ES #251 ⁴	4	440	1014	893	88%	87%
Mandarin Oaks ES #258 ⁴	4	440	1072	986	92%	88%
Bartram Springs ES #161 ⁴	5	440	964	1188	123%	139%
Twin Lakes Academy MS #253	4	539	1462	1056	72%	67%
Atlantic Coast HS #268	5	782	2443	2532	104%	90%
		2,642				

NOTES:

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

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

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

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

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high, medium and low 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 Zones A, D and E. 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 10,575 dwelling units.

EPD Review:

The proposed properties in land use amendment L-5673-22A will be in close proximity to Stillwood Pines Boulevard and J. Turner Butler Boulevard, indicating sufficient access to I-295 (2.84 road miles) and I-95 (7.58 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A, Zone C, Zone D, and Zone E), nearest evacuation routes, and the decrease of 176,234 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5673-22A would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

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.

Flood Zones

Approximately 2,563.33 acres of the site is located within flood zones and of that, 79.57 acres are in the AE-Floodway, 78.39 acres are in the AE, 2,403.21 acres are in the AO and 2.16 acres are in the 0.2 PCT Annual Chance Flood Hazard zone. Flood zone

designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE and AO flood zones are defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. The AE Floodway flood zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory if construction is allowed within the floodway. Areas located within AE Floodway zones should be left intact as construction and filling within these areas is severely restricted. The 0.2 PCT Annual Chance Flood Hazard is defined as areas within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones and these areas are deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Staff report Attachment F depicts the distribution of flood zones throughout the amendment site.

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.

Adaptation Action Area (AAA)

Approximately 96 acres of the amendment site is included in the AAA boundary. The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The AAA boundaries includes 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.

The applicant is encouraged to address the new policies through site design, clustering of development and other resiliency efforts. According to the Non-Binding Preliminary

Development Map (Attachment C), the AAA areas within the site will be dedicated as conservation and open space.

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.

Wetlands

Review of the applicant's Preliminary Wetland Assessments, dated April 18, 2022, and November 26, 2018, and the City's GIS data indicates the existence of wetlands on the 6,174.21 acre subject site and as such, a low intensity wetlands survey has been provided by the applicant that indicates the location and size.

Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 3,144.43 Acres

General Location(s): Wetlands are located throughout the amendment site. The Category II wetlands are associated with and follow Pablo Creek in the northern portion of the amendment site (see Attachment D).

Quality/Functional Value:

The northern section of wetlands located near Pablo Creek has 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 remainder of wetlands on the site have a medium to high functional value for water filtration attenuation and flood water capacity and are located in flood zones, yet have an indirect impact on the City's waterways.

Soil Types/
Characteristics:

See the USDA Soil Survey from the Wetland Assessment and Listed Wildlife Assessment Reports in Attachment E.

Wetland Category: The wetlands near Pablo Creek are Category II and all other wetlands on the property are considered Category III.

Consistency of Permitted Uses: Category III Wetlands: All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6.

Category II Wetlands: Uses are generally limited to conservation, access to a permitted use and silviculture.

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

Wetlands Impact: The Non-Binding Preliminary Development Map (Attachment C) provided by the applicant depicts conservation areas over a majority of the wetlands. Any future development impacting wetlands will require permits and mitigation by the St. Johns River Water Management District.

Associated Impacts: The AE - Floodway, AE, AO and 0.2 percent annual chance flood hazard are in most areas of wetlands of the site. The Adaptation Action Area (AAA) follows Pablo Creek and the Category II Wetlands.

Relevant Policies: CCME Policies 4.1.3, 4.1.5 and 4.1.6 – see below

Conservation/Coastal Management Element

Policy 4.1.3

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

- (a) Encroachment
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.

Policy 4.1.5

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

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

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Density/Dredge and fill

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

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

(b) Boat facilities siting and operation

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

- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

Best Management Practices: Silviculture

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

Policy 4.1.6

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 three Listed Wildlife and Habitat Assessment Reports (on file with the Planning and Development Department). During the assessments, biologists observed a protected Bald Eagle, evidence of state threatened Gopher Tortoises and the presence of federally listed endangered Red-Cockaded Woodpeckers (RCW) and cavity trees. Land disturbing activities within any occupied Gopher Tortoise habitat will require a Gopher Tortoise relocation permit. One of the reports for the northern portion of the amendment site recommends a 100% coverage species-specific survey of the suitable RCW habitat within the northern Sandhill habitat.

If a U.S. Army Corps of Engineers (USACE), St. Johns River Water Management District (SJRWMD) or Florida Department of Environmental Protection (FDEP) permit is required, the agencies may be notified and allowed to provide additional comment and review of listed species with the potential to occur within the site. If no USACE, SJRWMD, or FDEP permit is required for land use activities with potential to disturb listed species habitat, then consultations with these agencies will be at the discretion of the property owner. The wildlife surveys conducted within the subject property boundaries do not preclude the potential for all listed species currently or in the future.

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.

Recreation and Parks - Pablo Creek Preserve

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

1. Upon acceptance of the fee interest in the Hodges property by the St. Johns River Water Management District, the City and SJRWMD will enter into an intergovernmental agreement dividing the management obligations. The St. Johns River Water Management District and City of Jacksonville will co-manage Pablo Creek Preserve with SJRWMD managing the natural resources and COJ managing public recreation. Part of the management of this site may include

timber harvesting and prescribed burning for resource enhancement and to reduce the potential impacts of wildfires. Prescribed burning will create smoke, which may temporarily impact neighborhoods and surrounding areas. However, such efforts are necessary to the management of these lands for wildlife, resource protection and recreational uses. All future, adjacent homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush, dead leaves or landscaping near homes where such homes are adjacent to forest areas. Please consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forested lands.

2. Additional development may affect surface and ground water quality, which may impact the Pablo Creek watershed. The area is currently natural, so the planned development may have wetland, storm water and ground water impacts. Request that tree, wetland and storm water impacts be minimized to the extent possible and proper mitigation techniques be followed. Recommend an environmental assessment be conducted to inventory listed or imperiled plant and animal species prior to development; if listed species are found, recommend following a habitat conservation plan for protection, or mitigation alternatives. Recommend riparian buffer areas around any natural wetland or river tributary.
3. We request at least 50' natural, vegetated buffer be maintained along the development property's common boundary with the Preserve and limit building heights to avoid tall structures overlooking the Preserve in order to protect the nature experience and viewshed by park visitors.
4. We also look forward to reviewing future versions of the development master plan once recreational amenities are envisioned so we can evaluate how they might compliment and/or connect to the Preserve.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 10, 2022, the required notices of public hearing signs were posted. Eight hundred fifteen (815) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

A virtual Citizen Information Meeting was held via Zoom on May 16, 2022. Seven (7) members of the public were in attendance with concerns regarding buffering between the amendment site and the Sweetwater community to the west of the site, the increase in traffic and how and when transportation improvements will be made to accommodate the increased transportation demands resulting from this amendment. Attendees also asked if the project would be developed under one master planned zoning district or as separate developments within the overall amendment site.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Areas

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.

Rural Area (RA): The RA consists of all lands outside of the SA 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.

- 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 1.1.21 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Objective 1.2 Manage the use of land in the City by approving new development and redevelopment only if necessary public facilities are provided concurrent with the impacts of development. Ensure the availability of adequate land suitable for utility facilities necessary to support proposed development. Verify prior to development order issuance

that all new development and redevelopment will be served with potable water, wastewater, solid waste disposal, stormwater management facilities, and parks that meet or exceed the adopted Levels of Service established in the Capital Improvements Element.

Policy 1.2.1 The City shall ensure that the location and timing of new development and redevelopment will be coordinated with the ability to provide public facilities and services through the implementation of growth management measures such as the Development Areas and the Plan Category Descriptions of the Operative Provisions, development phasing, programming and appropriate oversizing of public facilities, and zoning and subdivision regulations.

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 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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.

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.

Property Rights Element (PRE)

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 FLUE, the Low Density Residential (LDR) land use category in the Rural and Suburban Development Areas primarily permits low density residential development in the form of single-family and multi-family dwellings at up to seven 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.

According to the Category Description in the FLUE, the MU land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan. The MU land use category includes criteria

based on a long-term planning strategy that results in a cohesive and compatible development pattern, the provision of adequate public facilities, utilities and infrastructure and the protection of environmentally sensitive land and species. New designations under the MU category shall generally be for sites greater than 250 acres in size in the Suburban, Urban and Urban Priority Development Areas and for sites greater than 1,000 acres in the Rural Development Area. Development within each MU designation shall include a mix of both residential and non-residential uses and shall incorporate multi-modal transportation concepts consistent with the goals of the Mobility Strategy Plan.

A majority of the amendment site is located within the Rural Development Area, except for approximately 900 acres in the Suburban Development Area. The Rural Development Area description states that 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. Since the proposed amendment is to the MU category, the amendment and is consistent with the Rural Development Area intent and FLUE Policy 1.1.20.

The MU land use category requires the development and approval of a long-term conceptual master plan that addresses the distribution of land uses, the location of conservation areas, the provision of water and sewer services, the internal and external transportation network, a basic assessment of the surrounding transportation network and demonstration of coordination with the Florida Fish and Wildlife Conservation Commission. The amendment is accompanied by a site-specific policy that entitles development to a broad mix of residential densities and commercial entitlements in order to provide sufficient land for future uses that provide adequate choices for permanent and seasonal residents and for businesses to operate. The site-specific policy also acknowledges that development is not permitted until such time as the conceptual master plan is approved by the City Council. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1, 1.2 and 3.1, Policies 1.1.5, 1.1.10, 1.1.12, 1.1.20, 1.1.21, 1.1.22, 1.2.1, 1.2.6, 1.5.14, and 3.1.6.

The land use amendment site includes approximately 3,144 acres of Category II and III wetlands. Except for the wetlands that buffer Pablo Creek in the northern portion of the site, the majority of the wetlands are classified as Category III. In accordance with the requirements of the MU land use category, the applicant provided a non-binding preliminary development map (Attachment C) that indicates the preservation of most of the wetlands, including all of the Category II wetlands. Therefore, the amendment is 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 Consistency

The application site lies within the Southeast Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan provides a summary of recommendations for future planning efforts in the vision plan area. Transportation connectivity, compact development, quality open space and walkable neighborhoods with a mix of uses is preferred to balance the quality of life assets in the area. The proposed land use change to MU could provide the opportunity to achieve these vision plan goals, thereby illustrating the proposed land use amendment's consistency with the Southeast Jacksonville Vision Plan. A long-term master plan will promote consistency with these recommendations.

Strategic Regional Policy Plan

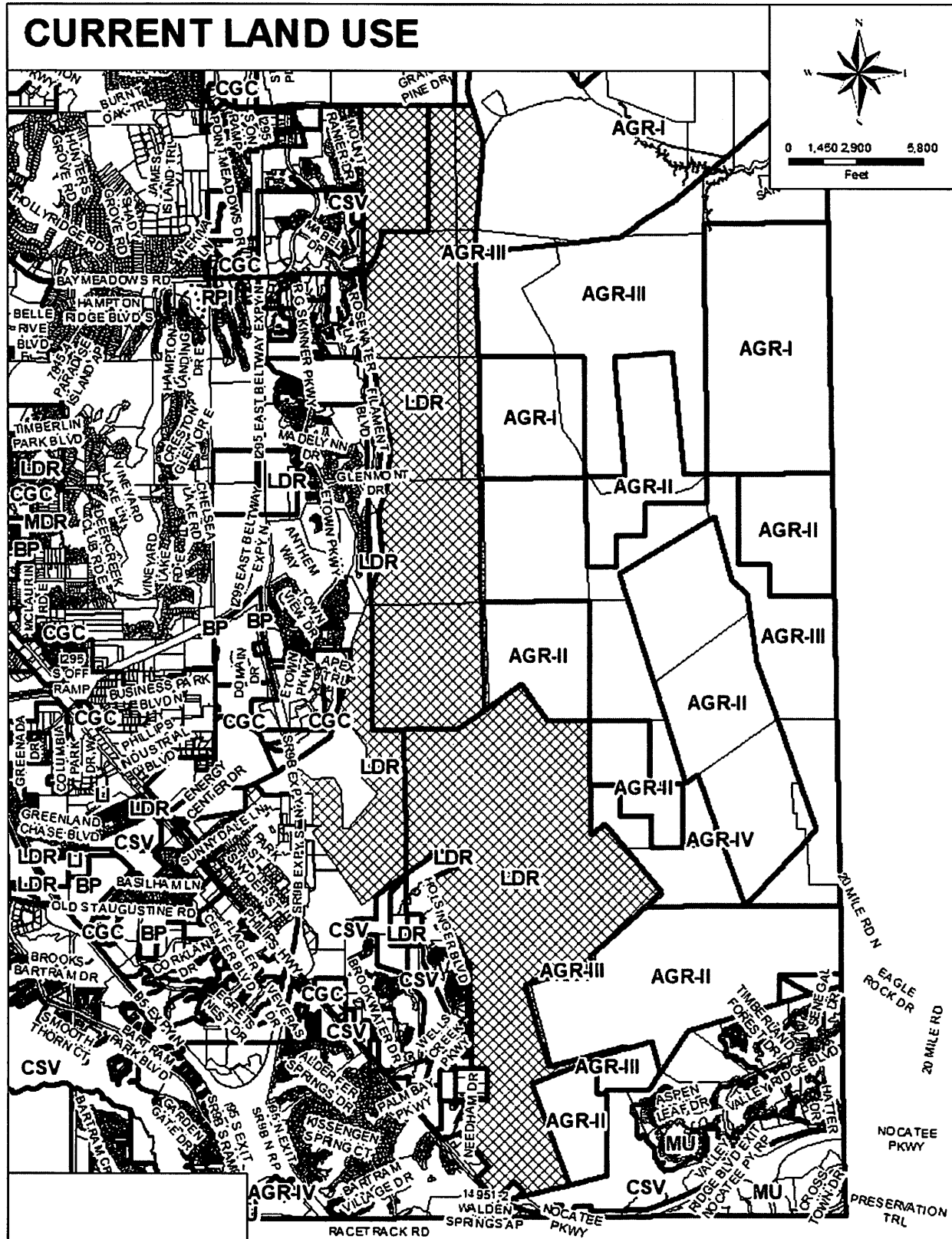
The proposed amendment is consistent with the following Goal of the Communities and Affordable Housing component of the Strategic Regional Policy Plan:

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.



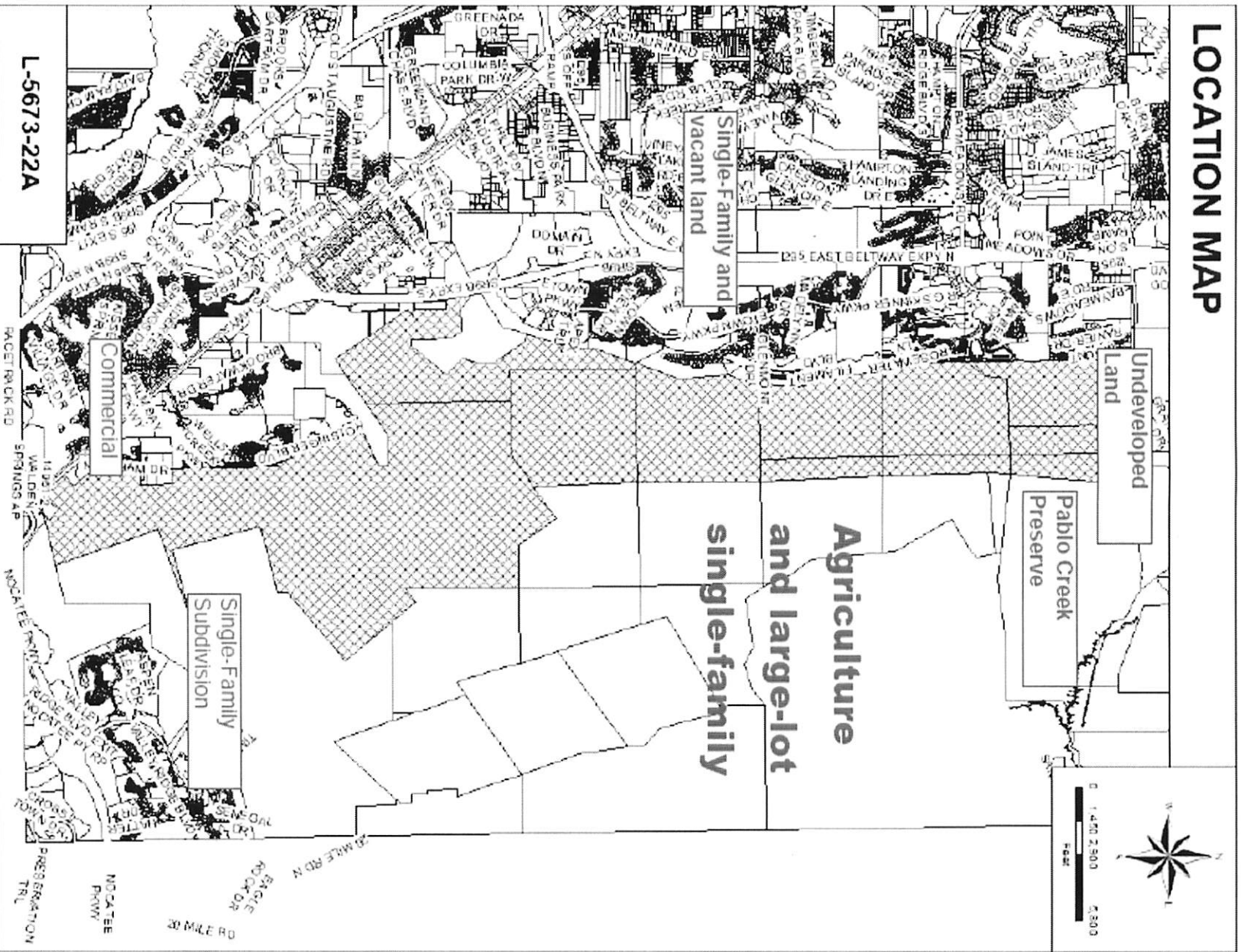
The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing to provide lifestyle choice and options to meet the needs in northeast Florida and creating additional space for the development of housing in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

ATTACHMENT A - LAND USE AND LOCATION MAP



ATTACHMENT B – SURROUNDING LAND UTILIZATION MAP

LOCATION MAP



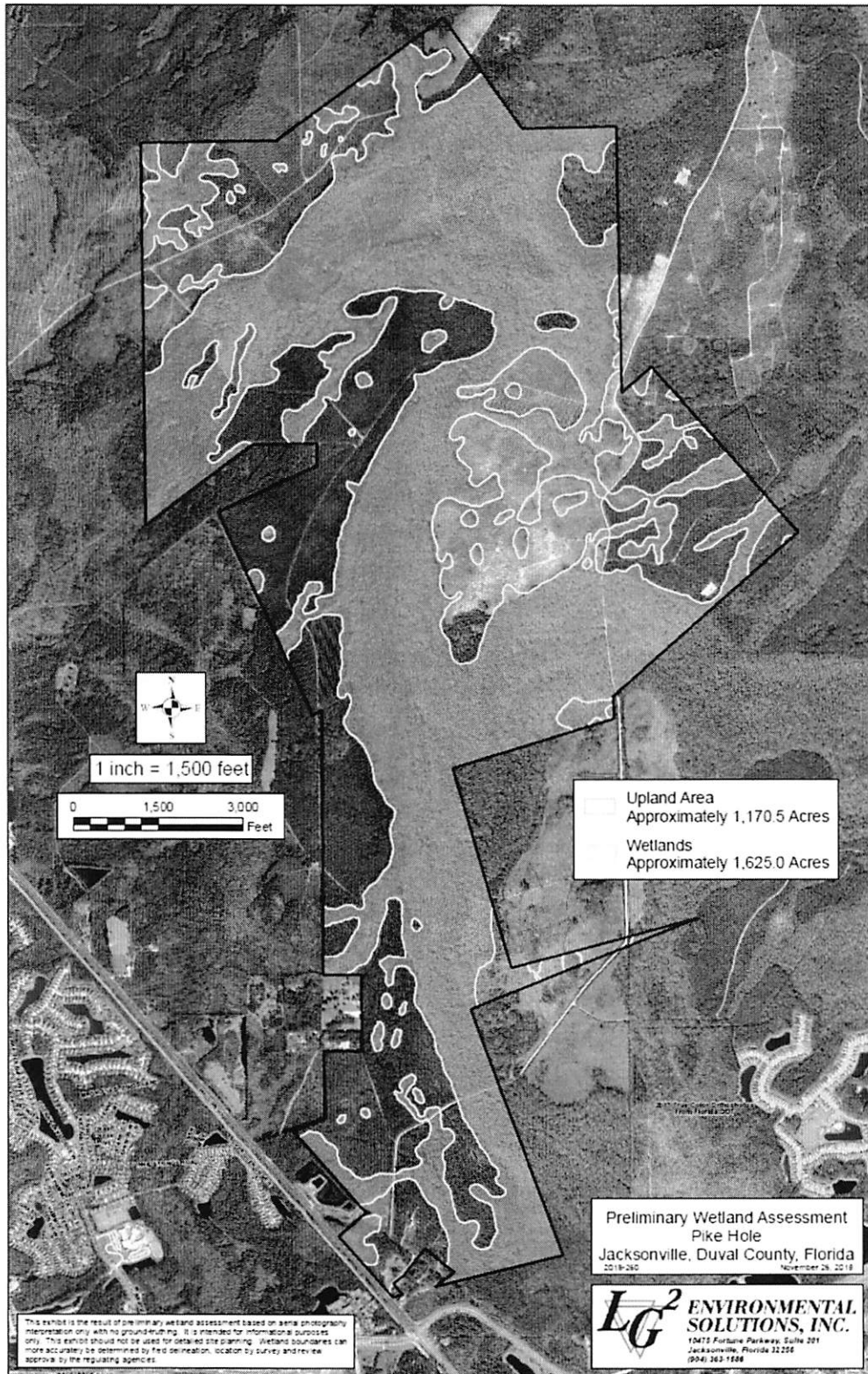
ATTACHMENT C - NON-BINDING PRELIMINARY DEVELOPMENT MAP



ATTACHMENT D - WETLANDS MAP – NORTHERN PORTION OF SITE



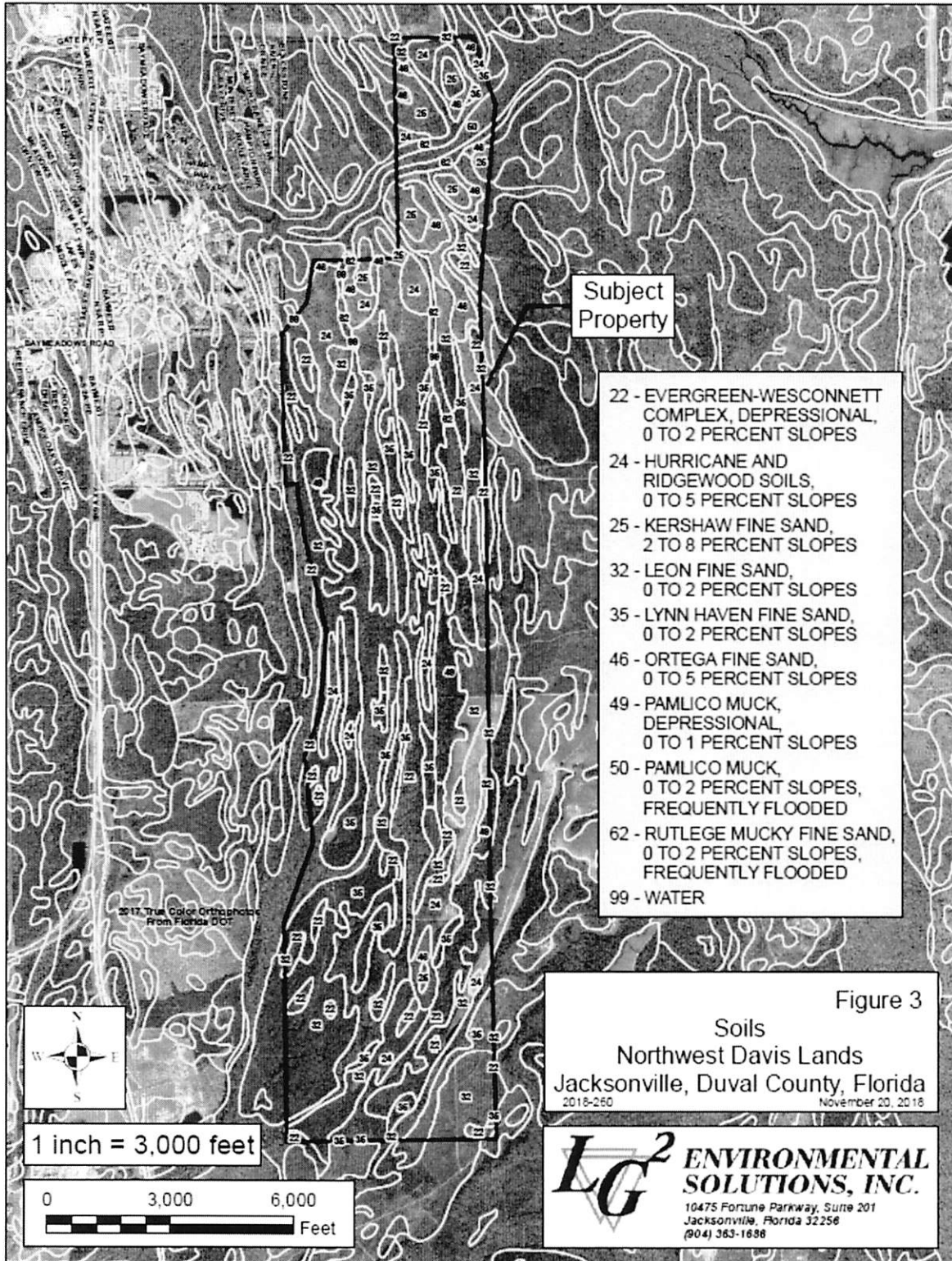
ATTACHMENT D (CONTINUED) - WETLANDS MAPS – SOUTHERN PORTION OF SITE



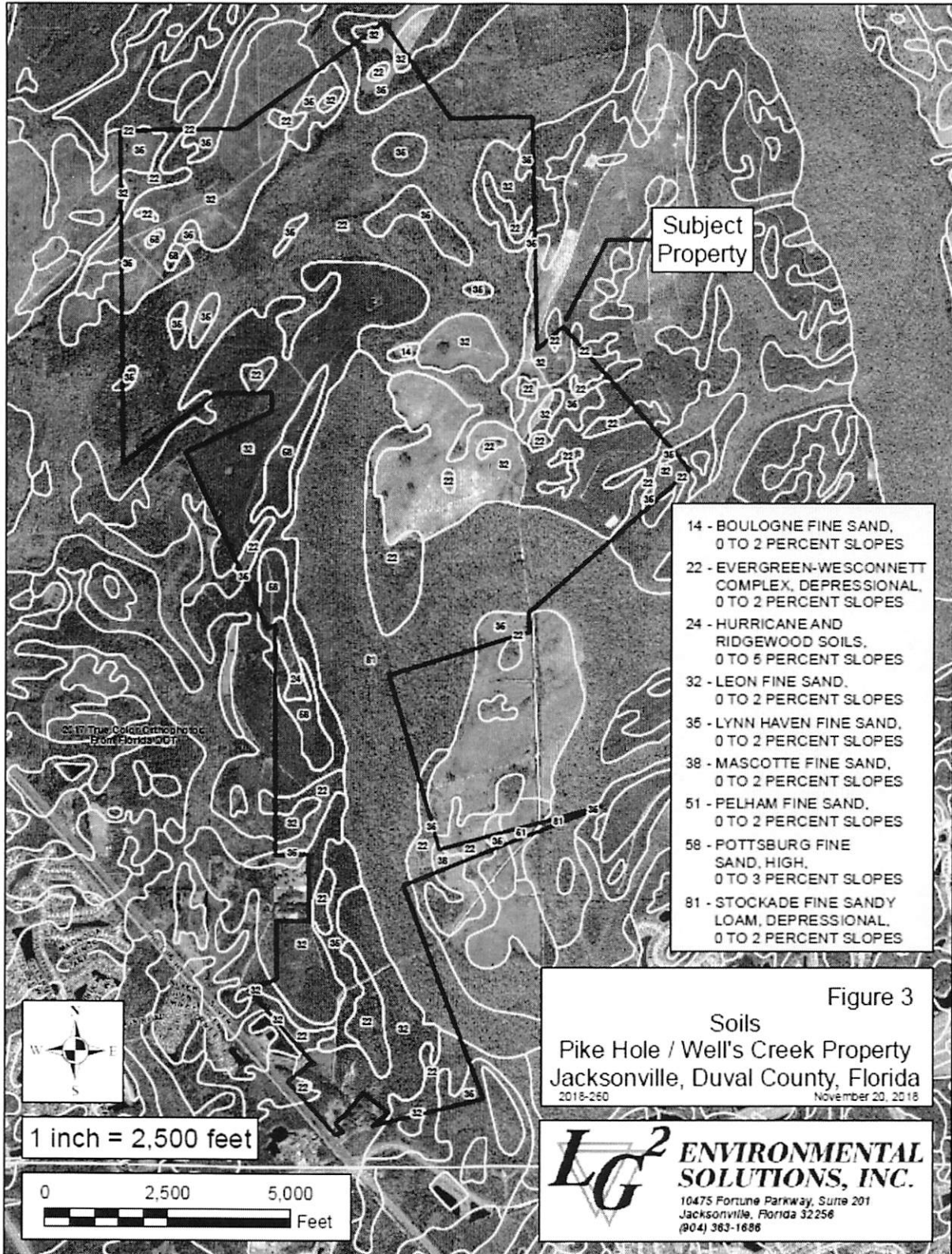
ATTACHMENT E - SOILS MAPS – NORTHEASTERN PORTION OF SITE



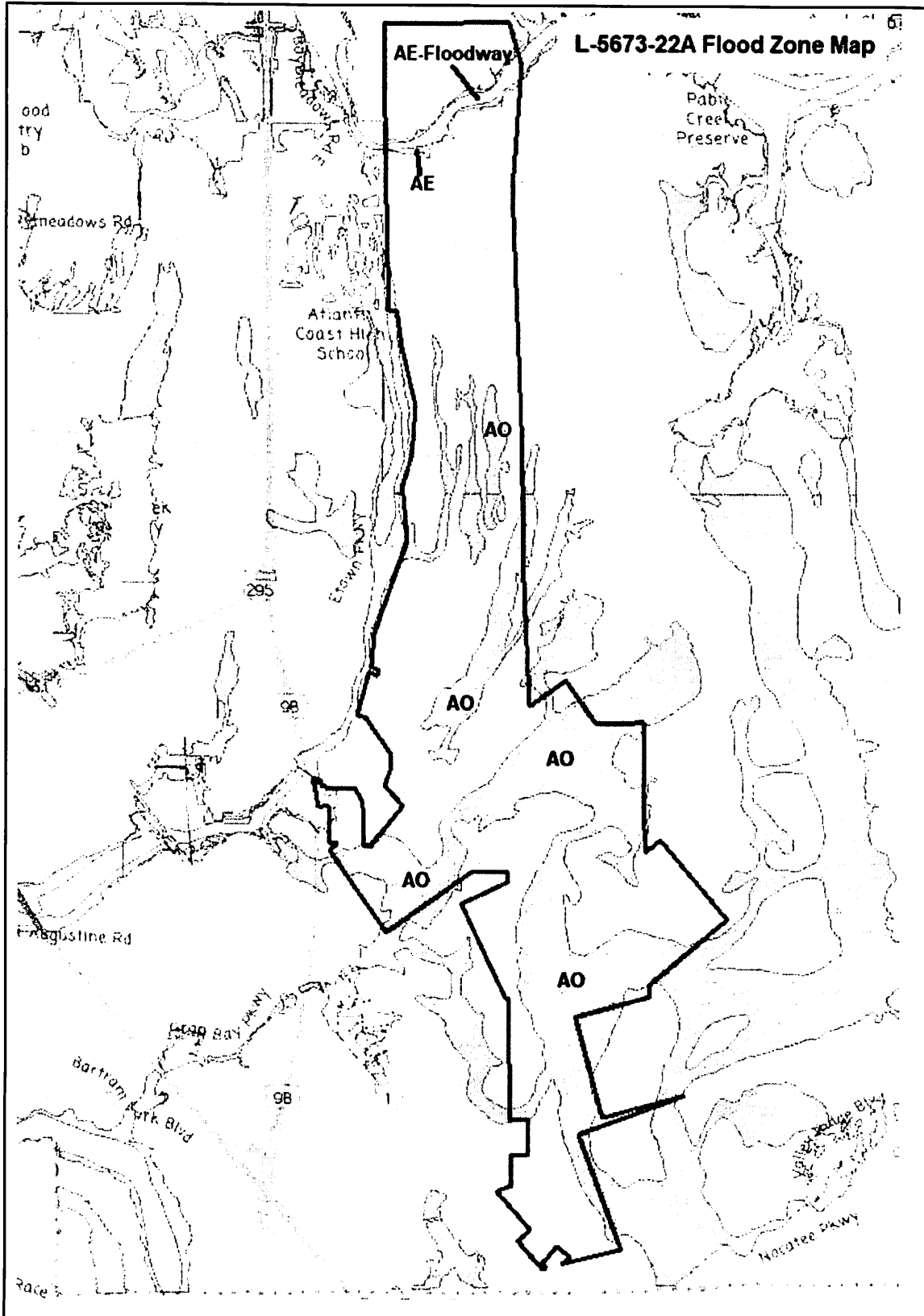
**ATTACHMENT E (CONTINUED) - SOILS MAPS – NORTHERN
PORTION OF SITE**



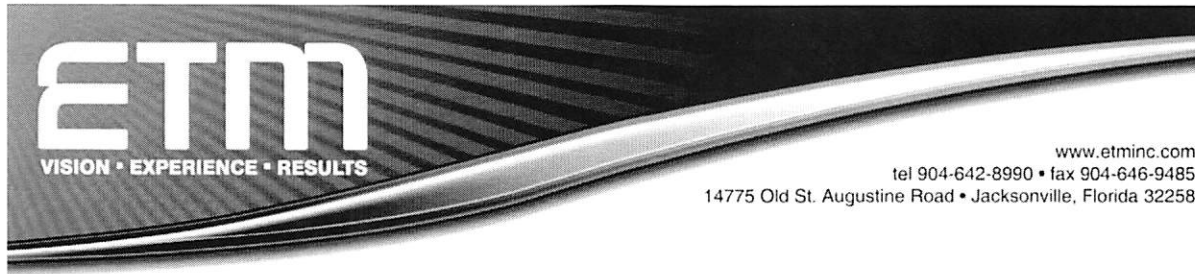
**ATTACHMENT E (CONTINUED) - SOILS MAPS –
SOUTHERN PORTION OF SITE**



ATTACHMENT F – FLOOD ZONE MAP



ATTACHMENT G – TRAFFIC ASSESSMENT



November 16, 2022

Ms. Laurie Santana, Chief
Transportation Planning Division
Ed Ball Building
214 N. Hogan Street, Suite 300
Jacksonville, FL 32202

Reference: Big Creek Timber MU Conceptual Master Plan – Traffic Assessment

Ms. Santana,

On behalf of Big Creek Timber LLC, England, Thims & Miller, Inc. has estimated the average daily traffic on the internal roadways by running the Northeast Regional Planning Model developed for the Big Creek Timber's MU Conceptual Master Plan using the updated land uses and units. The model run, submitted for your review following out August 24, 2022 meeting, was the updated the same roadway network as the previously approved LDR conceptual master plan traffic study.

We have corresponded with your department on numerous technical questions relating this modeling submission. Attached are most current results for this model, incorporating all issues coordinated with your department since the August 24th submittal, in the form of model plots from the NERPM-AB model as well as tables illustrating the AADT for each segment of the major roadways.

As can be seen in the attached result summaries and models, the AADT for the section of road between parcel 26A access and parcel 21 access remains below the 2-lane capacity for this scenario. As previously discussed with COJ staff, this section of road does not require 4-lanes for this MU Conceptual Master Plan. The proposed plan commits to providing R/W for 4-lanes and that the road between parcel 26E and 24A will be designed as 2-lanes of future 4-lane section so that a future expansion could be done if required in the future by off-site development or by an amendment made to the MU Master Plan. If an amendment to the MU Master Plan results in the need to widen to 4-lanes from Area 26E to 24A, the widening will be constructed as a requirement of the Master Plan, not by the City.

England-Thims & Miller, Inc.

ENGINEERS • PLANNERS • SURVEYORS • GIS • LANDSCAPE ARCHITECTS
Jacksonville • Palm Coast • Lake Mary • Gainesville • Tallahassee
REG-00002584 LC-0000316

ATTACHMENT G (CONTINUED) – TRAFFIC ASSESSMENT

*Ms. Laurie Santana, Chief
Transportation Planning Division
City of Jacksonville*

*October 31, 2022
Page 2 of 2*

Reference: Estuary Property – Traffic Assessment

Please confirm your approval of the traffic modeling and the conclusion, by signing below and returning a copy to me.

If you have any questions, please feel free to call.

Sincerely,
ENGLAND, THIMS & MILLER, INC.

Jeffrey A. Crammond, PE, PTOE, PTP
Vice President – Traffic Engineering/Transportation Planning

Enclosures:

Date:

Ms. Laurie Santana, Chief
Transportation Planning Division

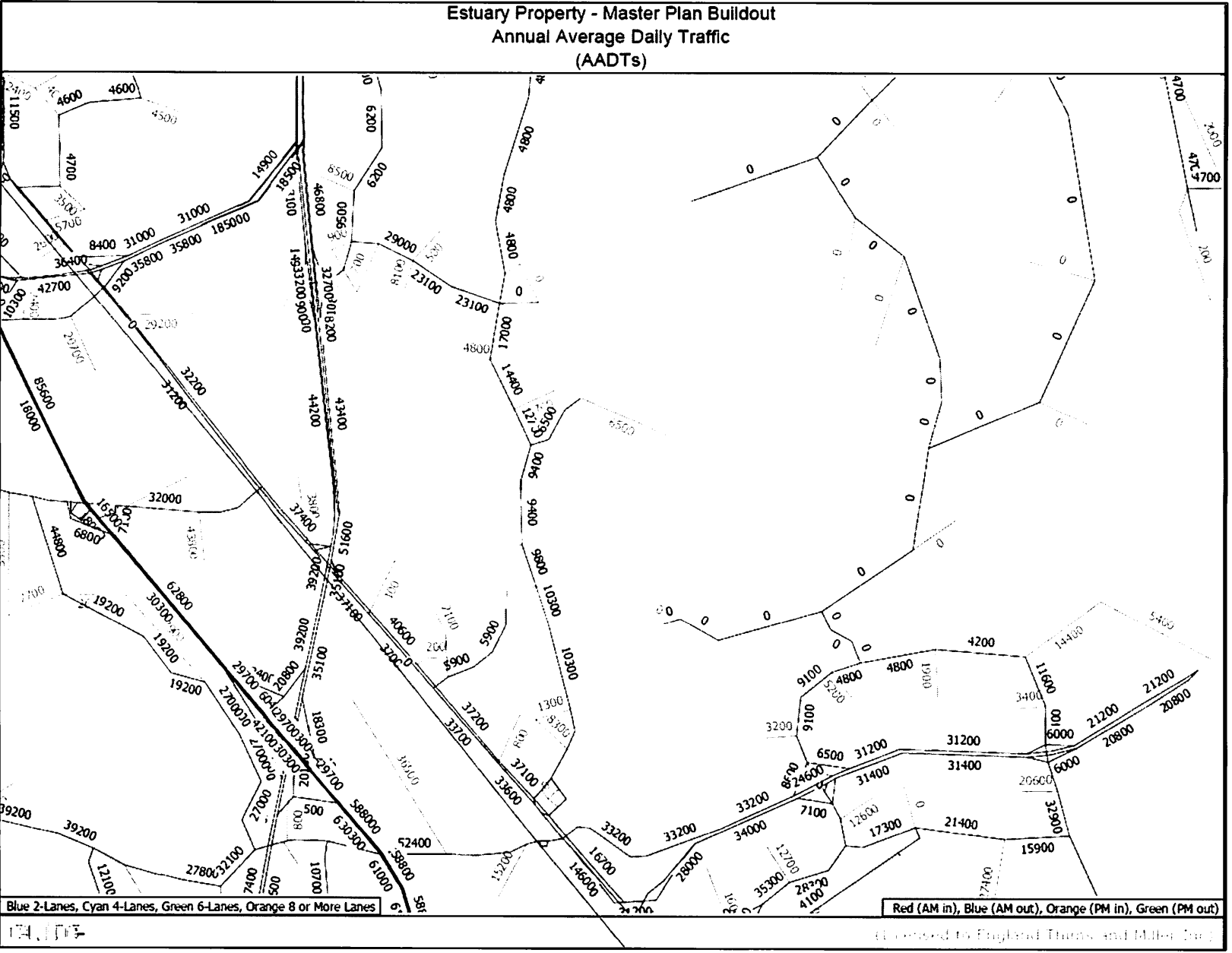
England-Thims & Miller, Inc.

Estuary Property Internal Roadway Requirements

Road Name	Segment	Estimated AADT ¹		Recommended Typical Section	Speed		Class	Level of Service Standard	Maximum Service Volume			Volume to Capacity Ratio (v/c)
		Model	ITE		Design	Posted			Table 1 Volume ²	Local Road Adjustment	Turn Lanes Credit Adjustment	
Estuary Parkway	US-1 to Estuary Drive	15,300	18,752	4-Lane Divided	45 mph	45 mph	Class 1	E	36,500	35620	37,610	0.41
	Estuary Drive to Parcel 26A Entrance	17,400		4-Lane Divided	45 mph	45 mph	Class 1	E	36,500	35620	37,610	0.46
	Parcel 26A Entrance to Parcel 25 Entrance	10,300		2-Lanes of a Future 4-Lane Divided	45 mph	35 mph	Class 2	E	15,600	14040	14,740	0.70
	Parcel 25 Entrance to Parcel 24 Entrance	9,600		2-Lanes of a Future 4-Lane Divided	45 mph	35 mph	Class 2	E	15,600	14040	14,740	0.66
	Parcel 24 Entrance to Parcel 21 Access Road	9,400		2-Lanes of a Future 4-Lane Divided	45 mph	35 mph	Class 2	E	15,600	14040	14,740	0.64
	Parcel 21 Access Road to Parcel 18B Entrance	14,400		4-Lane Divided	45 mph	45 mph	Class 1	E	36,500	35620	37,610	0.36
	Parcel 18B Entrance to S eTown Pkwy Connector	17,000		4-Lane Divided	45 mph	45 mph	Class 1	E	36,500	35620	37,610	0.45
	S eTown Pkwy Connector to N eTown Pkwy Connector	11,000		2-Lanes of a Future 4-Lane Divided	45 mph	45 mph	Class 1	E	17,700	15930	16,730	0.66
	North of N eTown Pkwy Connector	12,200		2-Lanes of a Future 4-Lane Divided	45 mph	45 mph	Class 1	E	17,700	15930	16,730	0.73
Estuary Drive	US-1 to Estuary Parkway	14,700	11,117	4-Lane Divided	35 mph	30 mph	Class 2	E	32,400	29160	30,620	0.46
South eTown Parkway Connector	eTown Parkway to Estuary Parkway	29,000	32,359	4-Lanes of a Future 6-Lane Divided	45 mph	45 mph	Class 1	E	36,500	35620	37,610	0.77
North eTown Parkway Connector	eTown Parkway to Estuary Parkway	11,600	13,010	2-Lanes of a Future 4-Lane Divided	40 mph	35 mph	Class 2	E	15,600	14040	14,740	0.80

¹ Based on buildout model volumes for the master plan development from NERPM with a MOCF of 0.96
² 2020 Quality and Level of Service Handbook published by the Florida Department of Transportation.

ATTACHMENT G (CONTINUED) - TRAFFIC ASSESSMENT



ATTACHMENT H – FLUE POLICIES 4.4.11 AND 4.4.12 FOR REPEAL

Future Land Use Element (FLUE) Policy 4.4.11

Reserved

~~In accordance with Ordinance 2020-162/L-5325-18A, which designates a 2,795.50-acre LDR land use category on the Future Land Map, the owner or authorized agent shall develop a conceptual long-term master plan addressing the entire 2,795.50-acre site. The conceptual master plan shall commence within one (1) year of the approval date of Ordinance 2020-162/L-5325-18A, and concluded no later than three (3) years from the approval date of Ordinance 2020-162/L-5325-18A. The LDR land use category and companion rezoning are intended to be holding categories prior to the development of the long-term master plan. The conceptual master plan, and proposed revisions or amendments to the approved plan, shall be subject to review and approval by the Planning Commission prior to submittal of land development reviews and approvals. It is the intention of the owner to amend the Future Land Map to land use designations and companion rezonings consistent with the master plan. However, approximately 350 acres of the site can be developed or rezoned prior to approval of the conceptual master plan. Revisions or amendments to the plan that do not change the approved densities or intensities may be administratively modified by the Planning and Development Department. Development within the site shall be consistent with the conceptual master plan. The conceptual master plan shall, at a minimum, address the following conditions:~~

- ~~1. The general distribution, location and densities/intensities of residential and non-residential development;~~
- ~~2. Acknowledgement that future land use map amendments and rezonings will be submitted where such uses and densities are inconsistent with the current land use and/or zoning designations;~~
- ~~3. The general distribution and location of conservation areas and wetland buffers;~~
- ~~4. The strategy for providing centralized utilities for water and sewer service throughout the planning area, including a general phasing plan that identifies when development is anticipated to require the need for additional facilities, and the Water Supply Facilities Work Plan (WSFWP) must be updated prior to any development phase requiring construction of potable, treatment, and/or non-potable water supply facilities to incorporate the applicable planned facilities into the WSFWP;~~
- ~~5. Identification of the major internal transportation facilities necessary to serve the future land uses through an efficient and connected network;~~
- ~~6. General identification of how the major internal transportation facilities will connect to the external transportation network with proposed future connections to any State facilities subject to review by the Florida Department of Transportation;~~

ATTACHMENT H (CONTINUED) – FLUE POLICIES 4.4.11 AND 4.4.12 FOR REPEAL

- ~~7. A basic assessment shall be conducted of the currently identified and expected roadway operating conditions of the immediately surrounding transportation network for the conceptual master plan (methodologies and assumptions used in this assessment shall be agreed upon by the Planning and Development Department, the Florida Department of Transportation, and the owner or authorized agent); and~~
- ~~8. Coordination with the Florida Fish and Wildlife Conservation Commission staff in the design of the conceptual master plan.~~

~~The approved conceptual master plan shall be on file with the Planning and Development Department.~~

Future Land Use Element (FLUE) Policy 4.4.12 Reserved

~~In accordance with Ordinance 2020-164/5349-18A, which designates a 2,512.23-acre LDR land use category on the Future Land Map, the owner or authorized agent shall develop a conceptual long-term master plan addressing the entire 2,512.23-acre site. The conceptual master plan shall commence within one (1) year of the approval date of Ordinance 2020-164/L-5349-18A, and conclude no later than three (3) years from the approval date of Ordinance 2020-164/L-5349-18A. The LDR land use category and companion rezoning are intended to be holding categories prior to the development of the long-term master plan. The conceptual master plan, and proposed revisions or amendments to the approved plan, shall be subject to review and approval by the Planning Commission prior to submittal of land development reviews and approvals. It is the intention of the owner to amend the Future Land Map to land use designations and companion rezonings consistent with the master plan. However, approximately 250 acres of the site can be developed or rezoned prior to approval of the conceptual master plan. Revisions or amendments to the plan that do not change the approved densities or intensities may be administratively modified by the Planning and Development Department. Development within the site shall be consistent with the conceptual master plan. The conceptual master plan shall, at a minimum, address the following conditions:~~

- ~~1. The general distribution, location and densities/intensities of residential and non-residential development;~~
- ~~2. Acknowledgement that future land use map amendments and rezonings will be submitted where such uses and densities are inconsistent with the current land use and/or zoning designations;~~
- ~~3. The general distribution and location of conservation areas and wetland buffers;~~

**ATTACHMENT H (CONTINUED) – FLUE POLICIES 4.4.11 AND 4.4.12
FOR REPEAL**

- ~~4. The strategy for providing centralized utilities for water and sewer service throughout the planning area, including a general phasing plan that identifies when development is anticipated to require the need for additional facilities, and the Water Supply Facilities Work Plan (WSFWP) must be updated prior to any development phase requiring construction of potable, treatment, and/or non-potable water supply facilities to incorporate the applicable planned facilities into the WSFWP;~~
- ~~5. Identification of the major internal transportation facilities necessary to serve the future land uses through an efficient and connected network;~~
- ~~6. General identification of how the major internal transportation facilities will connect to the external transportation network with proposed future connections to any State facilities subject to review by the Florida Department of Transportation;~~
- ~~7. A basic assessment shall be conducted of the currently identified and expected roadway operating conditions of the immediately surrounding transportation network for the conceptual master plan (methodologies and assumptions used in this assessment shall be agreed upon by the Planning and Development Department, the Florida Department of Transportation, and the owner or authorized agent); and~~
- ~~8. Coordination with the Florida Fish and Wildlife Conservation Commission staff in the design of the conceptual master plan.~~

~~The approved conceptual master plan shall be on file with the Planning and Development Department.~~