



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32203  
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June 6, 2024

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

**RE: Planning Commission Advisory Report / Ordinance No. 2024-343/Application for the Estuary, LLC  
Conceptual Master Plan**

Dear Honorable Council President Salem, 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 2024-343 on June 6, 2024.

P&DD Recommendation

APPROVE Subject to the Following Condition:

*The Developer shall be responsible for the design, permitting and construction of connecting the Property to the existing JEA water/sewer infrastructure according to JEA policy or under a service agreement between the landowner and JEA. Such improvements shall be dedicated to JEA upon completion of construction of such improvements. The Developer shall be responsible for providing all the property and easements within the project boundary, at no cost to JEA, for facilities needed to serve the Development.*

PC Issues:

Two (2) citizens cited concerns for preservation, increased traffic, infringement into a dead-end street, and insufficient information from the developer ahead of development of the project

<b>PC Vote:</b>	<b>7-0 APPROVE with Condition</b>
Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Absent
Ali Marar	Aye
Michael McGowan	Aye
Jack Meeks	Aye
Tina Meskel	Aye

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

Sincerely,



**Helena A. Parola, MAURP**  
***City Planner Supervisor***

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

**Conceptual Master Plan – May 31, 2024**

**Ordinance Number:** 2024-343

**Application/Subject:** Estuary, LLC Conceptual Master Plan  
May 1, 2024

**Property Location:** Generally located east of major regional roadway corridors of I-295, SR 9B and US Highway 1. The site is south of J. Turner Butler Boulevard, east of Interstate 295 and abutting the Duval/St. Johns County line.

**Property Acreage:** 11,047.38 acres

**Planning District:** District 3, Southeast

**City Council District:** District 11

**Applicant:** Paul M. Harden, Esquire

**Development Boundary:** Rural Development Area

**Proposed Development Area** Suburban Development Area, pursuant to pending Ordinance 2024-342

**RECOMMENDATION: APPROVE SUBJECT TO THE FOLLOWING  
CONDITION:**

*The Developer shall be responsible for the design, permitting and construction of connecting the Property to the existing JEA water/sewer infrastructure according to JEA policy or under a service agreement between the landowner and JEA. Such improvements shall be dedicated to JEA upon completion of construction of such improvements. The Developer shall be responsible for providing all the property and easements within the project boundary, at no cost to JEA, for facilities needed to serve the Development.*

**BACKGROUND**

Concurrently pending Ordinance 2024-342 proposes a land use map amendment on the 11,047.38 acre site from the Agriculture (AGR) land use category to the Multi-Use (MU) land use category subject to FLUE Policy 4.3.23. Land use map amendments to the MU land use category are required to include a site specific policy that addresses the site

area and the permitted uses. The site specific policy must also identify the densities and intensities of uses along with a statement that development shall not be permitted until such time as a conceptual master plan is approved by the City Council.

The subject pending Ordinance 2024-343 implements the requirement to develop the conceptual master plan consistent with the provisions of the MU land use category and FLUE Policy 4.3.23.

FLUE Policy 4.3.23

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

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

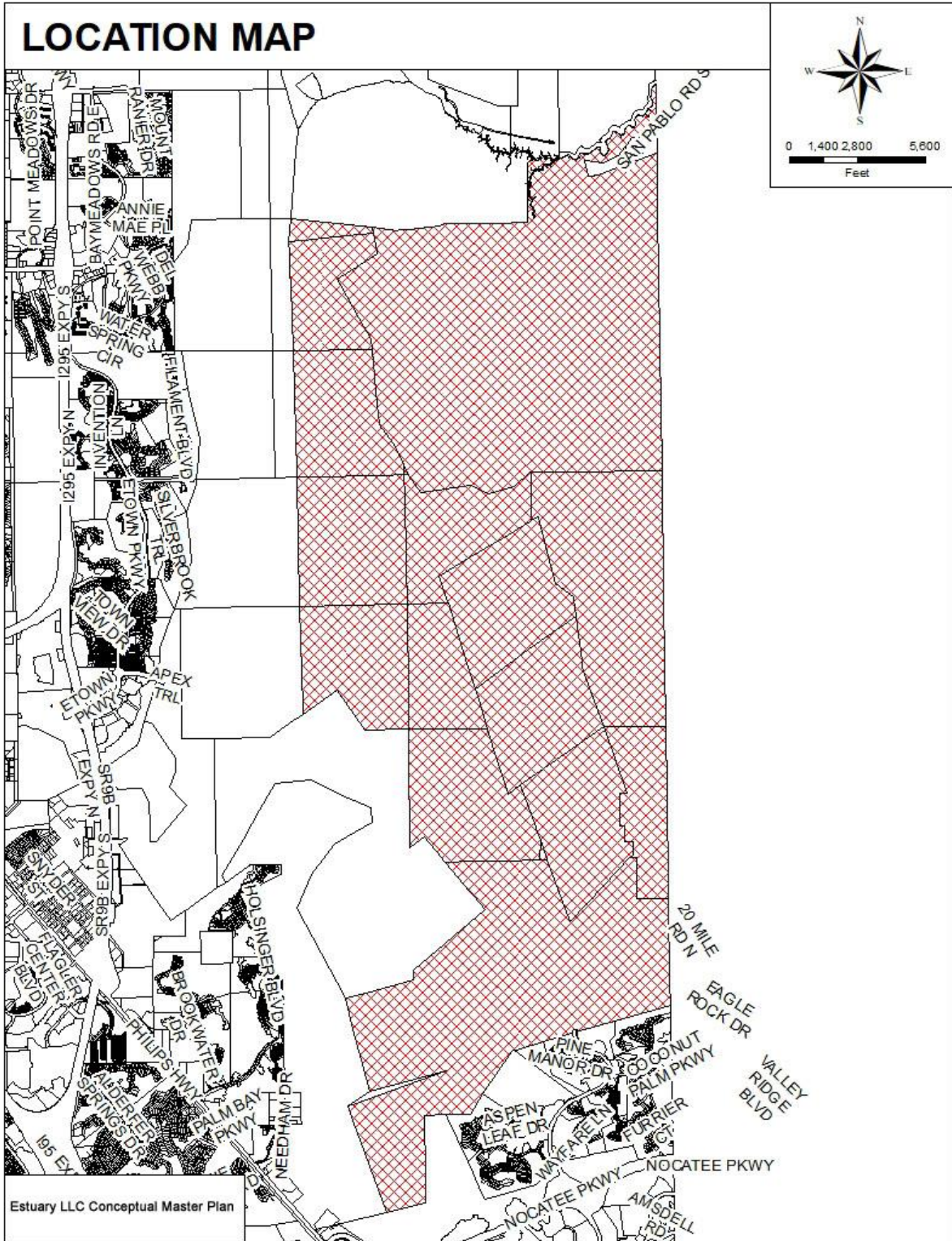
The following specific densities and intensities are permitted consistent with the Multi-Use Land Use Category:

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

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

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

# CONCEPTUAL MASTER PLAN LOCATION MAP



# **CONSISTENCY EVALUATION**

## **MU Future Land Use Category Consistency**

Pursuant to the Multi-Use (MU) Future Land Use Category, conceptual master plans must, at a minimum, include information to address nine criteria. These criteria are provided below along with analysis on how the Estuary, LLC Conceptual Master Plan, complies with each of the criteria.

### ***1. The general distribution, location and densities or intensities of residential and non-residential development.***

The Master Plan Exhibit 1.1 includes a map with an inset table identifying the permissible development by use, location, and dwelling unit count. The Master Plan Exhibit 7.2 Conceptual Master Plan Parcel Table further details the residential type, dwelling units and commercial square footage allocation for each parcel location. Associated FLUE Policy 4.3.23 permits LDR, MDR, RPI, CGC, ROS and CSV land uses with up to 7,892 single-family residential dwelling units, 2,250 multi-family residential dwelling units and 690,000 square feet of commercial uses. The Master Plan Exhibit 1.1 map illustrates the general distribution and location of densities and intensities throughout the 11,047.38 acre site through the identification of parcel areas that are further identified as residential, mixed use or conservation areas.

Uses, densities and intensities depicted in the Master Plan are consistent with the FLUE policy entitlements and the Master Plan sufficiently addresses criteria number one.

### ***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.***

In accordance with this criterion, the Master Plan acknowledges the need to rezone land within the site where proposed uses and densities are inconsistent with current entitlements. A companion PUD rezoning, pending as Ordinance 2024-344, is being processed concurrently with this request and, if approved, will entitle the property consistent with the Master Plan.

The Master Plan sufficiently addresses criteria number two.

### ***3. The general distribution and location of conservation areas and wetland buffers.***

Master Plan Exhibit 1.1 is a map that depicts an interconnected network of greenways and conservation lands. Based on wetlands surveys submitted with the companion land use map amendment, approximately 7,160 acres of the site contains wetlands. These wetlands consist primarily of Category III wetlands, with Category I and II wetlands associated with and following Pablo Creek and Box

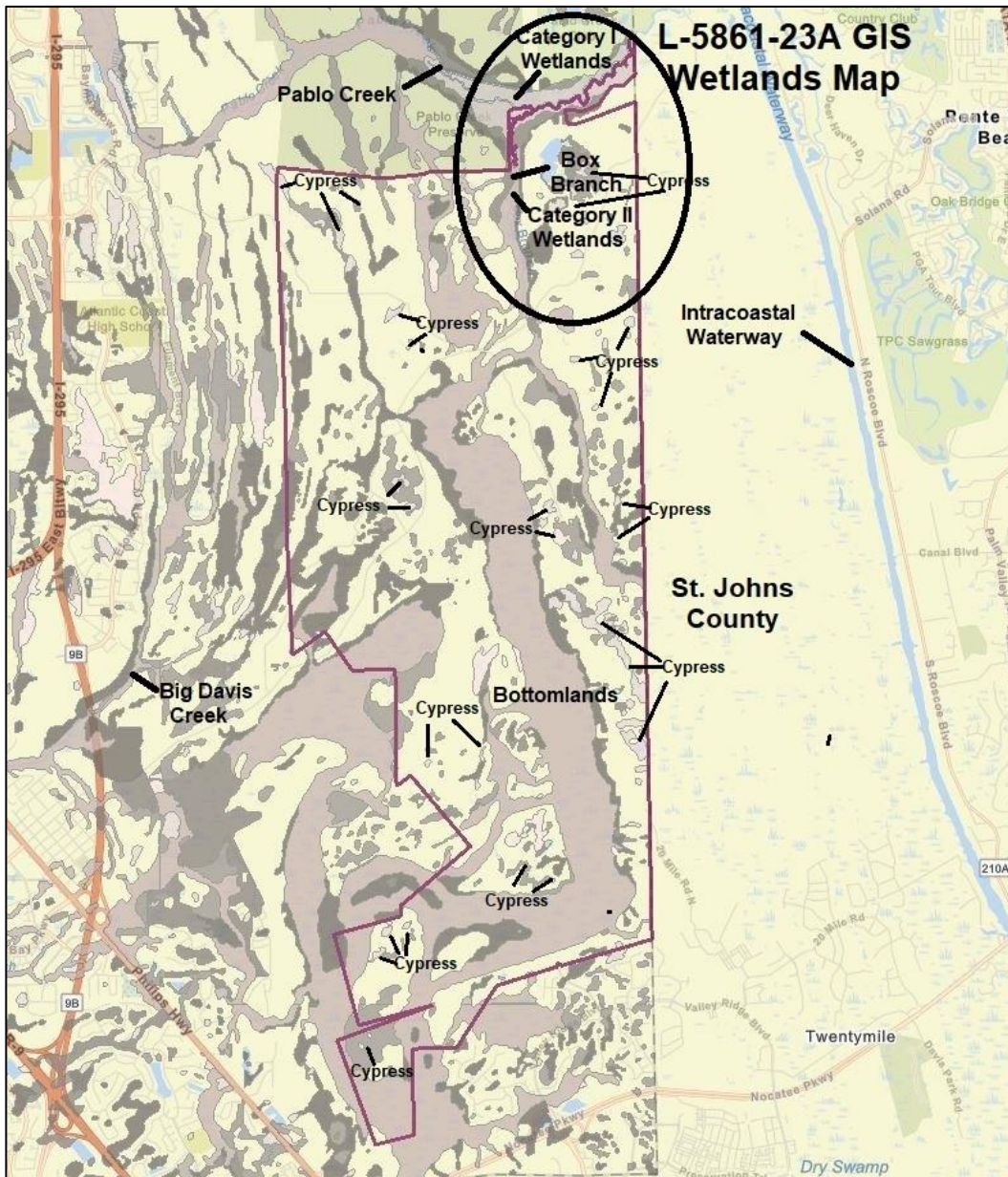


Branch in the northern portion of the site. The Category III wetlands are scattered throughout the rest of the property.

The Master Plan narrative indicates that most of the wetlands will be conserved and shall be protected by recordation of conservation easements prior to or at the time of platting of adjacent upland areas in accordance with the SJRWMD. The exact boundaries of wetlands to be conserved shall be determined in connection with wetland permitting by the SJRWMD and ACOE.

The Master Plan sufficiently addresses criteria number three.

### Wetlands Map



- 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.***

The Master Plan addresses criteria four through the provision of a Conceptual Utility Exhibit (Exhibit 4.1) and a letter from the JEA Director for Water Planning and Development (Exhibit 4.2).

The Conceptual Utility Exhibit (Exhibit 4.1) shows the major utility corridors throughout the property, including multiple connection points to the existing and proposed JEA system.

The letter from the JEA Director for Water System Planning and Development (Exhibit 4.2) indicates that JEA participated in multiple meetings and discussions with the applicant which resulted in development of the Conceptual Utility Exhibit (Exhibit 4.1). The developer will provide all the property and easements, at no cost to JEA, needed to serve the development. The needed improvements will be addressed as part of the master plan analysis required as the development progresses through the JEA Development process. The letter also indicates that the current 2018-2028 Water Supply Facilities Work Plan includes the water and wastewater projects necessary to meet the needs of the portion of the proposed development that will occur during the current WSFWP timeframe.

The Master Plan sufficiently addresses criteria number four, subject to the recommended condition provided below.

***The Developer shall be responsible for the design, permitting and construction of connecting the Property to the existing JEA water/sewer infrastructure according to JEA policy or under a service agreement between the landowner and JEA. Such improvements shall be dedicated to JEA upon completion of construction of such improvements. The Developer shall be responsible for providing all the property and easements within the project boundary, at no cost to JEA, for facilities needed to serve the Development.***

JEA will monitor the growth in the region and will initiate treatment plant capacity improvements as needed to meet the forecasted water, sewer and reclaimed water demands.

- 5. Identification of the major internal transportation facilities necessary to serve the future land uses through an efficient and connected network.***



Exhibit 7.1, the Estuary Roadway Exhibit, depicts a major north-south corridor extending from US 1 to the northern portion of the property and three east-west corridors that connect to the external transportation network. The east-west corridors will connect to the Big Creek Timber's neighboring PUD and Conceptual Master Plan Area (Ord. 2023-68-E).

The applicant coordinated development of the roadway plan with the Transportation Planning Division to identify projected transportation facility needs generated by the proposed development. Exhibit 7.2 summarizes the lane width needs based on traffic generation on internal roadways and as determined to be necessary to support the development.

Based on this information, the Master Plan sufficiently addresses criteria number five.

**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.***

Exhibit 7.1, the Estuary Roadway Exhibit, depicts a major north-south corridor and three east-west corridors that connect to the external transportation network. The east-west corridors will connect to the Big Creek Timber's neighboring PUD and Conceptual Master Plan Area (Ord. 2023-68-E).

The letter from FDOT Urban Planning and Modal Administrator (Exhibit 6.1) indicates that FDOT participated in meetings and discussions with the applicant to conduct the review of traffic analyses of the area. Coordination with FDOT will continue on all modeling revisions made to the City. Limitations on unit conversion will be documented in the PUD. The letter from FDOT finds that the proposed internal transportation facilities and connections to the external transportation network are an appropriate plan for the development. As identified in the narrative of the Master Plan, the Planning and Development Department and FDOT will have final review and approval in the event that updates are made to the Net External Trip total (exhibit 7.2). The Net External Trip total may be updated in the future for reasons such as external access points are added, trip generation rates are updated or refined, uses of alternative modes of transportation change, advances in traffic modeling and data collection occur, or capacity increases within the transportation network.

FDOT and City staff evaluated the Estuary transportation roadway network and connections as identified in Exhibit 7.1 and the transportation calculations provided in the tables with Exhibit 7.2 and determined that the Master Plan sufficiently identifies and addresses transportation improvements necessary to serve the development.

Based on this information, the Master Plan sufficiency addresses criteria number six.

- 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).**

An analysis of the future operating conditions was conducted by the applicant and the results are provided as Master Plan Exhibit 7.2. The Transportation Planning Division and FDOT reviewed the methodology and assumptions presented in the analysis and the resulting Exhibit 7.1, Estuary Roadway Exhibit, and find them to sufficiently address criteria number 7.

Based on this information, the Master Plan sufficiency addresses criteria number seven.

- 8. Coordination with the Florida Fish and Wildlife Conservation Commission staff in the design of the conceptual master plan.**

The Florida Fish and Wildlife Conservation Commission (FWC) provided recommendations with technical assistance for the site with a letter dated January 16, 2024 (Exhibit 8.1). The technical assistance identifies potentially affected resources, provides recommendations on how to identify project impacts to listed species, and provides resources outlining conservation measures to protect critical habitat and species. Continued coordination and discussions between the developer and FWC were conducted understanding that permitting from FWC will be needed as development begins. A copy of the review from FWC is included in the Master Plan as Exhibit 8.1.

Based on this information, the Master Plan sufficiently addresses criteria number eight.

- 9. Requirements and limitations for submitting proposed conceptual master plan amendments.**

Revisions to the Master Plan are subject to review and approval by City Council and must have the written consent of the Master Developer of Record. The Master Plan states that a Master Developer of Record for the purpose of implementation and compliance with the Master Plan will be dedicated within 30 days of the Master Plan.

The Master Plan sufficiently addresses criteria number nine.

## **FLUE POLICY 4.3.23 CONSISTENCY EVALUATION**

### **FLUE Policy 4.3.23**

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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 Policy Consistency Review:***

The Estuary, LLC Conceptual Master Plan, dated May 1, 2024, includes both a master plan map and tables listing the permitted uses, densities, and intensities in a manner consistent with FLUE Policy 4.3.23. Additionally, Master Plan Exhibit 7.2 provides a conversion matrix and associated trip rate calculation table that has been reviewed and approved by the Transportation Planning Division. Therefore, the Master Plan is consistent with the site-specific policy.