



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

February 6, 2025

The Honorable Randy White
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. 2025-003/Application No. L-5967-24A

Dear Honorable Council President White, 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 2025-003 on February 6, 2025.

P&DD Recommendation

APPROVE

PC Issues:

The Commission made comments including how the re-development of office parks for a mix of uses to include residential is a positive trend. Discussion to better understand if the existing office buildings would be used for the development continued with the applicant. Comments regarding the project being subject to the Mobility Fee System were made as well. There were no speakers in opposition.

PC Vote:

5-0 APPROVE

Michael McGowan, Chair

Aye

Lamonte Carter

Absent

Amy Yimin Fu

Aye

Charles Garrison

Aye

Julius Harden

Aye

Moné Holder

Absent

Ali Marar

Absent

Tina Meskel

Aye

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

Sincerely,



Helena A. Parola, MAURP
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – January 31, 2025

Ordinance/Application No.: 2025-003 / L-5967-24A

Property Location: 0 Baymeadows Road, 0 Freedom Commerce Parkway; 0, 8375, 8381 Dix Ellis Trail; 8900, 8928, 8935 Prominence Parkway; 8875 Liberty Ridge Drive; 8880 Freedom Commerce Trail

Real Estate Number(s): 152683-0005, 152683-0280, 152683-0290, 152683-0580, 152683-0700, 152690-0092, 152690-0096, 152690-0280, 152690-0290, 152690-0600, 152690-0650, 152690-0700, 152690-0800, 152690-0900, 152690-0950

Property Acreage: 71.76 acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Paul Harden, Esquire

Current Land Use: Multi Use (MU) pursuant to FLUE SSP 4.3.6 and Community General Commercial

Development Area: Suburban Development Areas

Proposed Land Use: Residential-Professional-Institutional

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Infill redevelopment project to allow a mix of uses under the RPI land use category.

BACKGROUND

The approximately 71.76-acre subject site is part of the built out Freedom Commerce Center Development of Regional Impact (DRI) and is currently developed with office and parking uses. The site is located in the Suburban Development Area, the Southeast

Planning District and within the boundaries of Council District 11. The site is located south of Baymeadows Road and west of Interstate-95 with road frontage on Baymeadows Road, Freedom Commerce Parkway, Dix Ellis Trail, Prominence Parkway, Liberty Ridge Drive and Freedom Commerce Trail. Baymeadows Road is a minor arterial roadway while the other roadways that are part of the site are unclassified.

Approximately 17 acres of the subject site are currently in the Multi-Use (MU) land use category pursuant to Future Land Use Element (FLUE) Policy 4.3.6 for the Freedom Commerce Center DRI. The Freedom Commerce Center DRI has passed the DRI buildout date of December 15, 2023. The DRI will expire in 2026. Any impacts from new development on the property is subject to the Mobility Fee System.

The part of the subject site that is currently designated MU includes a portion of Prominence Parkway that is an internal roadway of the site. The current MU portion of the site does not utilize the entitlements that are part of FLUE Policy 4.3.6, therefore, this land use application will not make changes to FLUE Policy 4.3.6 as it continues to apply to the remainder of the MU area that is not part of this land use amendment site. See FLUE Policy 4.3.6 below:

Future Land Use Element

Policy 4.3.6 The Freedom Commerce Center DRI, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Community/General Commercial (C/GC), Business Park (BP), Light Industrial (LI), and Recreation and Open Space (ROS), consistent with the Multi-Use Land Use Category.

The remainder of the site, 54.74 acres, is currently in the Community General Commercial (CGC) land use category. The applicant proposes the entire site, 71.76 acres, be amended to the Residential Professional Institutional (RPI) land use category. This is the adoption round of the large scale land use amendment. The companion Planned Unit Development (PUD) rezoning is running concurrently with this application with Ordinance 2025-004.

As previously mentioned, the site includes office buildings and associated parking. Interstate-95 borders the site to the east; south and west of the site is conservation land; and north of the site is a mix of multi-family residential, commercial and office uses.

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

North: Land Use: CGC, Conservation (CSV), MU
Zoning: PUD, Commercial Community General-1 (CCG-1)
Property Use: conservation lands, multi-family residential, convenience store, restaurant, church

South: Land Use: MU, CSV
 Zoning: PUD
 Property Use: conservation land

East: Land Use: CGC
 Zoning: PUD
 Property Use: multi family residential, convenience store, church,
 Interstate-95

West: Land Use: MU, CSV, MDR
 Zoning: PUD
 Property Use: conservation, multi-family residential

The Location, Current Land Use and Field Map 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.

| Development Analysis 71.76 Total Acres (MU- 17.02 acres; CGC-54.74 acres) | | |
|--|---|--|
| Development Boundary | Suburban Development Boundary | |
| Roadway Frontage Classification / State Road | Baymeadows Road – Minor Arterial Roadway Freedom Commerce Parkway, Dix Ellis Trail, Prominence Parkway, Liberty Ridge Drive, Freedom Commerce Trail – all unclassified roadways | |
| Plans and/or Studies | Southeast Jacksonville Vision Plan | |
| Site Utilization | Current: Office/commercial | Proposed: Mix of uses in RPI category |
| Land Use / Zoning | Current: MU and CGC | Proposed: RPI |
| Development Standards for Impact Assessment | Current: <u>Scenario 1:</u> MU: NONE. The MU areas of the amendment are closed right-of-ways. They did not hold entitlements/development standards for impact assessment. CGC: 0.35 FAR <u>Scenario 2:</u> MU: NONE CGC: 15 units/acre | Proposed: <u>Scenario 1:</u> 0.50 FAR <u>Scenario 2:</u> 15 units/acre |

| Development Analysis 71.76 Total Acres (MU- 17.02 acres; CGC-54.74 acres) | | |
|---|--|--|
| Development Potential | Current: <u>Scenario 1:</u> MU: 0 CGC: 834,566 sq. ft <u>Scenario 2:</u> MU: 0 CGC: 821 dwelling units | Proposed: <u>Scenario 1:</u> 1,562,932 sq ft <u>Scenario 2:</u> 1,076 dwelling units |
| Net Increase or Decrease in Maximum Density | Scenario 1: N/A Scenario 2: Increase of 255 dwelling units | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: Increase of 728,366 sq. ft. Scenario 2: N/A | |
| Population Potential | Current: Scenario 2: 1,929 people | Proposed: Scenario 2: 2,528 people |
| Special Designation Areas | | |
| Aquatic Preserve | NO | |
| Evacuation Zone | Zone A and D | |
| Airport Environment Zone | 500-foot Height Restriction Zone for NAS Jacksonville | |
| Industrial Preservation Area | NO | |
| Cultural Resources | NO | |
| Archaeological Sensitivity | Low | |
| Historic District | NO | |
| Coastal High Hazard | NO | |
| Adaptation Action Area | YES | |
| Groundwater Aquifer Recharge Area | NO-Discharge | |
| Wellhead Protection Zone | NO | |
| Boat Facility Siting Zone | NO | |
| Brownfield | NO | |
| Public Facilities | | |
| Potential Roadway Impact | Scenario 1: 13,209 net daily trips Scenario 2: 649 net daily trips | |
| Potential Public School Impact | 267 new students | |
| Water Provider | JEA | |
| Potential Water Impact | Scenario 1: 67,951 gallons per day Scenario 2: 59,925 gallons per day | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Scenario 1: 50,964 gallons per day Scenario 2: 44,944 gallons per day | |
| Potential Solid Waste Impact | Scenario 1: 1,165.39 tons per year Scenario 2: 663 tons per year | |
| Drainage Basin/Sub-basin | Arlington River/ Julington Creek | |
| Recreation and Parks | NO | |
| Mass Transit Access | Yes – Route 28 | |
| Natural Features | | |
| Elevations | 14-23 feet | |
| Land Cover | 1400: Commercial and services; 1300: Residential, high density - 6 or more dwelling units/acre | |
| Soils | (22) Evergreen-Wesconnett complex, depressional; | |

| | |
|--|----------------------------------|
| Development Analysis 71.76 Total Acres (MU- 17.02 acres; CGC-54.74 acres) | |
| | (87) Dorovan muck, depressional |
| Flood Zones | A Flood Zone |
| Wetlands | Yes – Category III |
| Wildlife (applicable to sites greater than 50 acres) | Wildlife Survey on file with PDD |

Utility Capacity

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

The application was routed to JEA for evaluation in accordance with the large scale land use amendment impact assessment guidelines. JEA provided an assessment showing the change in water and sewer demand based on the potential impacts of the proposed land use change.

The applicant also provided a JEA Availability letter, dated June 28, 2024, with the companion rezoning application. The letter indicates that there are existing water mains in close proximity to the development along Dix Ellis Trail, Prominence Parkway and Freedom Crossing Trail. The letter also identifies a sewer connection along Freedom Crossing Trail. Additionally, the companion PUD written description indicates the development will utilize JEA central water and sewer services.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:

- a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
- b. Each lot is a minimum of ½ acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 71.76 acres and is accessible from Baymeadows Road, a FDOT Minor Arterial roadway, and Phillips Highway, a FDOT Principal Arterial roadway. The proposed land use amendment is located within the Suburban Development Areas and Mobility Zone 1. The applicant proposes to change the existing land use from Multi Use (MU) and Community/General Commercial (CGC) to Residential Professional Institutional (RPI).

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

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

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.

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 uses would result in 15,135 or 5,534 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in 28,344 or 4,885 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 13,209 or 649 net new daily trips when compared to the existing land use. The proposed developments will

have significant impacts on the roadway network and the Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

Table A
Trip Generation Estimation Scenarios

| Current Land Use-Scenario 1 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
|------------------------------|-------------------|---------------------------|--------------------------------------|---|--------------------|-------------|
| CGC | 820 | 834,566 SF | T= 37.01 (X) /1000 | 30,887 | 15,752 | 15,135 |
| | | | | Total Trips for Existing Land Use- Scenario 1 | | 15,135 |
| | | | | | | |
| Current Land Use-Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| CGC | 220 | 821 MF DUs | T = 6.74 (X) | 5,534 | 0 | 5,534 |
| | | | | Total Trips for Existing Land Use- Scenario 2 | | 5,534 |
| | | | | | | |
| Proposed Land Use-Scenario 1 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| RPI | 820 | 1,562,932 SF | T = 37.01 (X) /1000 | 57,844 | 29,500 | 28,344 |
| | | | | Total Trips for Proposed Land Use- Scenario 1 | | 28,344 |
| | | | | | | |
| Proposed Land Use-Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| RPI | 221 | 1,076 MF DUs | T = 4.54 (X) | 4,885 | 0 | 4,885 |
| | | | | Total Trips for Proposed Land Use- Scenario 2 | | 4,885 |
| | | | | | | |
| | | | Scenario 1 Difference in Daily Trips | | | 13,209 |
| | | | Scenario 2 Difference in Daily Trips | | | 649 |

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

The proposed amendment could result in the development of 1,076 dwelling units and 267 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 PPD: School Impact Analysis | | | | | | | |
|--|------------------|------------------------|-------------------------|--------------------------------------|------------------------|------------------------------------|------------------------------------|
| Proposed Name: L-5967-24A | | | | | | | |
| Requested By: Helena Parola | | | | | | | |
| Reviewed By: Levonne Griggs | | | | | | | |
| Due: 9/6/2024 | | | | | | | |
| Analysis based on maximum dwelling units: 1,076 | | | | | | | |
| School Type | CSA ¹ | 2023-24 Enrollment/CSA | Current Utilization (%) | New Student/Development ³ | 5-Year Utilization (%) | Available Seats - CSA ² | Available Seats - Adjacent CSA 1&2 |
| Elementary | 4 | 5,510 | 82% | 134 | 90% | 1,035 | 2,399 |
| Middle | 4 | 3,690 | 76% | 54 | 74% | 475 | 1,260 |
| High | 4 | 924 | 72% | 79 | 74% | 472 | 709 |
| Total New Students | | | | 267 | | | |
| NOTES: | | | | | | | |
| ¹ Proposed Development's Concurrently 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 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 does not reveal a deficiency in capacity.

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-5967-24A Requested By: Helena Parola Reviewed By: Levenne Griggs Due: 9/6/2024 Analysis based on maximum dwelling units: <u>1,076</u> | | | | | | |
|--|-----|---|---|--|------------|----------------------|
| SCHOOL ¹ | CSA | STUDENTS GENERATED (Rounded) ³ | SCHOOL CAPACITY ² (Permanent/Portables) | CURRENT ENROLLMENT 20 Day Count (2023/24) | % OCCUPIED | 4 YEAR PROJECTION |
| Beaulerc ES#230 | 4 | 134 | 1041 | 649 | 62% | 63% |
| Alfred I. Dupont MS#66 | 4 | 54 | 1126 | 598 | 53% | 59% |
| Atlantic Coast HS#268 | 5 | 79 | 2543 | 2744 | 108% | 86% |
| | | 267 | | | | |

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 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.

Airport Environment Zones

The site is located within the 500-foot Height and Hazard Zone for Naval Air Station Jacksonville. Zoning will limit development to a maximum height of 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

Evacuation Zone

The subject site is within Evacuation Zone A and D. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD's review of the site can be found below.

EPD Review

The proposed property in land use amendment L-5967-24A will be in close proximity to Baymeadows Road, indicating sufficient access to I-95 (0.38 road miles), the primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A and Zone D), nearest evacuation routes, and the estimate of 649-13,209 new daily trips, the changes proposed

through land use amendment application L-5967-24A 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.

Adaptation Action Area (AAA)

Approximately 28.62 acres of the amendment site is located within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Conservation/Coastal Management Element

Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development

within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

Flood Zones

The western edge portion (approximately 6.01 acres) of the subject site is located within the A Flood 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 A Flood Zone are areas within the 100-year floodplain or SFHA. Flood insurance is mandatory within the A flood zone. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 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 2.6.3 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.

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;

- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

Wetlands

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

Wetlands Characteristics:

| | |
|---------------------------------|---|
| Approximate Size: | 3.74 of an acre |
| General Location(s): | The wetlands are in seven isolated wetland pockets located in the northern undeveloped portion of the application site. South of the undeveloped area and the rest of the application site is already developed. Six of the isolated wetland areas (3.61 acres) are identified in the wetlands survey submitted with the application. A smaller isolated wetland (0.13 of an acre) is located on a smaller isolated lot located on the southwest corner of the Baymeadows Road – Prominence Parkway intersection. |
| Quality/Functional Value: | All wetland areas have a low functional value for water filtration attenuation and flood water storage capacity due to its isolation, size and/or the lowering of the hydro-period due to nearby site grading or drainage/retention improvements. In addition, the wetland has no clear or significant impact on the City's waterways. |
| Soil Types/ Characteristics: | (22) Evergreen-Wesconnett complex, depressional – The Evergreen series consists of nearly level, very poorly drained soils. These soils formed in decomposed organic materials |

underlain by thick sandy marine sediments. They are located in depressions. The soil is moderately slowly permeable to rapidly permeable. Generally, the high water table is at or above the surface for very long periods.

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

| | |
|--------------------------------------|--|
| Wetland Category: | Category III |
| Consistency of Permitted Uses: | Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted. |
| Environmental Resource Permit (ERP): | Not provided by the applicant and none exists according to the St. Johns River Water Management District web site. |
| Wetlands Impact: | None proposed at this time. |
| Associated Impacts: | Some of the wetlands are associated with Flood Zone A. |
| Relevant Policies: | CCME Policies 4.1.3 and 4.1.6 |

CCME Policy 4.1.3

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

(a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and

- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

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 an Environmental Assessment for the Prominence Infill Redevelopment Project, February 2024 (on file with the Planning and Development Department). According to the reports, evaluation of wildlife habitat was based on the USDA Soils Survey of Duval County, the Florida Land Use Cover and Forms Classification System (FLUCFCS) and traversing habitat types of the application site. Wildlife habitat analysis was geared toward species such as the Gopher Tortoise, Eastern Indigo Snake, Bald Eagle, Wood Stork, Wading Birds, Red-Cockaded Woodpecker and Listed Shorebirds. If a USACE, SJRWMD, FDEP and/or local government permits are required for the project, USFWS and/or FWC may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are most likely to trigger a request for additional information will depend on the nature of the work being proposed.

The assessment listed various upland and wetland habitat communities found on-site and the potential wildlife species that may utilize those habitats. Development of portions of the existing undeveloped portions of site will alter and impact the existing various habitat communities; to what extent, it is presently not known.

Conservation Coastal Management Element

Excerpt from

Policy 3.6.5 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 the policy, the term listed species shall be limited to listed animal species as defined in the Definitions Section of the Comprehensive Plan.

PROCEDURAL COMPLIANCE

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on August 21, 2024. Twelve (12) 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 August 16, 2024. One member of the public attended the meeting for more information on the project. While the speaker was in favor of the proposed changes, they expressed considerable concern on the potential closing and relocation of the Police substation on site siting the Substation's benefit to the area.

CONSISTENCY EVALUATION

Consistency with 2045 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 defined in this Plan.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness 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 1.1.7 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 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

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

Policy 1.1.21 Rezoning and 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 and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide 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.

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.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the

JEA Collection Systems available within a five (5) year period.

- 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 residents. 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 Comprehensive Plan and Land Development Regulations.
- Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.2 The City shall encourage, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

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 Multi Use land use category pre-dating 2010 (the subject property's MU designation came into effect in 2001) is intended to accommodate, in a more innovating fashion, development or redevelopment of areas in a larger scale and size. The major purposes of this designation are to facilitate mixed-use development with horizontal and vertical land use integration, encourage mass transit, reduce the need for automobile travel, provide incentives for quality development and give definition to the urban form.

Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. The Suburban Area is intended to provide development in a nodal development pattern. Principal uses include, but are not limited to, commercial retail sales and service establishments including auto sales, funeral homes, and broadcasting offices and studios; restaurants; hotel and motel; office, including veterinary office; microbreweries; restaurants; financial institutions; and multi-family dwellings

Residential Professional Institutional (RPI) is a category primarily intended to accommodate residential, office, and institutional uses. RPI in the Suburban Area is intended to provide low to medium density residential development. Development which includes medium density residential and professional office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled.

The site is located south of Baymeadows Road, a minor arterial roadway, and west of Interstate-95. The amendment site is part of a larger office, commercial and multi-use area that is a portion of the built-out Freedom Commerce DRI. The Baymeadows Road corridor includes a mix commercial retail and service uses with residential uses north and south of the corridor. Additionally, the site has access to full public facilities and services including central water and sewer and transit routes. The RPI land use is a less intense commercial use from the current CGC land use and would serve as a transitional use providing a scaled transition from the CGC uses near the site. The change to RPI encourages re-development of the site with scaled intensity and density commercial or residential uses while incorporating the project into the larger area that includes a mix of uses, meeting FLUE Goals 1 and 3, Objective 3.2 and Policies 1.1.7, 1.1.22 and 3.2.2.

The proposed RPI land use is consistent with the future development trends and land use patterns in the area. Commercial and office uses are generally located along Baymeadows Road, a minor arterial roadway, with the residential neighborhoods located just beyond the commercial/office. The land use change would increase the amount of

residential land available to accommodate anticipated growth and the projected population as called for in FLUE Objective 1.1 and 3.1 and Policy 1.1.21. The companion PUD rezoning provides an opportunity for innovative site planning and development strategies that integrate the proposed mix of uses consistent with the RPI land use category into this area fulfilling FLUE Policy 1.1.19.

The application was routed to JEA for evaluation in accordance with the large scale land use amendment impact assessment guidelines. JEA provided an assessment showing the change in water and sewer demand based on the potential impacts of the proposed land use change. The applicant also provided a JEA Availability letter, dated June 28, 2024, with the companion rezoning application. The letter indicates that there are existing water mains in close proximity to the development along Dix Ellis Trail, Prominence Parkway and Freedom Crossing Trail. The letter also identifies a sewer connection along Freedom Crossing Trail. Additionally, the companion PUD written description indicates the development will utilize JEA central water and sewer services. Therefore, the development is consistent with FLUE Policy 1.2.8.

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

Vision Plan

The site is located within the boundaries of the Southeast Jacksonville Vision Plan located in an area the plan identifies as an Activity Center for office and mixed uses along a Major Transportation Corridor, Baymeadows Road. Guiding Principle Two describes redevelopment in this area as one of the greatest opportunities to support growth in the District. Additionally, the proposed changes are consistent with the Vision Plan's Guiding Principle Four to "provide for economic growth". This principle focuses on integrating and coordinating this area of the district into an area-wide plan of commercial, industrial, and residential and therefore, contributes to economic growth as encouraged under Guiding Principle Four.

Strategic Regional Policy Plan

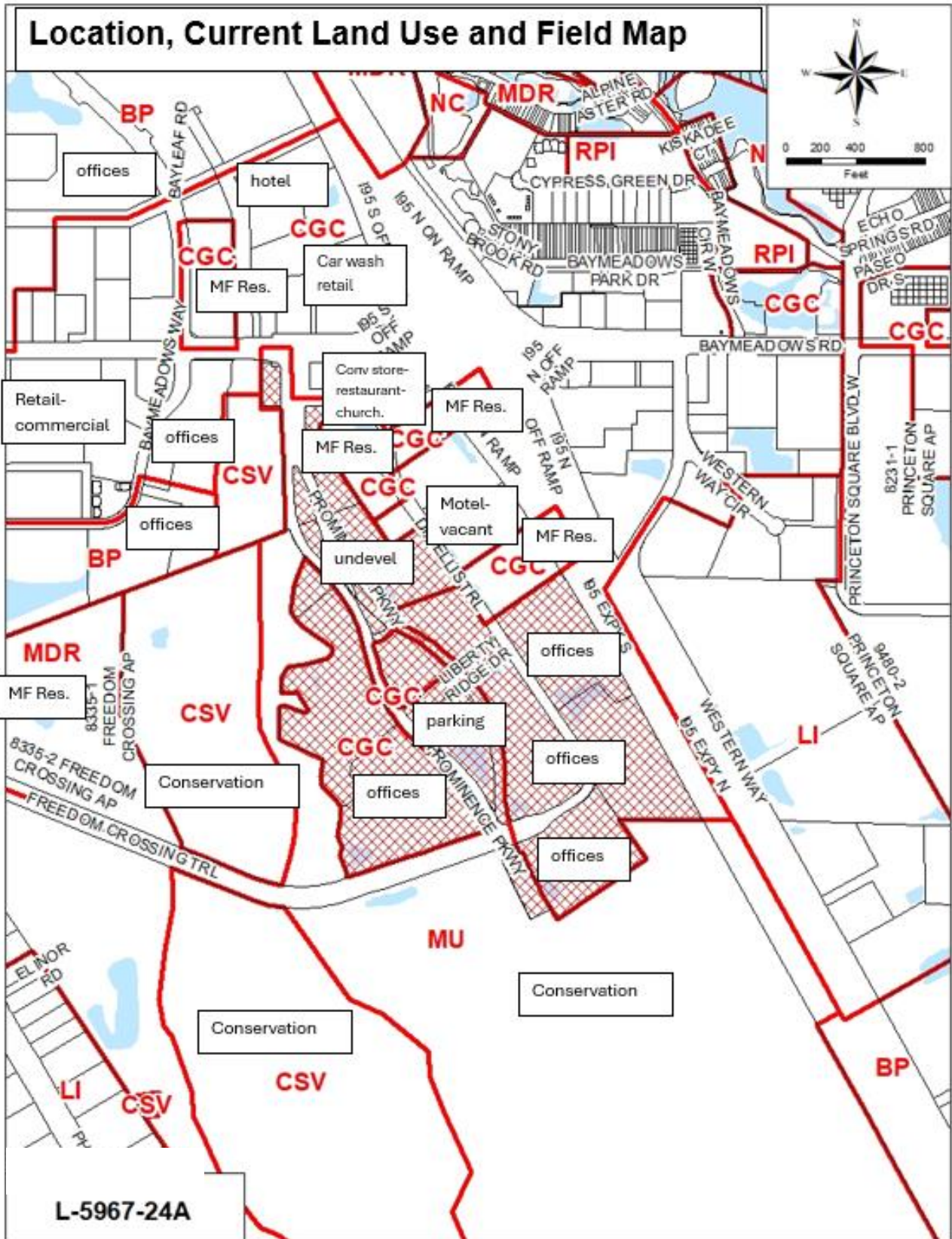
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan:

Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida

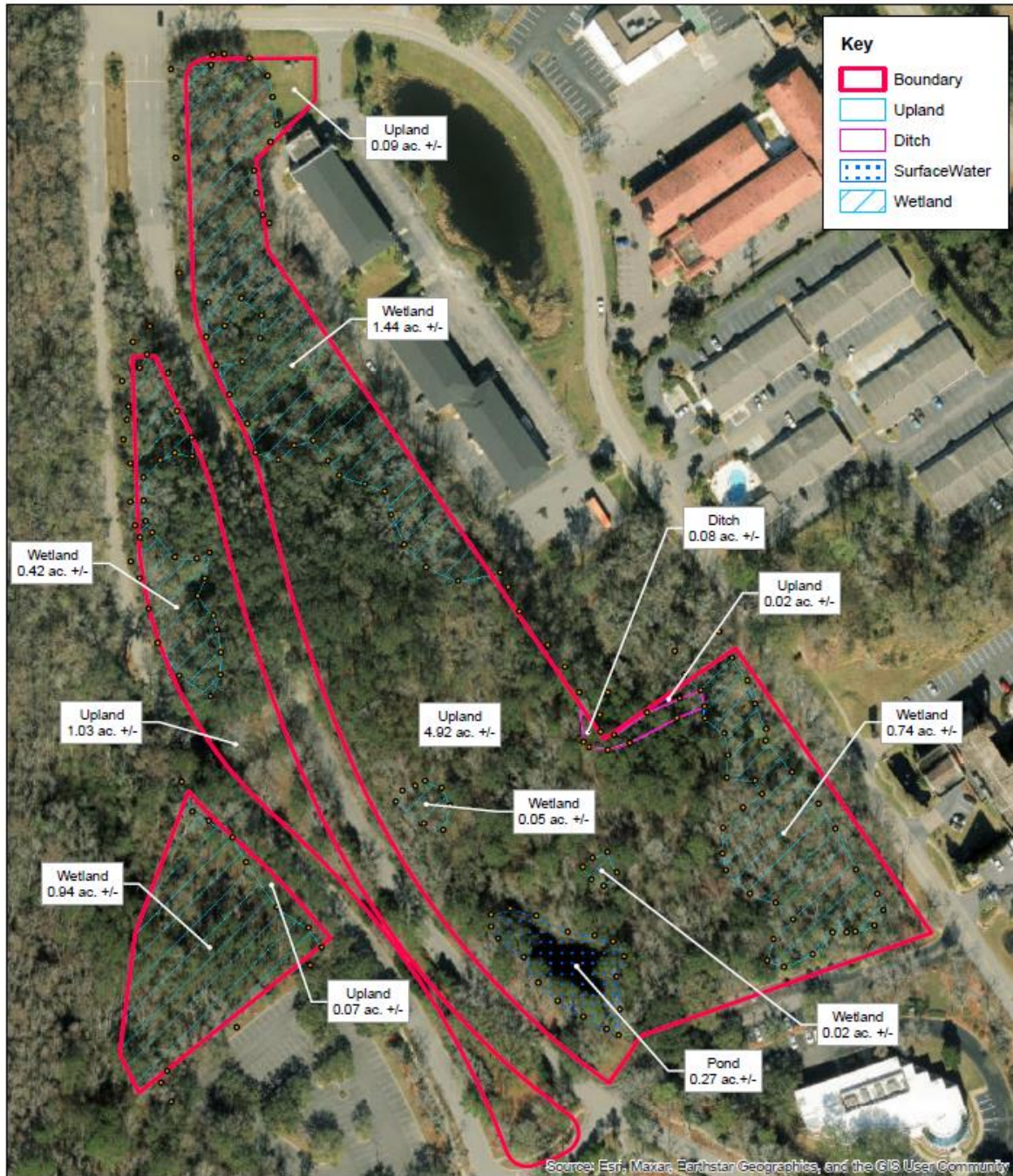
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment would create opportunities for housing choice while allowing a mix of commercial providing for redevelopment in an area compatible with

residential and commercial uses. Therefore, the proposed amendment is consistent with Policy 3 of the Strategic Regional Policy Plan, Communities and Affordable Housing Element.



WETLAND MAP PROVIDED BY THE APPLICANT



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|--|--|---|--|
| PEACOCK CONSULTING GROUP, LLC  <small>Helping developers and landowners solve environmental issues</small> | Prominence Jacksonville, Florida |  | Upland/Wetland 6/10/2024 Scale: 1 in = 150 ft 2023 Aerial |
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**WETLAND MAP FROM PDD ANALYSIS OF CORNER LOT WITH
BAYMEADOWS ROAD**

