

# City of Jacksonville, Florida

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*Lenny Curry, Mayor*

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

January 5, 2023

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

**RE: Planning Commission Advisory Report**  
**Ordinance No.: 2022-851**                      **Application for: Acree Forest PUD**

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation:     **Approve with Conditions**

Planning Commission Recommendation:                             **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated June 7, 2022.**
- 2. The revised written description dated December 20, 2022.**
- 3. The original site plan dated September 20, 2022.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The property shall be developed in accordance with the Transportation Planning Memorandum dated December 16, 2022, or as otherwise approved by the Planning and Development Department.**
- 2. The Master Developer is responsible for mitigating transportation impacts for the Northwood RAC. Transportation infrastructure and impacts by development phase or by trip generation thresholds which include internal capture percentages for the necessary mix of uses or net external trips, must be identified in an overall Traffic Impact Analysis prepared by a Registered Florida Professional Engineer for the entire Northwood RAC. The methodology and study limits for this analysis shall be approved by the City Traffic Engineer, the City Transportation Planning Division and the Florida Department of Transportation. The submittal of the Northwood RAC Traffic Impact Analysis is required prior to submittal of the first digital civil plans set.**

3. **The Master Developer shall provide Biennial Monitoring Reports (“BMR”) every two (2) years to the Planning and Development Department and to the FDOT District 2 Growth Management, commencing in year two (2) after the PUD is approved. The BMR shall be prepared by a Registered Florida Professional Engineer and only after a methodology meeting with the appropriate members of the FDOT, the City Traffic Engineering Division and the City Transportation Planning Division prior to conducting the analysis.**
4. **The existing stage of the development, and that proposed within the next 24 month period, as well as phasing and trip thresholds shall be reported in the BMR to identify if those transportation and roadway infrastructure improvements identified in the Northwood RAC Traffic Impact Analysis are triggered or warranted. Any transportation infrastructure or mitigation improvements triggered as needed in the BMR, must be completed by the Master Developer before the next monitoring period in order to obtain additional building permits from the City or access permits from the FDOT.**
5. **Individual smaller Traffic Access Studies may still be required by the City or the FDOT for each individual component of the PUD to be sure that access is sufficient. These studies would be flagged during digital civil site plan review. The smaller Traffic Access Studies would be necessary to identify specific driveway access and location, the need for median openings or turn lanes, curb radii design and safety improvements to allow the component developments to obtain the building or access permits necessary to safely access their individual sites.**

Planning Department conditions:

1. **The property shall be developed in accordance with the Transportation Planning Memorandum dated December 16, 2022, or as otherwise approved by the Planning and Development Department.**
2. **The Master Developer is responsible for mitigating transportation impacts for the Northwood RAC. Transportation infrastructure and impacts by development phase or by trip generation thresholds which include internal capture percentages for the necessary mix of uses or net external trips, must be identified in an overall Traffic Impact Analysis prepared by a Registered Florida Professional Engineer for the entire Northwood RAC. The methodology and study limits for this analysis shall be approved by the City Traffic Engineer, the City Transportation Planning Division and the Florida Department of Transportation. The submittal of the Northwood RAC Traffic Impact Analysis is required prior to submittal of the first digital civil plans set.**
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5. **Individual smaller Traffic Access Studies may still be required by the City or the FDOT for each individual component of the PUD to be sure that access is sufficient. These studies would be flagged during digital civil site plan review. The smaller Traffic Access Studies would be necessary to identify specific driveway access and location, the need for median openings or turn lanes, curb radii design and safety improvements to allow the component developments to obtain the building or access permits necessary to safely access their individual sites.**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There was one speaker in opposition who had concerns about an increase in traffic. There was little discussion among the Commissioners.

|                           |        |
|---------------------------|--------|
| Planning Commission Vote: | 6-0    |
| Alex Moldovan, Chair      | Aye    |
| Ian Brown, Vice Chair     | Aye    |
| Jason Porter, Secretary   | Absent |
| Marshall Adkison          | Aye    |
| Daniel Blanchard          | Aye    |
| Jordan Elsbury            | Absent |
| Joshua Garrison           | Aye    |
| David Hacker              | Aye    |

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

Sincerely,



Bruce E. Lewis  
City Planner Supervisor – Current Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7820  
blewis@coj.net

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2022-0851 TO**  
**PLANNED UNIT DEVELOPMENT**

**JANUARY 5, 2023**

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2022-0851** to Planned Unit Development.

***Location:*** 0 Acree Road, 0 Plummer Road, 0 Old Kings Road

***Real Estate Numbers:*** 002507-0005, 002558-0300, 002569-0010, 002631-0010

***Current Zoning Districts:*** Planned Unit Development (PUD)

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

***Current Land Use Category:*** Light Industrial (LI)  
Mixed Use (MU)

***Proposed Land Use Category:*** Mixed Use (MU)

***Planning District:*** North, District 6

***Applicant/Agent:*** Paul Harden, Esq.  
Law Office of Paul M. Harden  
1431 Riverplace Blvd, Suite 901  
Jacksonville, FL 32207

***Owner:*** Bailey Winston  
H & W Timber, LLC  
P.O. Box 680  
Oxford, FL 34484

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2022-0851** seeks to rezone approximately 1480.13± acres of land from Planned Unit Development (PUD) Ordinance #2009-0542 to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the mixed use development of commercial, industrial, residential and recreational uses. The development will be subject to

Revised Policy 4.3.11 FLUE Community/General Commercial (CGC) for 400,000 square feet of commercial uses and 125 hotel rooms, Residential-Professional-Institutional (RPI) for 50,000 square feet of commercial/office uses, Light Industrial (LI) for up to 2,200,000 enclosed square feet of Industrial uses, Low Density Residential (LDR) for up to 2,100 single family residential units, Medium Density Residential (MDR) for up to 900 multi-family residential units, Public Buildings and Facilities (PBF) for up to 20 acres, and a minimum of 600 acres of recreation (ROS) and/or conservation (CSV) uses, consistent with the Multi-Use (MU) Land Use Category.

There are several parcels from the previously approved PUD Northwood Regional Activity Center that will not be included in this proposed PUD rezoning application including: 002484-3100, 002484-3020, 002484-3030, 002484-3040, 002507-1500 and 002554-0010. These parcels are labeled POD N, J and H of the submitted Exhibit 4 Site Plan dated September 20, 2022. While these parcels are not included in the proposed rezoning they will remain under the current PUD Ord. #2009-0542 and will be limited to the square footage maximums for Light Industrial (LI) uses and Community/General Commercial (CGC) uses per the Revised Policy 4.3.11 FLUE. Particularly with POD H- Community/General Commercial (CGC) any and all future development of this site will be subtracted from the overall maximum allowed square footage for Community/General Commercial (CGC) under the RAC.

The proposed PUD is more efficient than would be possible through strict application of the Zoning Code, as the PUD allows for the development of the site by creating a complimentary land use and allows for a mix of uses needed for housing in the vicinity.

There is a companion Land Use Amendment, **2022-0850 (L-5677-22A)**. The proposed LUA is for 754.26± acres from Light Industrial (LI) to Mixed Use (MU).

**PUD Ord. 2009-0542-E was approved with the following conditions:**

1. Development shall proceed in accordance with the Development Services Division memorandum dated July 22, 2009, and the Transportation Planning Division memorandum dated July 4, 2009, or as otherwise approved by the Planning and Development Department. Additionally, development shall proceed in accordance with the Recreation and Community Services Department memorandum 1 dated August 3, 2009, as amended as follows: a 25-foot undisturbed natural vegetative buffer shall be maintained, and the developer agrees that it will not install a fence along the property line to preserve the viewshed, unless otherwise agreed to by the Recreation and Community Services Department and the developer.

**The Planning & Development Department has reviewed the conditions of the enacted ordinance and forwards the following comments:**

1. The Transportation Planning Division has issued a new memorandum dated December 16, 2022 with conditions for the proposed PUD therefore the Planning & Development Department does not recommend forwarding this condition.

### **CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

***(A) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?***

Yes. The Planning and Development Department finds that the subject property is located in the Light Industrial (LI)/ Mixed Use (MU) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. However, there is a companion Application for Large-Scale Land Use Amendment to the Future Land Use Map Series **2022-0850 (L-5677-22A)** that seeks to amend the portion of the site that is within the Light Industrial (LI) land use category to Mixed Use (MU) pursuant to revised FLUE Policy 4.3.11. The companion land use amendment would add 754 acres into the abutting Northwood Town Center RAC MU as approved with Ordinance 2005-1221-E. FLUE Policy 4.3.11 will be revised to include changes to the allowed density and intensity of entitlements to accommodate the additional acreage.

The MU land use category predating Ordinance 2010-400-E is intended to accommodate, in a more innovative fashion, development or redevelopment of areas in a larger size and scale. 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 urban form.

The subject PUD rezoning includes the 754 acre MU site pending Ordinance 2022-850 and additional acreage that is already a part of the MU Northwood Town center RAC pursuant to FLUE Policy 4.3.11. Three pod areas of the site plan that are part of the existing MU RAC (Pods N and J for Light Industrial uses and Pod H for commercial uses) will continue to be regulated by the original PUD approved with Ordinance 2009-542-E. These three pods will continue to provide consistency with FLUE Policy 4.3.11 for the Northwood Town center RAC MU area.

The proposed changes to FLUE Policy 4.3.11 pursuant to Ordinance 2022-850 are shown below in strike-through/underline.

#### **Proposed FLUE Policy 4.3.11**

The Northwood Regional Activity Center as approved by Ordinance 2005-1221-E, and subsequently amended by 2007-380-E, 2007-1066-E, 2009-541-E, 2009-543-E and 2022-850, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Community/General Commercial (CGC) for 400,000 ~~350,000~~—square feet of commercial uses and 125 hotel rooms, Residential-Professional-Institutional (RPI) for 50,000 square feet of commercial/office uses, Light Industrial (LI) for ~~of~~-up to 2,200,000 ~~4,159,500~~ ~~enlosed~~-square feet of Industrial uses, Low Density Residential (LDR) for up to 2,100~~400~~ single

family residential units, ~~and~~ Medium Density Residential (MDR) for ~~up to 900~~600 multi-family residential units, ~~up to 25 +/- acres for~~ Public Buildings and Facilities (PBF) for up to 20 acres, and a minimum of ~~600~~150 acres of recreation (ROS) and/or conservation (CSV) uses, consistent with the Multi-Use (MU) Land Use Category.

The transmittal round of the land use amendment to MU was reviewed by the City's Transportation Division and FDOT for potential impacts. Transportation Impact Requirements are recommended as a condition of the PUD in order to address transportation impacts of the development. **The conditions were agreed upon by the applicant, the City and FDOT and are outlined below:**

**NORTHWOOD RAC TRANSPORTATION IMPACT REQUIREMENTS TO BE PART OF THE PUD**

- The Master Developer is responsible for mitigating transportation impacts for the Northwood RAC. Transportation infrastructure and impacts by development phase or by trip generation thresholds which include internal capture percentages for the necessary mix of uses or net external trips, must be identified in an overall Traffic Impact Analysis prepared by a Registered Florida Professional Engineer for the entire Northwood RAC. The methodology and study limits for this analysis shall be approved by the City Traffic Engineer, the City Transportation Planning Division and the Florida Department of Transportation. The submittal of the Northwood RAC Traffic Impact Analysis is required prior to submittal of the first digital civil plans set.
- The Master Developer shall provide Biennial Monitoring Reports ("BMR") every two (2) years to the Planning and Development Department and to the FDOT District 2 Growth Management, commencing in year two (2) after the PUD is approved. The BMR shall be prepared by a Registered Florida Professional Engineer and only after a methodology meeting with the appropriate members of the FDOT, the City Traffic Engineering Division and the City Transportation Planning Division prior to conducting the analysis.
- The existing stage of the development, and that proposed within the next 24 month period, as well as phasing and trip thresholds shall be reported in the BMR to identify if those transportation and roadway infrastructure improvements identified in the Northwood RAC Traffic Impact Analysis are triggered or warranted. Any transportation infrastructure or mitigation improvements triggered as needed in the BMR, must be completed by the Master Developer before the next monitoring period in order to obtain additional building permits from the City or access permits from the FDOT.
- Individual smaller Traffic Access Studies may still be required by the City or the FDOT for each individual component of the PUD to be sure that access is sufficient. These studies would be flagged during digital civil site plan review. The smaller Traffic Access Studies would be necessary to identify specific driveway access and location, the need for median openings or turn lanes, curb radii design and safety improvements to allow the component developments to obtain the building or access permits necessary to safely access their individual sites.

The proposed MU land use category pursuant to revised FLUE Policy 4.3.11 of the site is consistent with the uses identified within the written description and the site plan of the PUD.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?***

Yes. The proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

**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.

*The proposed rezoning at the subject site would directly address the projected growth for the surrounding area by providing for a greater variety of housing options for local citizens.*

**Parks**

The subject site abuts the Kings Road Historic Preserve on portions of the northern boundary. As such, the companion land use application was routed to the City's Parks, Recreation and Community Services Department for review and comment. The Parks, Recreation and Community Services Department complete review is restated below:

Parks, Recreation and Community Services Department Review:

The St. Johns River Water Management District and City of Jacksonville co-own and co-manage Kings Road Historical Park which is a component of the Thomas Creek Conservation Area and is adjacent to the proposed land use amendment. It is also important to note that the Florida Fish and Wildlife Conservation Commission manages seasonal hunts on the property. Part of the management of this publicly owned 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 the neighborhood and surrounding areas. However, such efforts are necessary to the management of these lands for wildlife, resource protection and recreational uses. **All future 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.**

Parks Department also has concerns in regards to all the new residents this development would generate in this area that will need extensive new recreational amenities. The typical amenities

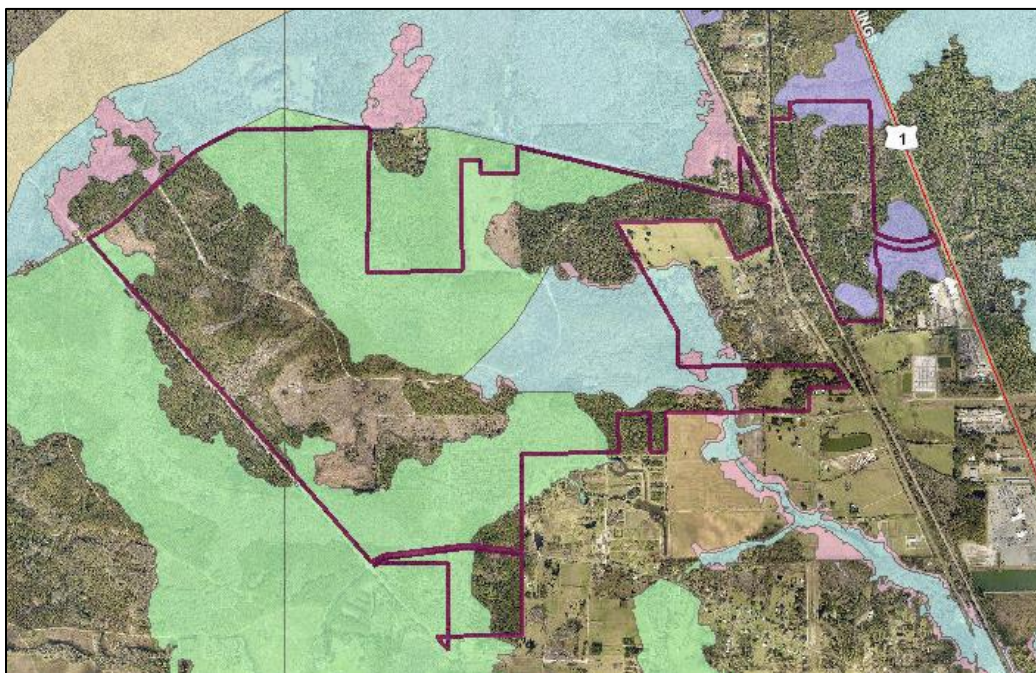


provided by developers are playgrounds, pools and sport courts. We are concerned about the future need for new regional parks in growth areas such as this. In particular, athletic fields are already in high demand throughout the City and the anticipated residents of this area will further stress our system if we don't start requiring large-scale developers to either **provide athletic fields and other regional park amenities in their site plans or agree to donate sufficient land to the City to develop regional parks in the future. I assume land use amendments are not required to specify their proposed recreational facilities, but I encourage that we work with the developer to provide these in their future plans.**

### **Flood Zones**

Approximately 734 acres of the subject site are located within the A, AE, AO and 0.2 percent chance flood hazard flood zones. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The A and AE flood zones are defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. The AO flood zone is defined as areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone. 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. The 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.



***(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?***

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

***(1) Consistency with the 2030 Comprehensive Plan***

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Light Industrial (LI)/ Mixed Use (MU). There is a companion Application for Large-Scale Land Use Amendment to the Future Land use Map Series **2022-0850 (L-5677-22A)** that seeks to amend the portion of land approximately 754± acres that is within the Light Industrial (LI) land use category to Mixed Use (MU). The Planning and Development Department finds that the proposed PUD is consistent with the 2030 Comprehensive Plan, as evaluated in Criteria (B).

***(2) Consistency with the Concurrency Mobility and Management System***

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

Currently, there is nothing in the Concurrency system regarding this proposed subdivision project. The agent/owner would need to submit a Mobility application and a CCAS / CRC application to the Concurrency & Mobility Management System Office for review, assessment, approval.

**This development is subject to mobility fee review and Pursuant to Policies 4.1.2 and 4.1.5 of the Transportation Element of the 2030 Comprehensive Plan.**

***(3) Allocation of residential land use***

This proposed Planned Unit Development request to permit the development of commercial, industrial, residential and recreational uses. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

**(4) Internal compatibility**

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposal Planned Unit Development shall be based on the following factors:

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** The site shall comply with the requirements of the Zoning Code for recreation and open space. Each residential component/community shall provide its own active and/or passive recreation facilities and provided at a ratio of 150 square feet per multi-family unit and 1 acre per 100 single-family units.

**The use of existing and proposed landscaping:** The Property shall be developed in accordance with the requirements of Part 12 Landscape Regulations of the Zoning Code.

**The treatment of pedestrian ways:** Pedestrian access shall be provided as reflected in the Comprehensive Plan.

**Focal points and vistas:** The proposed development is divided into Commercial PODS, Low-Density Residential (LDR) PODS and Medium Density Residential (MDR) PODS. Commercial PODS consist of 227.63 acres, Low Density PODS consist of 312.11 acres and lastly Medium Density PODS consist of 183.39 acres.

**The use of topography, physical environment and other natural features:** Approximately 472.88 acres of the proposed development is located within Category III Wetlands boundaries which renders the lands generally unsuitable for development due to topography, hydrology, or existing vegetation. Therefore, these areas have been designated as CVS/Wetlands as demonstrated on Exhibit 4 Site Plan dated September 20, 2022. Additionally as stated in the Land-Use Memorandum there is approximately 734 acres of the subject site are located within the A, AE, AO and 0.2 percent chance flood hazard flood zones.

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Thomas Road and Old Kings Road. Comments from Traffic & Engineering include:

- Parking requirements for commercial uses shall be consistent with the requirements of Part 6 of the Zoning Code.
- Sidewalks internal to any subdivision shall meet the requirements given in the City of Jacksonville Code of Ordinances Section 654.133 (e) and (f).
- Traffic studies may be required for individual sites within this PUD. Prior to the commencement of any traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division (currently Chris LeDew CLedew@coj.net), the Chief of the Transportation Division (currently Laurie Santana LSantana@coj.net) and the traffic reviewer from Development Services (currently John Kolczynski JohnFK@coj.net).

- The proposed street typical cross section for local residential roads shall match that found in City Standard Details for City of Jacksonville, Plate P-127. The typical cross section for other streets shall meet the requirements of section 3.1 of the Land Development Procedures Manual for the appropriate Design Classification.
- The railroad crossing shall be subject to FDOT requirements.

The subject site is approximately 1,480.13 acres and is accessible from Acree Road, a collector facility. Old Kings Road between Plummer Road and New Kings Road North is located east of the subject site and is currently operating at 6.6% of capacity. Old Kings Road currently has a maximum daily capacity of 11,232 vehicles per day (vpd) and average daily traffic of 746 vpd.

The applicant requests up 2,100 dwelling units of single-family (ITE Code 210), which could produce 19,803 daily trips and 900 dwelling units of multi-family (ITE Code 220), which could produce 6,066 trips. The applicant also requests 70.8 acres of commercial space (ITE Code 820), which could produce 30,761 trips and 130.73 acres of industrial space (ITE Code 110), which could produce 9,706 trips.

**The use and variety of building groupings:** As previously mentioned, the proposed development employs a POD based code in order to create a mixed-use development with designated areas for certain uses pertaining to commercial, industrial, residential and recreational. The Written Description designates three POD types:

- **Commercial PODS:** Including PODS A, H and K for a total acreage of 227.63 acres with uses similar to Commercial Community General-1 (CCG-1).
- **Low Density Residential PODS:** Including PODS B, D, E and F for a total acreage of 312.11 with uses of single-family residential, townhomes and duplexes.
- **Medium Density Residential PODS:** Including PODS B, C, G and L for a total acreage of 183.39 with uses of single family residential

The Site Plan designates additional POD types including:

- **Light Industrial (LI) POD:** Including PODS J and N for a total acreage of 130.73. This PODS while not included in the overall rezoning will still follow the Northwood RAC pursuant to FLUE Policy 4.3.11 and permitted uses allowed through PUD Ord. #2009-0542.
- **Public Building Facility (PBF) POD:** Including POD M for a total of 20 acres.

**The use and variety of building setback lines, separations, and buffering:** Each POD has designated uses and specific building setbacks and lot requirements for primary structures and accessory structures.

**The variety and design of dwelling types:** Cumulatively, the entire development will contain a maximum of 2,100 single family units and a maximum of 900 multi-family units. The proposed single-family lots will vary between 40 feet and 50 feet wide.

**The particular land uses proposed and the conditions and limitations thereon:** According to the Revised Policy 4.3.11 FLUE the development has limitation to Community/General Commercial (CGC) for 400,000 square feet of commercial uses and 125 hotel rooms, Residential-Professional-Institutional (RPI) for 50,000 square feet of commercial/office uses, Light Industrial (LI) for up to 2,200,000 enclosed square feet of Industrial uses, Low Density Residential (LDR) for up to 2,100 single family residential units, Medium Density Residential (MDR) for up to 900 multi-family residential units, Public Buildings and Facilities (PBF) for up to 20 acres, and a minimum of 600 acres of recreation (ROS) and/or conservation (CSV) uses, consistent with the Multi-Use (MU) Land Use Category.

**Compatible relationship between land uses in a mixed-use project:** Developing the site for varying degrees of residential dwelling types and commercial/retail uses create an opportunity for unique and compact compatibility in the given area.

***(5) External Compatibility***

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

**The type, number and location of surrounding external uses:** The subject site is approximately 1480 acres and is located south of Acree Road, north of Plummer Road, east of Old Kings Road and between the Norfolk Southern and CSX Transportation railways. The surrounding area is primarily undeveloped timberland with areas of Agriculture zoned single family parcels. Large track of land to the east of New Kings Road was recently approved through the Villages of Westport PUD Ord. #2021-0532 for the mixed use development of single family residential and commercial. The PUD approved the development for a maximum of 1,738 residential dwellings. Although being developed for mixed use, the subject site will preserve the residential character of the area, while also offering an assortment of commercial retail uses within the immediate area.

**The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:**

| Adjacent Property | Land Use Category | Zoning District    | Current Use                     |
|-------------------|-------------------|--------------------|---------------------------------|
| North             | AGR-III           | AGR/CVS            | Vacant/Timberland/Single Family |
| South             | AGR-III           | AGR/PUD: 2009-0530 | Vacant/Timberland/Single Family |
| East              | MU                | PUD: 2021-0532     | Vacant/Timberland/Single Family |
| West              | AGR-III           | AGR                | Vacant/Timberland/Single Family |

***(6) Intensity of Development***

The proposed development would be consistent with the proposed MU functional land use category to allow for the mixed use development of commercial, industrial, residential and recreational uses pursuant to revised Policy 4.3.11 FLUE. The PUD is appropriate at this location because it is consistent with the surrounding uses.

**The availability and location of utility services and public facilities and services:**

The subject site will be serviced by JEA for city water and sewer per JEA Availability Letter dated April 11, 2022. There are existing 16 inch water main along New Kings Rd and existing 20 inch force main within Lem Turner Rd right-of-way at I-295. Long term strategy to provide service to parcels will need to be discussed with JEA Planning.

**School Capacity:**

Based on the Development Standards for impact assessment, the 1480.13± acre proposed PUD rezoning has a development potential of 2,100 single family dwelling units and 900 multi-family dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

**School Impact Analysis**

**PUD 2022-0851**

**Development Potential: 3000 Residential Units**

| School Type               | CSA | 2022-23 Enrollment/CSA | Current Utilization (%) | New Student/ Development | 5-Year Utilization (%) | Available Seats CSA | Available Seats Adjacent CSA 2&7 |
|---------------------------|-----|------------------------|-------------------------|--------------------------|------------------------|---------------------|----------------------------------|
| Elementary                | 1   | 11,216                 | 56%                     | 375                      | 57%                    | 7,119               | 3,151                            |
| Middle                    | 1   | 6,876                  | 80%                     | 153                      | 86%                    | 1,592               | 356                              |
| High                      | 1   | 7,054                  | 72%                     | 222                      | 62%                    | 1,365               | 1,532                            |
| <b>Total New Students</b> |     |                        |                         | <b>750</b>               |                        |                     |                                  |

*Total Student Generation Yield: 0.333*

*Elementary: 0.167*

*Middle: 0.073*

*High: 0.093*

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**Public School Facilities Element**

**Policy 2.3.2**

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

**Policy 2.3.3**

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

**Objective 3.2**

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

**Policy 3.1.1**

The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

**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.

| <b>SCHOOL</b>    | <b>CONCURRENCY SERVICE AREA</b> | <b>STUDENTS GENERATED</b> | <b>SCHOOL CAPACITY (Permanent/ Portables)</b> | <b>CURRENT ENROLLMENT 20 Day Count (2022/23)</b> | <b>% OCCUPIED</b> | <b>4 YEAR PROJECTION</b> |
|------------------|---------------------------------|---------------------------|---|--|-------------------|--------------------------|
| Dinsmore ES #45  | 1                               | 375                       | 683   | 590  | 86%               | 93%                      |
| Highland MS #244 | 1                               | 153                       | 1,071   | 685  | 64%               | 62%                      |

|                        |   |     |       |       |     |     |
|------------------------|---|-----|-------|-------|-----|-----|
| Jean Ribault<br>HS #96 | 1 | 222 | 1,683 | 1,365 | 81% | 77% |
|------------------------|---|-----|-------|-------|-----|-----|

- Attendance school may not be in proposed development's Concurrency Service Area (CSA)
- Does not include ESE & room exclusions
- Analysis based on a **maximum** 3,000 dwelling units – 2022-0851
- 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.

***(7) Usable open spaces plazas, recreation areas.***

The site shall comply with the requirements of the Zoning Code for recreation and open space. Each residential component/community shall provide its own active and/or passive recreation facilities and provided at a ratio of 150 square feet per multi-family unit and 1 acre per 100 single-family units.

***(8) Impact on wetlands***

Review of the applicant’s Wildlife and Habitat Assessment Report (March 10, 2022) and the City’s GIS data indicates the existence of wetlands on the 1,480.13 acre subject site and a low intensity wetlands survey has been provided by the applicant that indicates the location and size. Quality and functional value of all wetlands located within the boundaries of the application site were derived from the GIS data. According to the assessment report provided by the applicant and GIS data, the site’s wetlands consists of the following:

- Cypress/Tupelo (6210 – Cypress Swamp)
- Basin Swamp (6210 – Cypress Swamp)
- Wet Flatwoods (6250 – Pine Flatwoods)
- Mixed Wetland Hardwoods (6170)
- Cypress/Hardwood Swamps (6300 – Wetland Forested Mixed)
- Artificial Pond (5250 – Marsh Lake)

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

**Wetlands Characteristics:**

Approximate Size: 472.88 Acres

General Location(s): Wetlands are located throughout the rezoning site.

Quality/Functional Value: The Category III wetlands of the application site are varied and have different high functional values on



how they relate to the City's environment. They are as follows:

- Wetlands that are isolated cypress and basin swamps are considered to have a high functional value due to its water filtration attenuation and flood water storage capacity.
- Wetlands that are not located in a flood zone and has an indirect impact to the City's waterways but have a high functional value for water filtration attenuation and storm water capacity.
- Wetland that are located in flood zones but do not have an indirect impact on the City's waterways but have a high functional value for water filtration attenuation and flood water capacity.

Soil Types/  
Characteristics:

Pelham fine sand, depressional (82) – This soil series consists of nearly level, poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located on flats and are moderately permeable and moderately slowly permeable. The water table is at a depth of 12 inches on flats and at or above the surface in depressions. Slopes range from 0 to 2 percent. Wetland vegetation for this soil grows when the water table is close or at the soil surface; generally in depressions.

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

Yulee Clay, depressional (86) – This soil series consists of nearly level, very poorly drained soils. These soils formed in thick clayey marine sediments. They are on floodplains and in depressions. The soils are very slowly permeable. In areas in depressions, the high water table generally is at or above the

surface for very long periods. In areas on floodplains, the high water table generally is at or near the surface and the areas are subject to frequent flooding for long periods. The Yulee soils are fine-loamy, mixed, thermic Typic Endoaquolls.

Yonges fine sandy loam (78) – The soil series consists of nearly level, poorly drained soils that formed in loamy marine sediments. These soils occur on low-lying areas of the coastal plain and have a high water table that is at a depth of less than 10 inches for 2 to 6 months during most years

Wetland Category:

Category III

Consistency of Permitted Uses:

Category III Wetlands: All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6

Environmental Resource Permit (ERP):

Not provided by the applicant

Wetlands Impact:

Any future development impacting wetlands will require permits and mitigation by the St. Johns River Water Management District. The PUD site plan depicts clustering of development to limit wetland impacts.

Associated Impacts:

The A, AE, AO and 0.2 percent annual chance flood hazard are in most areas of wetlands of the site.

Relevant Policies:

CCME Policies 4.1.3 and 4.1.6

For more information regarding Conservation/Coastal Management Element, please see the attached memo from Community Planning Division.



***(9) Listed species regulations***

The project is greater than the 50-acre threshold. A Listed Wildlife and Habitat Assessment was conducted by Chad Drury with LG2 Environmental Solutions dated March 10, 2022 was provided with the application. Assessment shows that no state or federally-listed wildlife species were documented on site during the assessment. The property did contain SFH for wood storks and is within the CFA.

***(10) Off-street parking including loading and unloading areas.***

The parking requirements for this development shall be consistent with the requirements of Part 6 of the Zoning Code, the ratio shall be 2.0 parking spaces per unit, no visitor parking will be provided for townhomes or duplexes. Multi-family will have parking at no less than 1.3 spaces per unit.

***(11) Sidewalks, trails, and bikeways***

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan.

### **SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on **November 21, 2022** to the Planning and Development Department, that the Notice of Public Hearing signs **were** posted.

### **RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2022-0851** be **APPROVED with the following exhibits:**

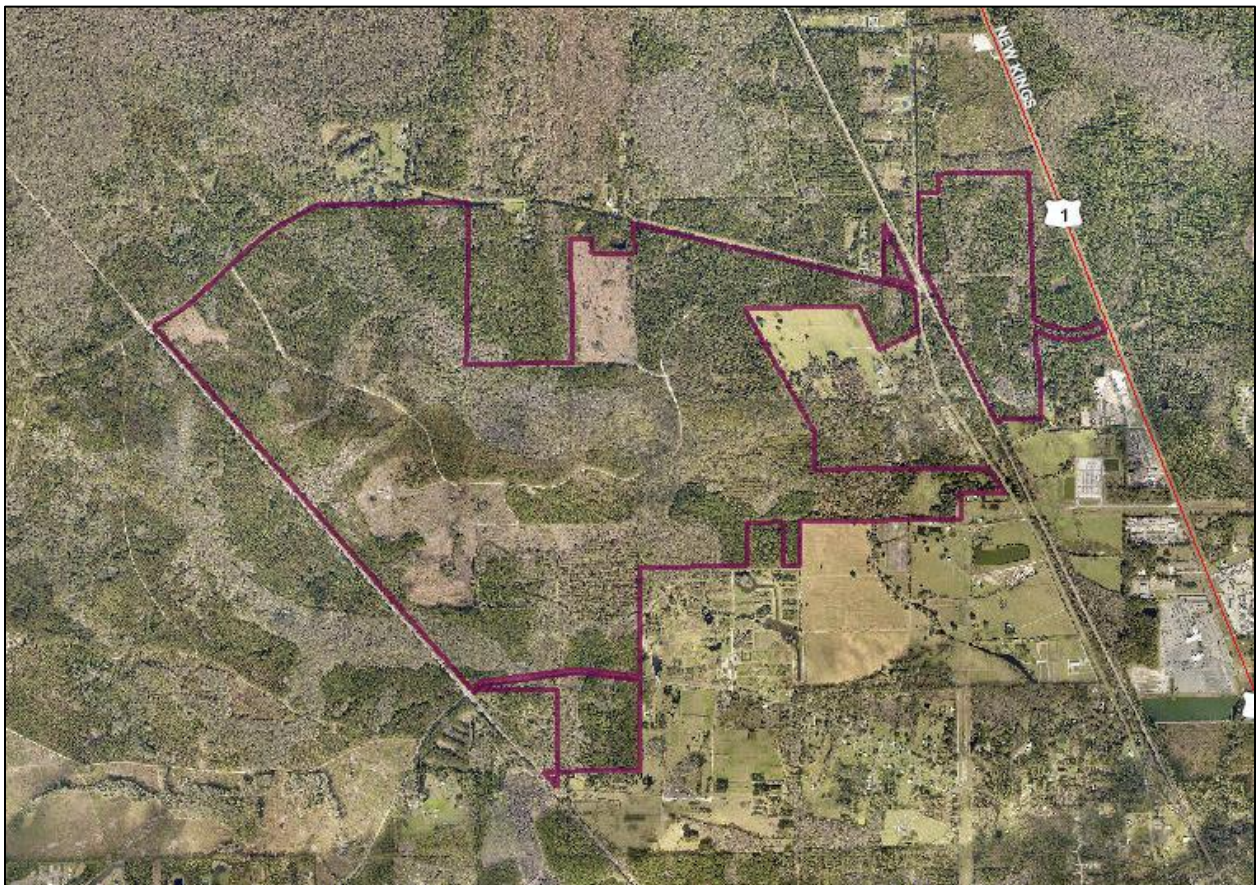
- 1. The original legal description dated June 7, 2022.**
- 2. The revised written description dated December 20, 2022.**
- 3. The original site plan dated September 20, 2022.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2022-0851** be **APPROVED W/ CONDITIONS.**

- 1. The property shall be developed in accordance with the Transportation Planning Memorandum dated December 16, 2022, or as otherwise approved by the Planning and Development Department.**
- 2. The Master Developer is responsible for mitigating transportation impacts for the Northwood RAC. Transportation infrastructure and impacts by development phase or by trip generation thresholds which include internal capture percentages for the necessary mix of uses or net external trips, must be identified in an overall Traffic Impact Analysis prepared by a Registered Florida Professional Engineer for the entire Northwood RAC. The methodology and study limits for this analysis shall be approved by the City Traffic Engineer, the City Transportation Planning Division and the Florida Department of Transportation. The submittal of the Northwood RAC Traffic Impact Analysis is required prior to submittal of the first digital civil plans set.**
- 3. The Master Developer shall provide Biennial Monitoring Reports (“BMR”) every two (2) years to the Planning and Development Department and to the FDOT District 2 Growth Management, commencing in year two (2) after the PUD is approved. The BMR shall be prepared by a Registered Florida Professional Engineer and only after a methodology meeting with the appropriate members of the FDOT, the City Traffic Engineering Division and the City Transportation Planning Division prior to conducting the analysis.**
- 4. The existing stage of the development, and that proposed within the next 24 month period, as well as phasing and trip thresholds shall be reported in the BMR to identify if those transportation and roadway infrastructure improvements identified in the Northwood RAC Traffic Impact Analysis are triggered or warranted. Any transportation infrastructure or mitigation improvements triggered as needed in the**

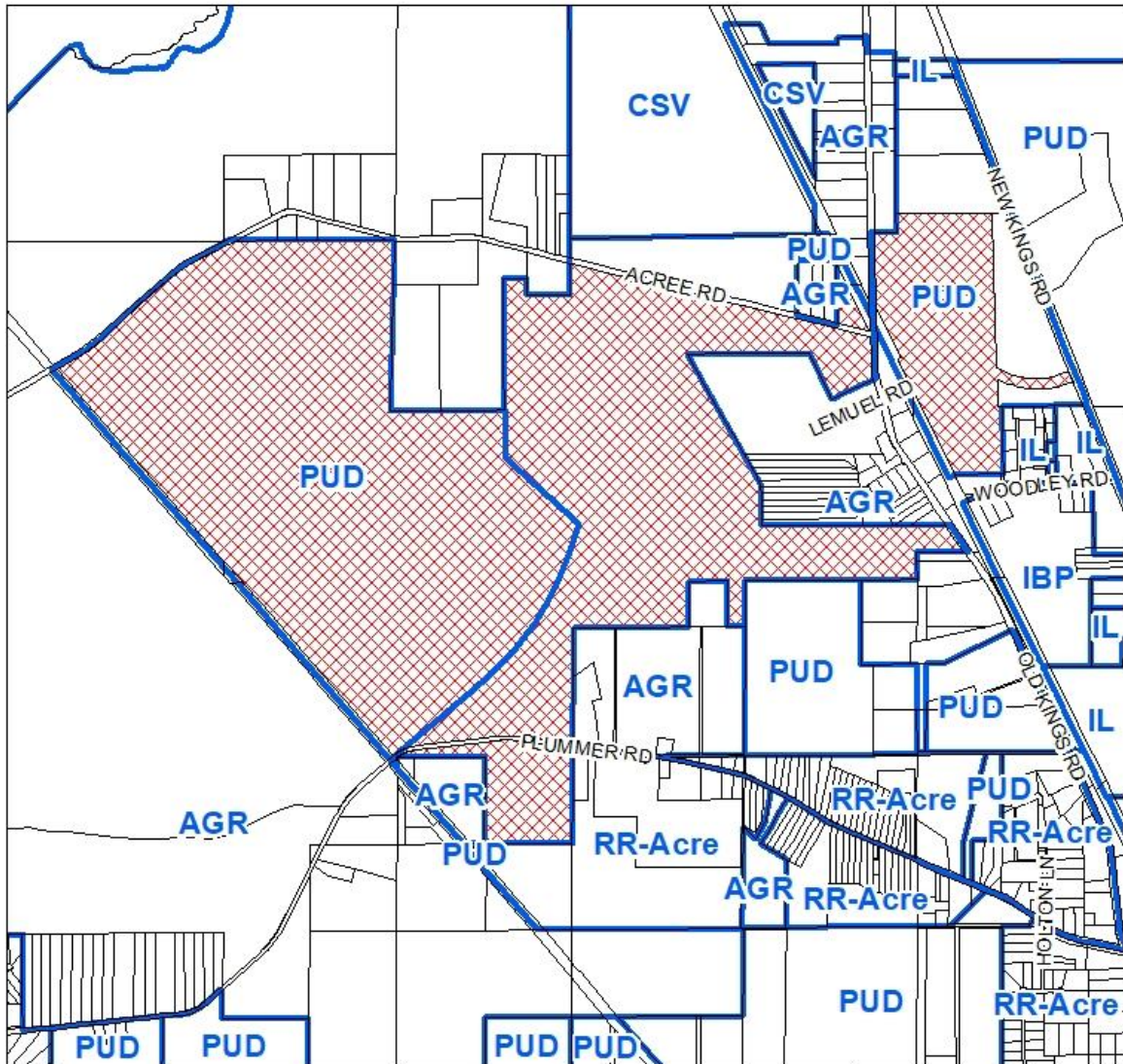
**BMR, must be completed by the Master Developer before the next monitoring period in order to obtain additional building permits from the City or access permits from the FDOT.**

- 5. Individual smaller Traffic Access Studies may still be required by the City or the FDOT for each individual component of the PUD to be sure that access is sufficient. These studies would be flagged during digital civil site plan review. The smaller Traffic Access Studies would be necessary to identify specific driveway access and location, the need for median openings or turn lanes, curb radii design and safety improvements to allow the component developments to obtain the building or access permits necessary to safely access their individual sites.**



**Aerial View**

*Source: JaxGIS*

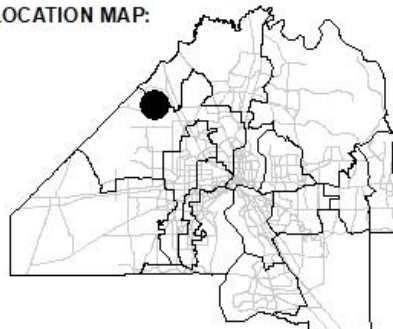


REQUEST SOUGHT:

FROM: PUD

TO: PUD

LOCATION MAP:



0 800 1,600 3,200  
 Feet

COUNCIL DISTRICT:

7 & 8

TRACKING NUMBER

T-2022-4408

EXHIBIT 2  
 PAGE 1 OF 1