



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

June 6, 2024

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

RE: Planning Commission Advisory Report / Ordinance No. 2024-342/Application No. L-5861-23A

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2024-342 on June 6, 2024.

P&DD Recommendation APPROVE

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

PC Vote: 7-0 APPROVE

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Absent
Ali Marar	Aye
Michael McGowan	Aye
Jack Meeks	Aye
Tina Meskel	Aye

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

Planning Commission Report
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Sincerely,



Helena A. Parola, MAURP
City Planner Supervisor

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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – May 31, 2024

Ordinance/Application No.: 2024-342 / L-5861-23A

Property Location: 0 and 6586 San Pablo Road S., 0 J. Turner Butler Boulevard, 0 Coconut Palm Parkway, 4950 20 Mile Road N., 0 Rosewater Lane, 0 and 14931 Philips Highway, 0 Kiwi Palm Court; Generally located south of J. Turner Butler Boulevard, east of Interstate 295 and abutting the Duval/St Johns County Line.

Real Estate Number(s): 167752-0200, 167755-0020, 167763-0020, 167764-0010, 167764-1100, 167769-0015, 167774-0000, 167775-0010, 167778-0320, 167876-0020, 167877-0000, 167886-0000, 167887-0000, 168158-0000, 168159-0000, 168160-0000, 168177-0120

Property Acreage: 11,047.38 Acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Paul Harden, Esquire

Current Land Use: Agriculture (AGR)

Development Area: Rural Development Area

Proposed Land Use: Multi-Use (MU) with Site Specific Future Land Use Element (FLUE) Policy 4.3.23

Proposed Development Area: Suburban Development Area

Current Zoning: Agriculture (AGR)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop as a mixed use project.

BACKGROUND

The approximately 11,047.38 acre subject site is undeveloped land located in the Southeast Planning District and within the boundaries of Council District 11. The site is located in southeast Jacksonville, between J. Turner Butler Boulevard and Interstate 295 abutting the Duval/St. Johns County line. The subject property is located within the Rural Development Area.

The amendment request is to change the land use of the site from AGR in the Rural Area to MU subject to site specific FLUE Policy 4.3.23 in the Suburban Area and to rezone the property from AGR to Planned Unit Development (PUD) (companion Ordinance 2024-344). The applicant is requesting an extension of the Suburban Development Area abutting from the west to include the subject site. The MU land use category requires submittal of a non-binding preliminary development plan with the land use map amendment request and a copy is included in this report as Attachment C.

The MU land use category is intended to accommodate large-scale development and redevelopment projects pursuant to an approved conceptual long-term master plan. The MU land use category includes criteria based on a long-term planning strategy that results in a cohesive and compatible development pattern, the provision of adequate public facilities, utilities and infrastructure, and the protection of environmentally sensitive land and species. New designations under the MU category shall generally be for sites greater than 250 acres in size in the Suburban, Urban and Urban Priority Development Areas and for sites greater than 1,000 acres in the Rural Development Area. Development within each MU designation shall include a mix of both residential and non-residential uses and shall incorporate multi-modal transportation concepts consistent with the goals of the Mobility Strategy Plan. The applicant has submitted a companion Conceptual Master Plan for the property with Ordinance 2024-343.

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

1. The general distribution, location and densities or intensities of residential and non-residential development.
2. Acknowledgement that rezonings will be submitted where such uses, densities and intensities are inconsistent with the current zoning designations prior to development reviews and approvals for developments within the overall site.
3. The general distribution and location of conservation areas and wetland buffers.
4. The strategy for providing centralized utilities for water and sewer service throughout the planning area, including a general phasing plan that identifies when development is anticipated to require the need for additional facilities. The Water Supply Facilities Work Plan (WSFWP) must be updated prior to any development phase requiring construction of potable, treatment, and/or non-potable water supply facilities to incorporate the applicable planned facilities into the WSFWP.

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

The intent of the master plan requirement is to provide a long-range development plan that identifies the intended distribution, location, densities and intensities of residential and non-residential development.

A companion conceptual master plan has been submitted pursuant to the MU land use category master plan requirements and is pending concurrently with this application with Ordinance 2024-343.

Proposed FLUE Policy 4.3.23 is provided below and is included as Exhibit 3 to the pending legislation.

Proposed FLUE Policy 4.3.23

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

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

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

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

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

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

The land use amendment site extends nearly eight miles from north to south. Areas to the east of the site are part of St. Johns County including generally undeveloped land and residential portions of the Nocatee Development of Regional Impact. West of the site is a Multi-Use Area over 6,000 acres approved pursuant to Ordinance 2023-67-E. This Multi-Use Area allows a mix of residential and commercial uses.

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

North: Land Use: AGR
Zoning: AGR
Property Use: Pablo Creek Preserve, Pablo Creek Club Golf Course

South: Land Use: Conservation (CSV), MU (Nocatee DRI - Ordinance 2001-014-E)
Zoning: PUD (Nocatee – Ordinance 2015-282-E)
Property Use: Conservation and Nocatee DRI residential

East: Land Use: St. Johns County
Zoning: St. Johns County
Property Use: single-family subdivisions in Nocatee DRI and undeveloped land in St. Johns County

West: Land Use: MU pursuant to FLUE Policy 4.3.22 (Ordinance 2023-67-E)
Zoning: PUD (Ordinance 2023-69-E)
Property Use: A 6,174-acres site currently undeveloped entitled for up to 6,103 single family units, 2,420 townhome units, 2,052 multi-family units and 915,000 square feet of commercial/office uses.

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

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site’s existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Impact Assessment Baseline Review

Development Analysis 11,047.38 acres		
Development Boundary	Current: Rural Area Proposed: Suburban Area	
Roadway Frontage Classification / State Road	San Pablo Road South /this portion is a Private Road / unclassified roadway	
Plans and/or Studies	Southeast Jacksonville Vision Plan	
Site Utilization	Current: vacant	Proposed: Mixed use project with single-family residential, medium density residential and commercial uses
Land Use / Zoning	Current: AGR	Proposed: MU with SSP 4.3.23
Development Standards for Impact Assessment	Current: 1 unit/ 2.5 acres	Proposed: Pursuant to SSP 4.3.23
Development Potential	Current: 4,418 single family units	Proposed: 7,892 single-family units 2,250 multi-family units 6,900 sq. ft. commercial/office uses
Net Increase or Decrease in Maximum Density	Increase of 3,474 single family units and Increase of 2,250 multi-family units	
Net Increase or Decrease in Potential Floor Area	Increase of 690,000 sq. ft. of commercial/office use	
Population Potential	Current: 11,751 people	Proposed: 26,279 people
Special Designation Areas		
Aquatic Preserve	NO	
Evacuation Zone	Zone A, Zone D, and Zone E	
Airport Environment Zone	500-foot Height Restriction for Craig Municipal Airport- very small portion at the northeastern corner of the site	
Industrial Preservation Area	NO	

Development Analysis 11,047.38 acres	
Cultural Resources	NO
Archaeological Sensitivity	Mostly Low with areas of High and Medium Sensitivity
Historic District	NO
Coastal High Hazard	YES - located at the north eastern top of the site
Adaptation Action Area	YES – located in the northern portion of the site
Groundwater Aquifer Recharge Area	Areas with 0-4 inches and areas of Discharge
Wellhead Protection Zone	NO
Boat Facility Siting Zone	YES - Acceptable with Conditions. Located at the northeastern top of the site along Pablo Creek.
Brownfield	NO
Public Facilities	
Potential Roadway Impact	Increase of 60,438 net new daily trips
Potential Public School Impact	2,534 new students
Water Provider	JEA – JEA and Developer Agreement included with the companion Conceptual Master Plan legislation 2024-343.
Potential Water Impact	Increase of 1,487,334 gallons per day
Sewer Provider	JEA – JEA and Developer Agreement included with the companion Conceptual Master Plan legislation 2024-343.
Potential Sewer Impact	Increase of 1,115,500 gallons per day
Potential Solid Waste Impact	Increase of 15,986.4 tons per year
Drainage Basin/Sub-basin	Intracoastal Waterway and Julington Creek / Box Branch and Durbin Creek
Recreation and Parks	Pablo Creek Preserve -north of the site
Mass Transit Access	NO
Natural Features	
Elevations	9 to 28 feet (approximately)
Land Cover	1890: Other recreational (stables, go-carts, ...); 2110: Improved pastures (monocult, planted forage crops); 2130: Woodland pastures; 4110: Pine flatwoods; 4120: Longleaf pine - xeric oak; 4410: Pine plantation; 4430: Forest regeneration; 5100: Streams and waterways; 6110: Bay swamp (if distinct); 6170: Mixed wetland hardwoods; 6250: Hydric pine flatwoods; 6300: Wetland forested mixed
Soils	<u>Category I Wetland Soils:</u> (68) Tisonia mucky peat <u>Category II Wetland Soils:</u> (40) Maurepas muck, frequently flooded; (49) Pamlico muck, depressional, 0 to 1% slopes; (62) Rutlege mucky fine sand, depressional, 0 to 1% slopes

Development Analysis 11,047.38 acres	
	<u>Category III Wetland Soils:</u> (22) Evergreen-Wesconnett complex; (35) Lynn Haven fine sand, 0 to 2% slopes; (49) Pamlico muck, depressional, 0 to 1% slopes; (62) Rutlege mucky fine sand, depressional, 0 to 1% slopes; (81) Stockade fine sands loam, depressional; (87) Dorovan muck, depressional
Flood Zones	AE-Floodway; A Flood Zone; AE Flood Zone; AO Flood Zone; 0.2 Percent Chance Annual Hazard Area
Wetlands	66.00 acres; Category I Wetlands 177.60 acres; Category II Wetlands 6,916.85 acres; Category III Wetlands
Wildlife (applicable to sites greater than 50 acres)	Wildlife and Habitat Assessment Report included with the application

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 applicant has submitted a companion conceptual master plan (Ordinance 2024-343) for approval by the City Council. One of the requirements of the master plan is to outline the strategy for providing centralized utilities for water and sewer service throughout the planning area. The Conceptual Master Plan includes water, waste water and reuse exhibits identifying the major utility corridors and connection points throughout the site. A JEA letter dated April 9, 2024 was provided to the Planning and Development Department explaining that the timing of the improvements will be addressed as part of the master plan analysis required as the development progresses through the JEA development process. The letter states that subject to further project coordination, meeting JEA standards and final engineering, JEA will have the capacity to serve this project with central water, sewer and reclaimed water.

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 11,047.38 acres and is accessible from San Pablo Road S., a minor arterial facility. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Agriculture (AGR) to Multi-Use (MU) with a Site-specific policy (SSP) 4.3.23.

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 use would result in 41,662 daily trips. If the land use is amended to allow for this proposed MU development, this will result in 102,100 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 60,438 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
AGR	210	4,418 SF DUs	T = 9.43 (X)	41,662	0	41,662
				<i>Existing Scenario Total</i>		41,662
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LDR	210	7,892 SF DUs	T = 9.43 (X)	74,422	0	74,422
MDR	220	2,250 MF DUs	T= 6.74 (X)	15,165	0	15,165
CGC	820	690,000 SF	T= 37.01 (X) /1000	25,537	13,024	12,513
				<i>Proposed Scenario Total</i>		102,100
Proposed Net New Daily Total						60,438

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

School Capacity

The Planning and Development Department determined the development potential of the proposed amendment to MU pursuant to site specific FLUE Policy 4.3.23. Given this, the proposed amendment could result in the development of 7,892 single-family units and 2,250 multi-family units for a total of 10,142 dwelling units and 2,534 new students.

The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

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

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

Application Review Request: COJ PDD: School Impact Analysis							
Proposed Name: L-5861-23A							
Requested By: Helena Parola							
Reviewed By: Leronne Griggs							
Due:							
Analysis based on maximum dwelling units: <u>10,142</u>							
School Type	CSA ¹	CURRENT ENROLLMENT 20 Day Count (2023/24)	CURRENT UTILIZATION (%)	NEW STUDENT GENERATION ²	5-YEAR UTILIZATION (%)	AVAILABLE SEATS - CSA ³	ADJACENT CSAs 3 & 4 AVAILABLE SEATS
Elementary	5	8,254	84%	1,267	88%	2,119	1,779
Middle	5	2,210	78%	517	69%	876	723
High	5	7,718	98%	750	91%	1,112	744
Total New Students				2,534			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074
 0.250

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

³ Available CSA seats include current reservations

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis does not reveal a deficiency based on available seats in the CSA and the adjacent CSAs.

Public School Facilities Element

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

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

Supplemental School Information:

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

<p>Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5911-24C Requested By: Marcus Salley Reviewed By: Levonne Griggs Due:</p> <p>Analysis based on maximum dwelling units: <u>10,142</u></p>						
SCHOOL¹	CSA	STUDENTS GENERATED (Rounded)³	SCHOOL CAPACITY² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2023/24)	% OCCUPIED	4 YEAR PROJECTION
Chets Creek Elementary #264	5	1267	1070	1094	102%	102%
Kerman Middle #279	5	517	1665	1068	64%	89%
Atlantic Coast #268	5	750	2543	2532	100%	86%
		2534				

NOTES:

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

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

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

Additional Comments from Duval Schools

Duval Schools provided additional comments regarding the land use amendment site that can be found below:

Between this development and Big Creek Timber PUD, future school sites and boundary changes for existing public schools will be critical and solved through the ACE* process. Duval County Public Schools currently has planned under the Master Facilities Plan a K-8 facility in the southeastern quadrant scheduled for open in 2033. The school district is currently working with developers to secure a parcel large enough for the future K-8 school.

*Academic and Community Excellence Planning Process (“ACE”) set forth in School Board Policy 8.51. Per policy this is started anytime there is a boundary change involved (closure, re-boundary, new schools, etc.)

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of mostly low with some areas of high and medium sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Airport Environment Zone

A small portion on the northeastern corner of the site is located within the 500-foot Height and Hazard Zone for the Craig Municipal Airport. 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 Zones A and D. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. The land use application can accommodate up to 7,892 single-family dwelling units and up to 2,250 multi-family dwelling units. Their complete analysis is provided below.

EPD Review:

The proposed property in land use amendment L-5861-23A will be in close proximity to Phillips Highway, San Pablo Road South, and US-9B, indicating sufficient access to I-295 (7.24 road miles) and I-95 (8.32 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A, Zone D, and Zone E), nearest evacuation routes, and the estimate of 60,438 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5861-23A would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Flood Zones

Approximately 34.5 acres of the subject site is within the AE-Floodway, 6.2 acres is within the A Flood Zone, 483.3 acres is with the AE Flood Zone, 2,948.2 acres is within the AO Flood Zone and 206.1 acres is located in the 0.2 Percent Chance Annual Hazard Area. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE-Floodway are areas within the 100-year floodplain or SFHA where flood insurance is mandatory if construction is allowed within the floodway. Areas located within AE Floodway zones should be left intact as construction and filling within these areas is severely restricted.

The A and AE Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory.

The AO Flood Zone are 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 area is 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.

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.

Adaptation Action Area (AAA)

Approximately 1,018.8 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.

Coastal High Hazard Area (CHHA)

Approximately 211.3 acres of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) Map (2021) and Hurricane Evacuation Zones Map.

The CHHA area is in the northeast area of the application site and adjacent to Pablo Creek and Box Branch. The area is also located within the Category I and II wetlands as well as the AE and AE-Floodway Flood Zones. The CHHA of the land use amendment is to be placed in the Wetland/Conservation area of the Mixed Use (MU) land use category thereby preventing commercial and residential development.

Conservation/Coastal Management Element

- Policy 7.2.3 In the event that the Chief of Emergency Preparedness determines that the shortage of shelter space requires mitigation, then policies 7.2.5, 7.2.6 and 7.2.7 shall apply.
- Policy 7.2.5 The City shall require that all new development located in the Coastal High Hazard Area in land use categories that permit residential density greater than Low Density Residential shall contribute to the cost of emergency shelter space in existing school sites.
- Policy 7.2.6 For purposes of determining an owner's assessment for the cost of emergency shelter space in new and existing school sites and community centers, the City shall use a quantitative formula where:
- A equals the total number of residential units proposed;
 - B equals number of persons per household; and
 - C equals average cost to retrofit one shelter space;
 - D owners assessment
- $A \times B \times C = D$ Owner's Assessment
- Policy 7.2.7 The City shall use the most recent U.S. Census data related to average household size, population in households and households. In calculating the assessment owed, the City shall use the full unit count of the proposed development, the county-wide average household size from the U. S. Census, and the average shelter retrofit cost as provided by the City's Emergency Preparedness Division in consultation with the Duval County School District Facilities Services Division. The City shall not allow a reduction of the shelter space required based on assumptions of smaller household sizes than the county-wide census data or reduced uses of public shelters for certain developments. These factors shall be updated as warranted by the City to ensure accuracy of costs and population factors.
- The City will continue to enforce building standards and requirements to minimize structural damage to property in hazardous coastal areas. Future City expenditures for infrastructure improvements will be limited to meeting the needs of existing residents and resource protection. Land use decisions will direct new development to areas outside of hazardous coastal areas.
- Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA and mitigate the impact of natural hazards in the area.
- Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed

development and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

Wetlands

Review of City's GIS data and the Florida Land Classification System (FLCCS) map provided by the applicant's Wildlife Assessment Report indicates the potential existence of wetlands on the subject site and as such, 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. The land use application was reviewed and approved by the Waterways Commission on October 12, 2023.

Wetlands Characteristics:

Approximate Size: 66.00 acres; Category I Wetlands
177.60 acres; Category II Wetlands
6,916.85 acres; Category III Wetlands

General Location(s): Category I wetlands (66.00 acres) and Category II wetlands (177.60 acres) are located at the northern end of the application site and are associated with Box Branch and Pablo Creek. While the Category III wetlands (6,916.85 acres) are scattered throughout the rest of the property.

Quality/Functional Value:

Category I wetlands is a salt marsh which has an extremely high functional value due to its water filtration attenuation of coastal waters and reduction of storm surge in coastal high hazard areas during cataclysmic coastal storms.

The Category II wetlands have an extremely high functional value for water filtration attenuation and flood water capacity, are located within the 100-year AE and AE floodway zones and have a direct impact on the City's waterways.

The Category III wetlands have a medium to high functional value for water filtration attenuation and stormwater capacity. Some of these wetlands are located are isolated pockets and not associated with flood zones. Some wetlands are in the A, AE and AO Flood Zones and the 0.2 Percent Flood Hazard

Area associated but have an indirect impact to the City's waterways. The soils of these wetlands are depressional and if flooded the floodwaters do not drain back into the creek but dissipate by percolation into the soil and high water table.

Portions of the Category III wetlands are Cypress Swamps (241.4 acres) located throughout the property in small, isolated pockets. They are unique to the other wetlands because of the vegetation and are natural stormwater retention basins due to their depressional topography. Because of that characteristic and its high water filtration attenuation, the cypress swamps have a high functional value.

Soil Types/
Characteristics:

Category I Wetland Soils

(68) Tisonia mucky peat – The Tisonia series consists of nearly level, very poorly drained, organic soils. These soils formed from nonwoody, halophytic plant remains underlain by fine textured sediments. They are in tidal marshes. The soil is very slowly permeable. The high water table generally is at or near the surface, and areas are flooded twice daily by fluctuating tides for very brief periods.

Category II Wetland Soils

(40) Maurepas muck, frequently flooded – The Maurepas series consists of nearly level, very poorly drained, organic soils formed in decomposed organic materials. These soils are located in flood plains and are influenced by tidal action. The soil is rapidly permeable. The high water table generally is at or near the surface, and areas are subject to frequent flooding for brief periods.

(49) Pamlico muck, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in decomposed organic material underlain by thick loamy and sandy marine and fluvial sediments. They are on flood plains and depressions. The soil is moderately permeable. The high-water table generally is at or near the surface.

(62) Rutlege mucky fine sand, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in thick sandy marine sediments and are located in depressions. The soil is rapidly

permeable. The high-water table generally is at or near the surface.

Category III Wetland Soils

(22) Evergreen-Wesconnett complex – The Evergreen and Wesconnett series consists of nearly level, very poorly drained, soils. The Evergreen soils formed in decomposed organic materials underlain by thick sandy marine sediments while the Wesconnett soils formed in thick sandy marine sediments. Both soils are located in depressions and are moderately permeable and moderately slowly permeable. The high water table is at or above the soil surface for very long periods.

(35) Lynn Haven fine sand, 0 to 2% slopes – The Lynn Haven series consists of nearly level and gently sloping, very poorly drained soils. This soil is formed in thick deposits of marine sediment and are located in seep areas on side slopes. The soil is moderately permeable and moderately rapidly permeable. Generally, the high-water table is at or near the surface.

(49) Pamlico muck, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in decomposed organic material underlain by thick loamy and sandy marine and fluvial sediments. They are on flood plains and depressions. The soil is moderately permeable. The high-water table generally is at or near the surface.

(62) Rutlege mucky fine sand, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in thick sandy marine sediments and are located in depressions. The soil is rapidly permeable. The high-water table generally is at or near the surface.

(81) Stockade fine sands loam, depressional: The Stockade series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. They are located in depressions and are slow permeable sandy and loamy marine sediments. Generally, the high water table is generally at or above the soil surface for very long periods of time.

(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 I, II and III

Consistency of Permitted Uses: Category I and II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.5 shown below – conservation uses permitted.
Category III Wetlands: All uses subject to CCME Policy 4.1.6

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

Wetlands Impact: The non-binding site plan provided by the applicant shows most development avoiding the wetland areas.

Associated Impacts: The Category II wetland area coincides with the AE-floodway and the Adaptation Action Area (AAA). Some of the Category III wetlands are associated with the AE Flood Zone and the 0.2 Percent Chance Hazard Area and the Adaptation Action Area (AAA) while others are not.

Relevant Policies: CCME Policies 4.1.3, 4.1.5 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 4.1.5

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

- (1) Conservation uses, provided the following standards are met:
 - (a) Dredge and fill

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Density/Dredge and fill

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

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

(b) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

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

(a) Vegetation

For Category I wetlands:

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

For Category II wetlands:

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

(b) Boat facilities siting and operation

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

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

Best Management Practices: Silviculture

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

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 a listed wildlife and habitat assessment report for the subject site dated August 1, 2023 (on file with the Planning and Development Department). According to the report five state or federally listed wildlife species during the site assessment, gopher tortoise, little blue heron, sandhill crane, wood stork, and American alligator were observed utilizing the property during the on-site assessment. Additionally, bald eagles were also observed utilizing the property. 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 more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, bald eagle, gopher tortoise, eastern indigo snake, wood stork, little blue heron, tricolored heron, Florida sandhill crane, and red-cockaded woodpecker.

The assessment report lists various upland and wetland habitat communities found on-site and the potential for wildlife species that may utilize those habitats. Development of portions of the site for mixed use commercial and residential 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.

Recreation and Parks - Pablo Creek Preserve

The amendment site is located south of the Pablo Creek Preserve, abutting the Preserve's southern boundary and, as such, the application was routed to the Parks, Recreation and Community Services Department for review and comment. The Parks,

Recreation and Community Services Department provided comments that are included as Attachment G of this report.

St. Johns County Growth Management Department

Due to the site's proximity to St. Johns County, the application was sent for notice and review to the Growth Management Department of St. Johns County. The Growth Management Department confirmed receipt of the proposed application. As of the publishing of the subject report, comments from St. Johns County have not yet been received.

PROCEDURAL COMPLIANCE

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on September 18, 2023. Forty-three (43) 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 October 2, 2023. Approximately thirty-five (35) members of the public were in attendance with concerns regarding the types of uses that may be neighboring their residential property, what type of buffering would be put in place between the development and the neighboring properties, and how the internal road system would connect to the outside areas.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Areas

Rural Area (RA): The RA consists of all lands outside of the SA and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

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 1.1.3 The Development Areas should be reviewed for expansion during updates to the Comprehensive Plan planning timeframe and during updates to the mobility system. In addition, because the development capacity of the Future Land Use map fluctuates with time, Development Areas will be periodically reevaluated as part of the Plan review and amendment process.
- 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

1.1.10 Policy Ensure that mixed and multi-use projects enhance, rather than detract from, the character of established developed areas by requiring site plan-controlled zoning such as Planned Unit Developments (PUDs), TODs or TNDs for all mixed and multi-use projects and conforming with the following criteria:

1. The type of land use(s), density, and intensity is consistent with the provisions of the land use category, particularly the category's predominant land use;
2. The proposed development is in conformity with the goals, objectives, policies, and operative provisions of this and other elements of the Comprehensive Plan; and
3. The proposed development is compatible with surrounding existing land uses and zoning.

Policy 1.1.18 Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in FLUE Policies 1.1.19 and 1.1.21.

Policy 1.1.19 Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with FLUE Policy 1.1.21, inclusion of the following areas is discouraged:

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.

2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA premium transit station.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

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.

Objective 1.2 Manage the use of land in the City by approving new development and redevelopment only if necessary public facilities are provided concurrent with the impacts of development. Ensure the availability of adequate land suitable for utility facilities necessary to support proposed development. Verify prior to development order issuance that all new development and redevelopment will be served with potable water, wastewater, solid waste disposal, stormwater management facilities, and parks that meet or exceed the adopted Levels of Service established in the Capital Improvements Element.

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

Policy 1.2.6 The City shall ensure through the implementation of Chapter 654, Ordinance Code (Code of Subdivision Regulations) that suitable lands and/or easements are available for the provision of utility and transportation facilities necessary to support proposed development, and implement improvements with minimum land use, social and environmental disruption. Consider the location and timing of new public facility construction in requests for Future Land Use Map series amendments.

Policy 1.2.8 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 1/2 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.

Policy 1.5.10 In accordance with the Conservation/Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

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

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for 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.

Policy 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Conservation /Coastal Management Element (CCME)

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetlands resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes. In order to achieve this objective and its associated policies, the City shall continue to work with the applicable regional, state and federal agencies charged with these regulatory responsibilities.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description within the Future Land Use Element (FLUE), Agriculture (AGR) in all of the Development Areas is intended to provide agricultural uses

and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning timeframe. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products. The maximum gross density is 1 unit/ 2.5 acres.

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

The amendment site is located within the Rural Development Area with a request to extend the Suburban Development Area boundary to the Duval/St. Johns County line and include the subject site. The Rural Development Area description states that development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Development. Due to the proposed amendment to the MU category, the request to extend the Suburban Development Area to include the proposed amendment to the MU category is deemed generally appropriate and therefore, consistent with Policies 1.1.3, 1.1.18 and 1.1.19.

The MU land use category requires the development and approval of a long-term conceptual master plan that addresses the distribution of land uses, the location of conservation areas, the provision of water and sewer services, the internal and external transportation network, a basic assessment of the surrounding transportation network and demonstration of coordination with the Florida Fish and Wildlife Conservation Commission. The conceptual Master Plan is pending concurrently with this land use application, Ordinance 2024-343. The land use amendment is accompanied by a site specific policy that entitles development to a broad mix of residential densities and commercial entitlements in order to provide sufficient land for future uses that provide adequate choices for permanent and seasonal residents and for businesses to operate. The site specific policy also acknowledges that development is not permitted until such time as the conceptual master plan is approved by the City Council. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1, 1.2 and 3.1, Policies 1.1.7, 1.1.9, 1.1.10, 1.1.21, 1.1.22, 1.2.1, 1.2.6, 1.2.8, 1.5.10, and 3.1.5.

The land use amendment site includes approximately 243.6 acres of Category I and II wetlands and approximately 6,916.85 acres of Category III wetlands. With the exception

of the wetlands that buffer Pablo Creek in the northern portion of the site, the majority of the wetlands are classified as Category III. In accordance with the requirements of the MU land use category, the applicant provided a non-binding preliminary development map (Attachment C) that indicates the preservation of a majority of the wetlands, including all of the Category I and II wetlands. Therefore, the amendment is consistent with CCME Goal 4 and Objective 4.1.

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

Vision Plan Consistency

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

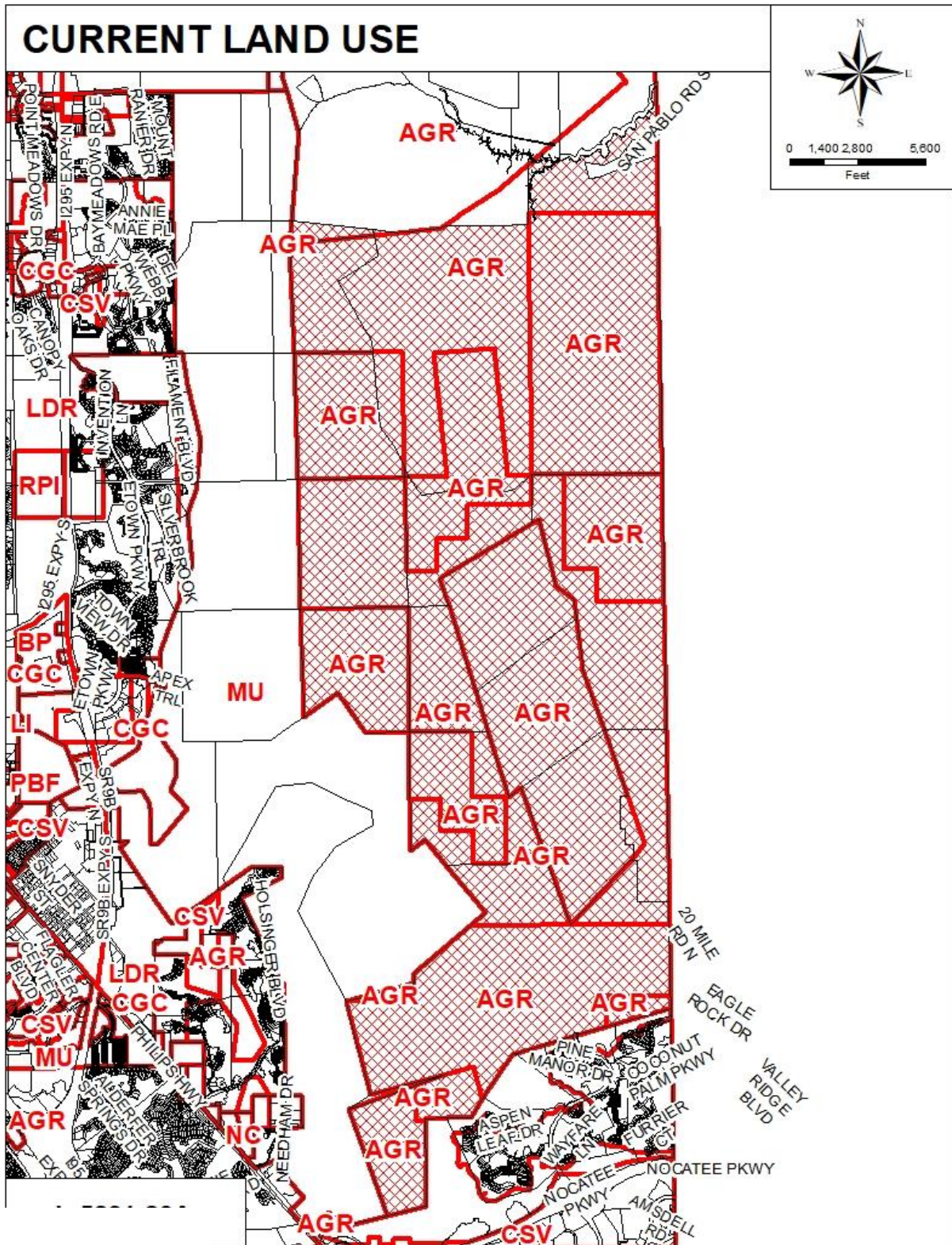
Strategic Regional Policy Plan

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

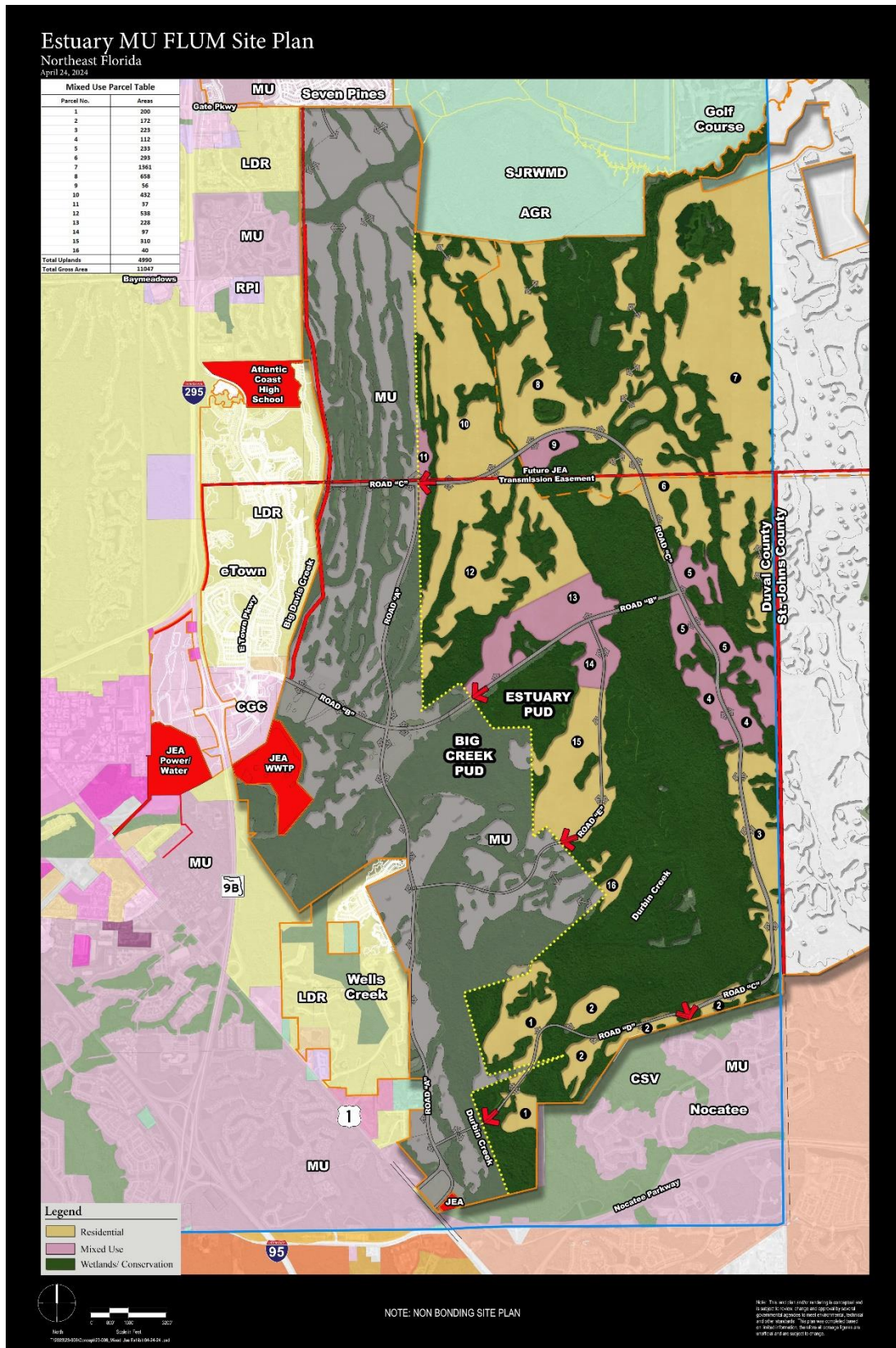
Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

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

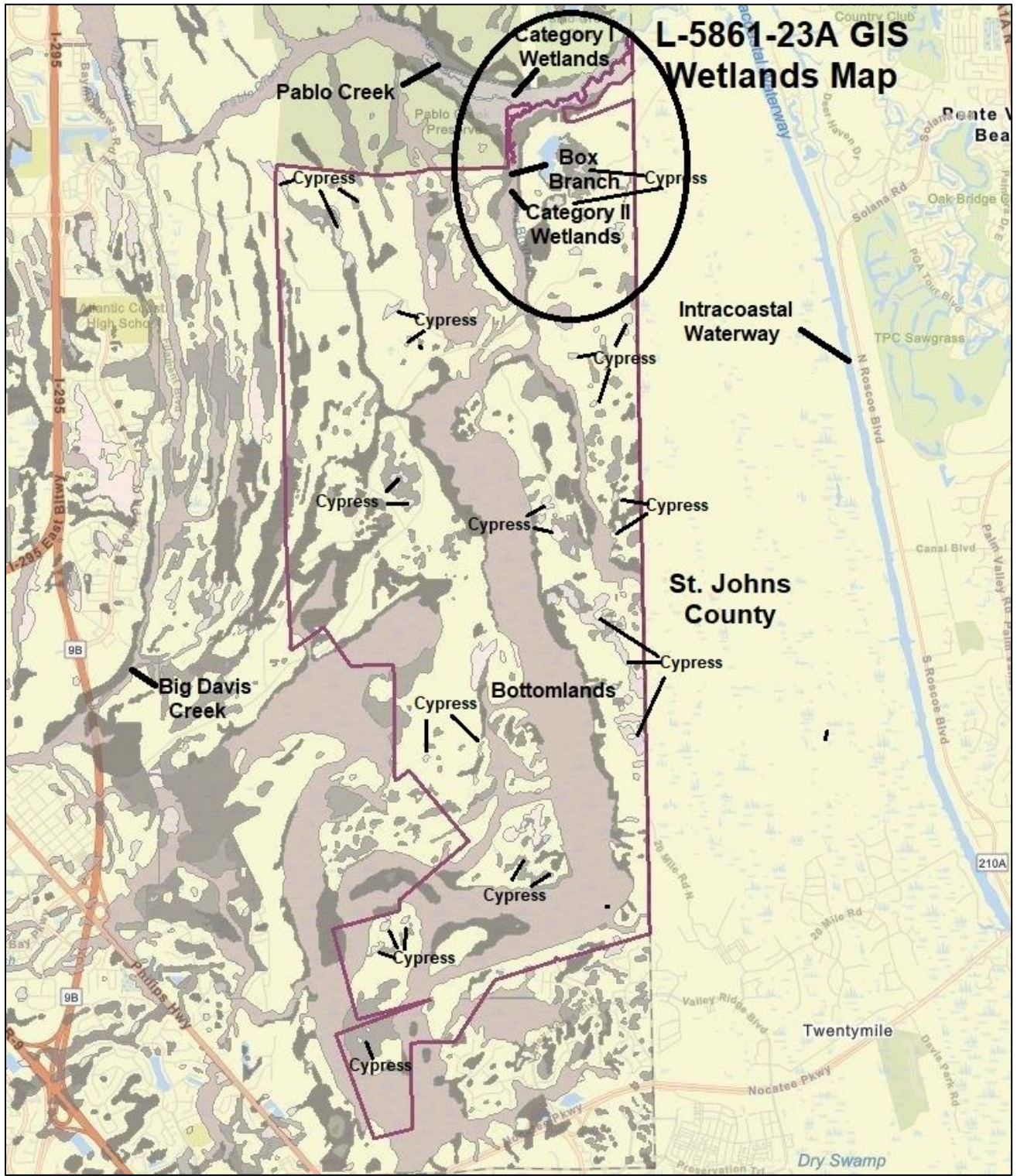
ATTACHMENT A - LAND USE AND LOCATION MAP



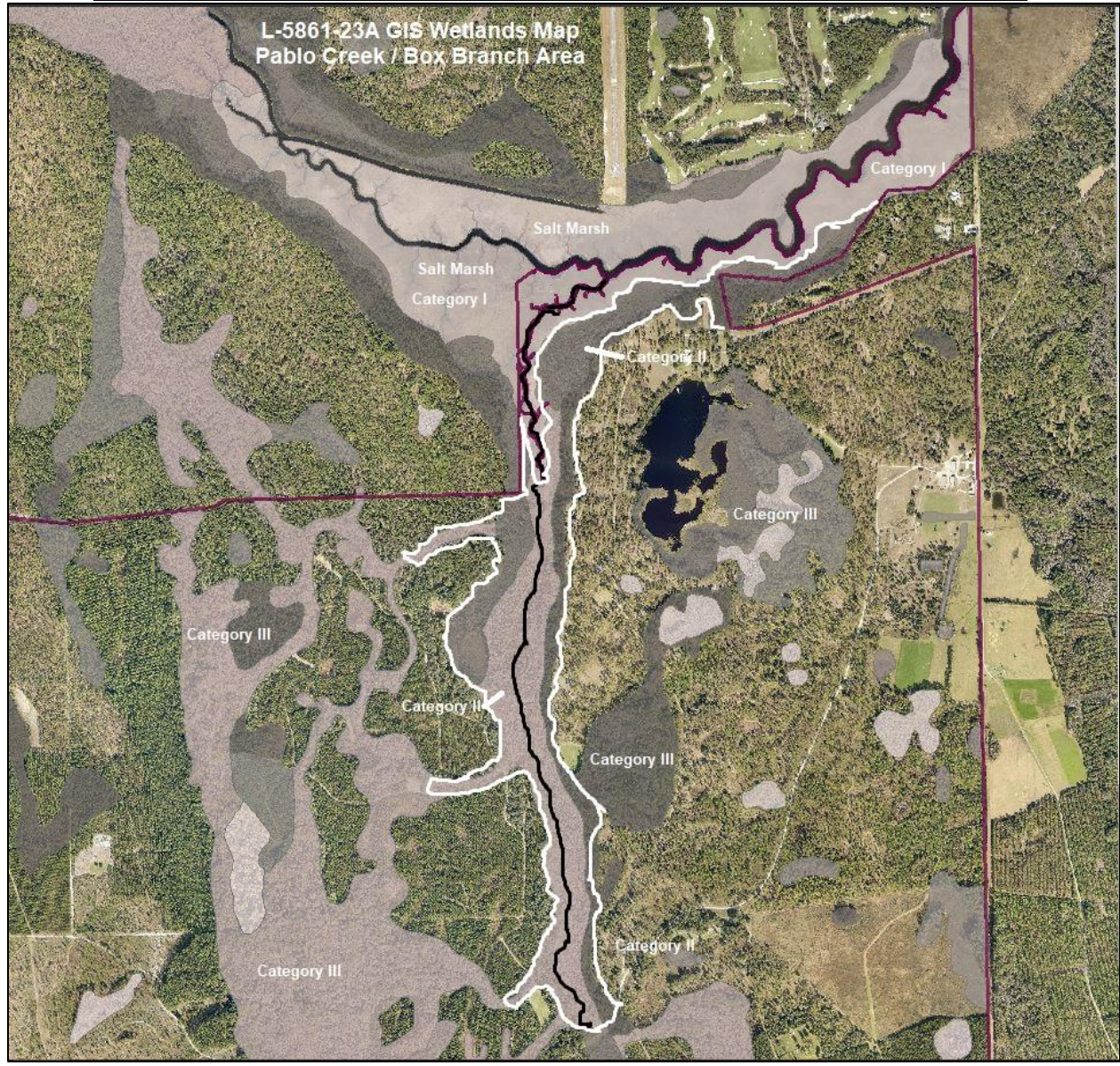
ATTACHMENT C - NON-BINDING PRELIMINARY DEVELOPMENT MAP



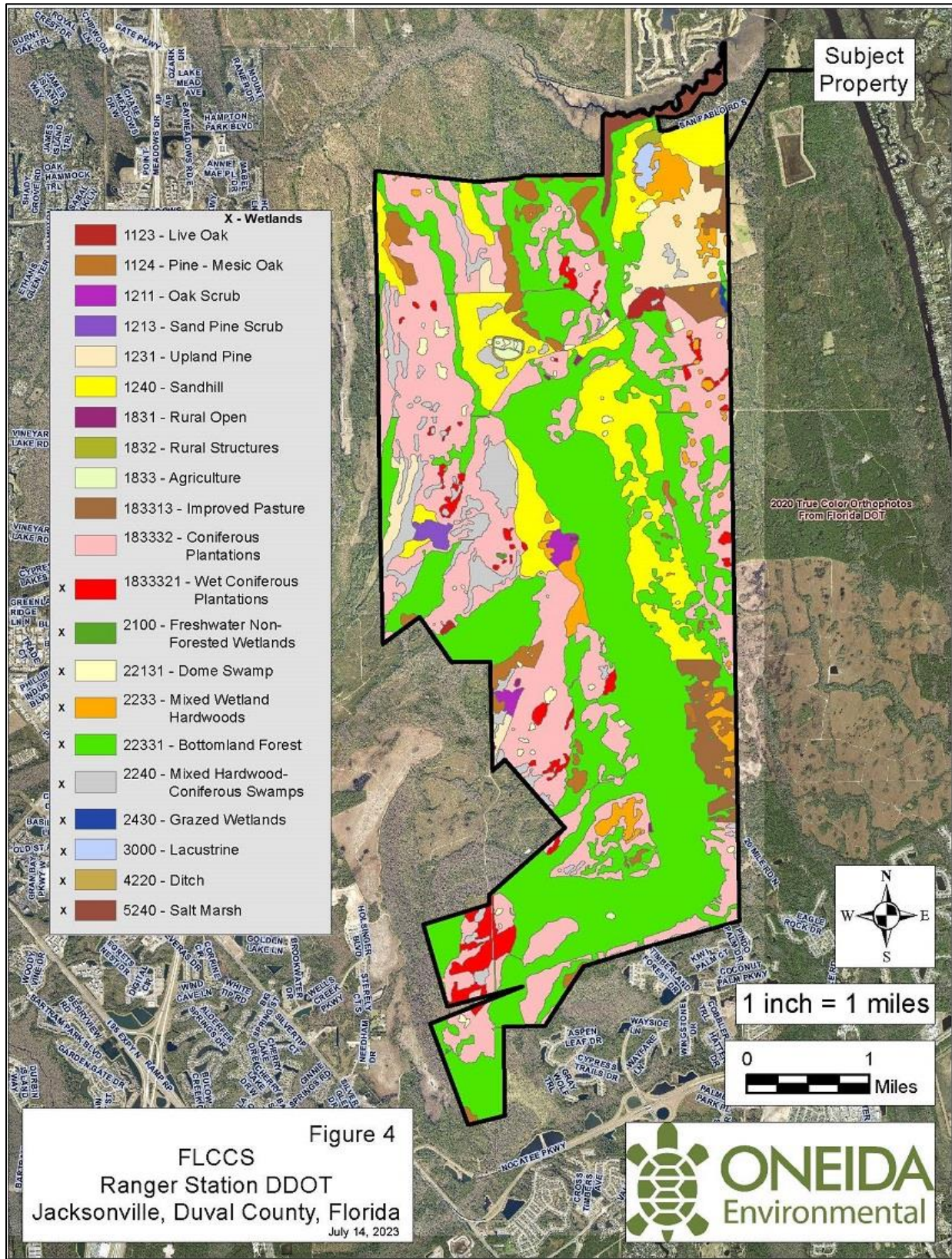
ATTACHMENT D - WETLANDS MAP



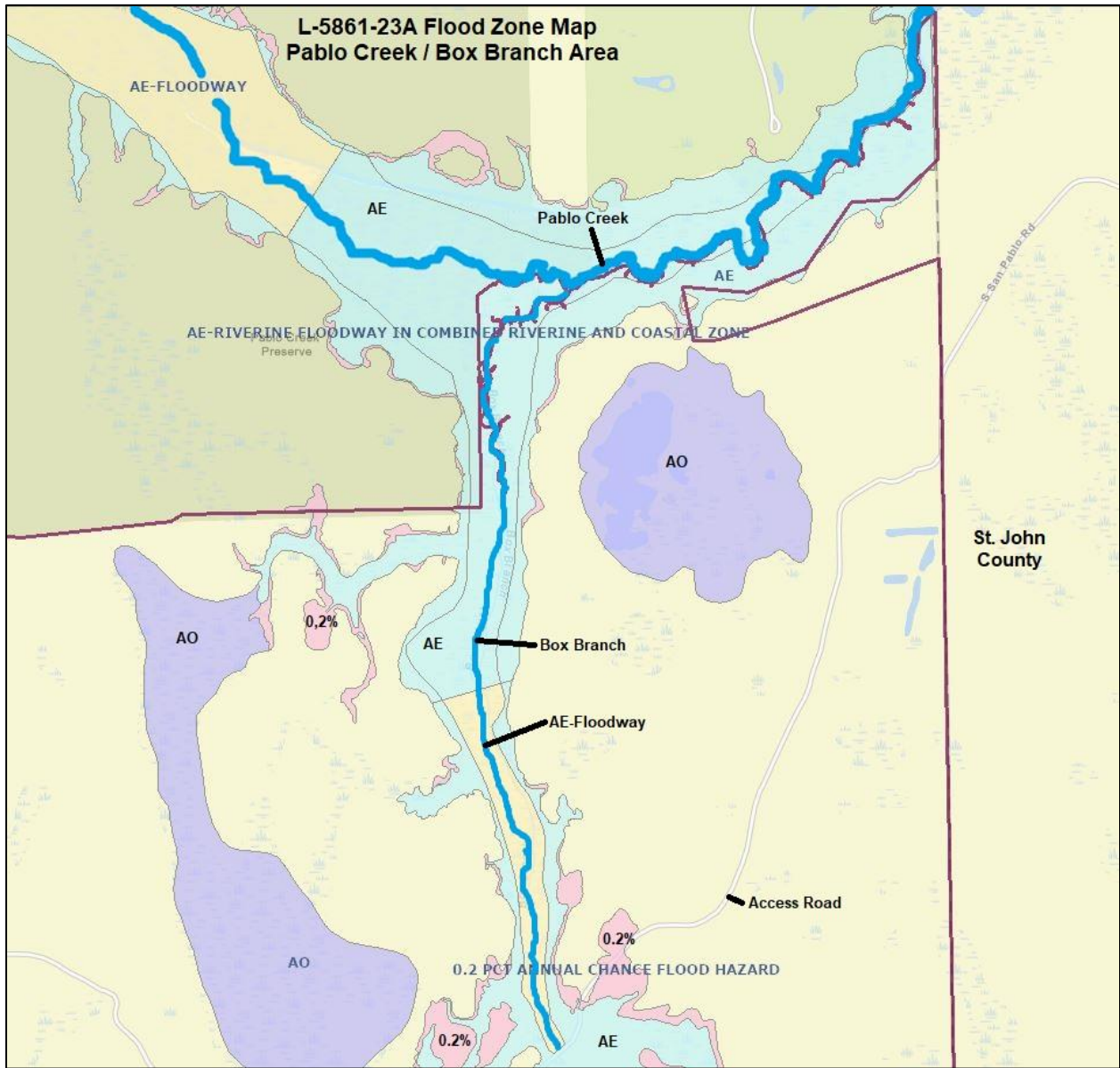
ATTACHMENT D - WETLANDS MAP- NORTHERN PORTION



ATTACHMENT E – LAND COVER MAP



ATTACHMENT F – FLOOD ZONE MAP- NORTHERN PORTION



ATTACHMENT G – PARKS, RECREATION AND COMMUNITY SERVICES DEPARTMENT REVIEW

Comments from the City of Jacksonville’s Department of Parks, Recreation and Community Services on L-5861-23A: a 11,047-acre Land Use Map Amendment to MU for property adjacent to Pablo Creek Preserve

October 26, 2023

Prepared by Brian Burket
and Jenny Hinton

- 1) Firewise practices for construction, landscaping and property maintenance should be implemented to reduce wildfire risk, making the new developments more resilient. It is particularly important that the communities in the project area employ Firewise practices because of their proximity to the Pablo Creek Preserve (Preserve). Land management activities at Preserve are likely to include prescribed burning. The landowner, developer, and future residents should be made aware that prescribed burning within the Preserve will create smoke that could temporarily impact surrounding areas. All future, adjacent homeowners are strongly encouraged to review and implement "Firewise" management and design techniques, to the extent that these are consistent with water conservation and Florida Friendly landscaping requirements in the Jacksonville Zoning Code. In particular, landscaping should be maintained to prevent the accumulation of flammable brush and dead leaves near homes that are adjacent to forested areas. The landowner/developer should consult the Florida Forest Service's and Florida Division of Emergency Management's latest guidance on home and landscaping maintenance near forested lands.
- 2) Florida Friendly Landscaping should be implemented to the greatest extent practicable.
 - a. Florida Friendly Landscaping should be used to reduce water waste.
 - b. Protection of existing trees is a vital part of Florida Friendly Landscaping, and the landowners and / or developer should protect as many existing trees as possible.
 - i. Long-lived large trees that provide plethora benefits for communities and native wildlife are particularly important to protect.
 - ii. It is critically important to protect forested areas that are serving (or could serve) as habitat for endangered species, such as the [red-cockaded woodpecker \(RCW\)](#). Our partners at the St. Johns River Water Management District have identified trees with cavities built by RCW; it's my understanding that these trees are federally protected. Therefore, the property owner and / or developer will need to hire a wildlife biologist to conduct a thorough survey of the property to identify RCW cavity trees and to map regulatorily required buffers around these trees, which should not be developed. An email from SJRWMD is attached here for reference; it includes a map with several areas of concern based on their recent windshield surveys. Other areas within the proposed development may also contain protected species and / or their habitats, so the survey should not be limited to only those areas mapped by SJRWMD.
 - iii. The removal of trees from the property to allow for development will increase the water table. The landowners and / or developers should account for these changes in water level during planning (e.g., position of structures relative to wetlands and amount of fill required to elevate low-lying upland areas); the planning process should include an evaluation of designs to minimize the number of trees removed from the properties. Without appropriate planning and design, properties in low-lying areas near existing wetlands will likely have issues with frequently saturated soils and standing water.
- 3) Wetland and stormwater impacts should be minimized to the greatest extent possible, and appropriate mitigation should be provided to offset any unavoidable impacts. Impacts that adversely affect surface

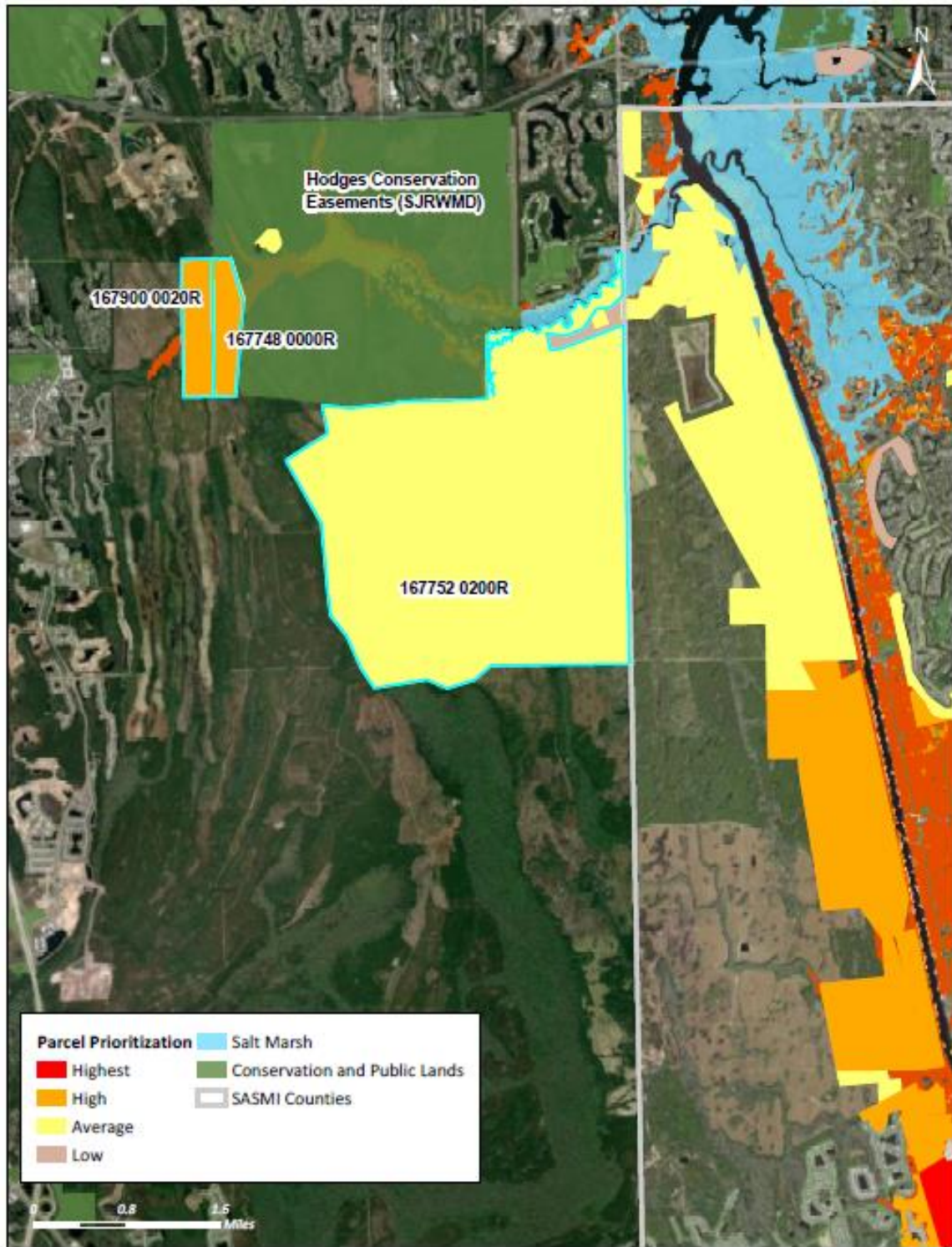
ATTACHMENT G – PARKS, RECREATION AND COMMUNITY SERVICES DEPARTMENT REVIEW (CONTINUED)

and ground water quality could have landscape-scale impacts on the Pablo Creek watershed; such impacts should be avoided.

- a. When evaluating mitigation requirements, reviewers should consider the high ecological value of the project area, including its exceptional location and landscape support, community structure, and water environment.
 - b. A comprehensive environmental assessment should be conducted to inventory listed and imperiled plant and animal species prior to development, and a habitat conservation plan should be developed to protect native plants and wildlife to the greatest extent practicable.
 - c. Water management structures (e.g., culverts and stormwater ponds) should be carefully planned to maintain natural flow patterns and connectivity between wetlands to protect communities against flooding and to protect the ecological value of natural resources.
- 4) Landowners and / or developers should maintain wide natural buffers along the creek and around wetlands throughout the project area. Natural buffers adjacent to surface waters and wetlands are needed to protect these natural resources, which are critical for the long-term resilience of the communities built in this area and for the protection of fish and wildlife. Water storage capacity, flood protection, and water quality could be adversely impacted if development is allowed proximate to wetlands. Buffers are needed to protect homes from future flooding risks. Buffers are also needed to protect natural resources now and into the future. Surface water levels are likely to increase over time, and areas on the northern side of the proposed development that are adjacent to Pablo Creek and Box Branch are expected to be impacted by sea-level rise. In fact, several parcels in the proposed development area have been identified by the [South Atlantic Salt Marsh Initiative](#) as important lands to conserve for future migration of salt marsh habitats.
- a. Areas adjacent to Pablo Creek and Box Branch should be conserved, including contiguous wetlands and adjacent forested upland areas.
 - b. Single-family homes are proposed to be built between linear wetlands and / or in areas largely surrounded by wetlands. Such areas are likely to experience flooding and should be set aside for conservation or used for recreation / open space instead of single-family homes.
- 5) Landowners and / or developers are encouraged to work with the City's Parks and Recreation staff as they develop plans for recreation, open space, and conservation areas. Park staff can help maximize the value of these areas and ensure that amenities best serve communities in the project area and communities in the [City](#) at-large. Park staff can also help evaluate how planned amenities might complement and/or connect to those at the Preserve.
- 6) Measures should be taken to maintain the natural aesthetic of areas immediately around the Preserve so that park visitors have a natural viewshed while in the Preserve. A buffer of natural vegetation at least 50' wide should be maintained along the development property's common boundary with the Preserve. Building heights should also be limited to avoid tall structures overlooking the Preserve to protect the experience of park visitors seeking a natural setting.
- 7) The Parks Department would also like to know more about proposed recreational facilities planned given the large number of new residences in an area that has few existing, active parks in the vicinity. The site plan currently does not identify any recreational space. In particular, there is a significant need for athletic fields in this area (i.e. both diamond fields and rectangular multi-use fields).

ATTACHMENT G – SASMI PRIORITIZATION MAP OF CRITICAL WETLAND AREAS

Provided by the Parks, Recreation and Community Services Department



ATTACHMENT G
CRITICAL WETLANDS TO CONSIDER FOR ACQUISITION IDENTIFIED
BY THE PARKS, RECREATION AND COMMUNITY SERVICES
DEPARTMENT AND THE RESILIENCY OFFICE

Critical Wetlands to Consider for Acquisition
South of Pablo Creek Preserve
August 2023

RE#	Acres	Landowner
167740 0050	439.45	Sawmill Timber LLC
167748 0000	123.18	Big Creek Timber LLC
167752 0200	3242.65	BJD Timberlands LLC
167755 0020	307.56	Estuary LLC
167762 0010	404.92	Big Creek Timber LLC
167763 0020	436.93	Estuary LLC
167764 1100	1020.56	Estuary LLC
167769 0015	46.06	Estuary LLC
167775 0010	393.04	Estuary LLC
167778 0320	544.61	Estuary LLC
167876 0020	465.15	Estuary LLC
167877 0000	294.65	Estuary LLC
167887 0000	538.38	Estuary LLC
167900 0020	147.43	Big Creek Timber LLC
167900 0030	483.19	Big Creek Timber LLC
167900 0040	100.58	Big Creek Timber LLC
167900 0050	107.37	Big Creek Timber LLC
167900 0060	559.88	Big Creek Timber LLC
167900 0070	603.47	Big Creek Timber LLC
167900 0080	370.22	Big Creek Timber LLC
167900 0090	552.93	Big Creek Timber LLC
167900 0200	1455.12	Big Creek Timber LLC
167900 0300	1226.63	EVRDEV LLC
168158 0000	500.67	Estuary LLC
168159 0000	485.9	Estuary LLC
168160 0000	481.25	Estuary LLC
168177 0120	2111.21	Estuary LLC

ATTACHMENT H – PROPOSED FLUE SITE SPECIFIC POLICY 4.3.23

FLUE Site Specific Policy with L-5861-23A/ Ordinance 2024-342

FUTURE LAND USE ELEMENT

Policy 4.3.23

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

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

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

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

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

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

ATTACHMENT I – PROPOSED DEVELOPMENT BOUNDARY EXTENSION

