

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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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
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-850/Application No. L-5677-22A

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-850 on January 5, 2023.

P&DD Recommendation

APPROVE

PC Issues:

One citizen expressed concerns about the increase in traffic in the area since there are limited transportation connections and trains often block the roadways.

PC Vote:

6-0 APPROVE

Alexander Moldovan, Chair

Aye

Ian Brown, Vice-Chair

Aye

Jason Porter, Secretary

Absent

Marshall Adkison

Aye

Daniel Blanchard

Aye

Jordan Elsbury

Absent

Joshua Garrison

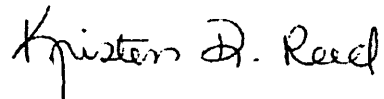
Aye

David Hacker

Aye

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive, slightly slanted style.

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – December 30, 2022

Ordinance/Application No.: 2022-850 / L-5677-22A

Property Location: 0 Acree Road between Acree Road and Plummer Road in the southwest quadrant of Acree Road and Old Kings Road

Real Estate Number(s): 002569 0010, a portion of

Property Acreage: 754.26 Acres

Planning District: District 6, North

City Council District: Districts 7

Applicant: Paul Harden, Esquire

Current Land Use: Light Industrial (LI) with Land Use Map Asterisk limiting the development to 4,775,000 square feet of LI uses

Development Area: Suburban Area

Proposed Land Use: Multi-Use (MU) with REVISED Site Specific Future Land Use Element (FLUE) Policy 4.3.11

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Addition of parcel back into the Northwood RAC with accompanying text amendment to FLUE Policy 4.3.11. The parcel was removed from the RAC pursuant to 2009-544, into the LI designation. The proposal is to re-designate the parcel in the Northwood RAC MU.

BACKGROUND

The 754.26 acre subject site is undeveloped land located in the North Planning District and within the boundaries of Council District 7. Acree Road runs along the northern boundary with Plummer Road to the south and a Norfolk Southern rail line along the

western boundary. Acree Road and Plummer Road are both classified as collector roadways.

In 2009, the land use designation of the 754 acre site was amended from the Northwood Town Center Regional Activity Center (RAC) Multi-Use (MU) land use category, pursuant to FLUE Policy 4.3.11, to Light Industrial (LI) with a Land Use Map Asterisk limiting the development to 4,775,000 square feet of LI uses (Ordinance 2009-543-E).

The Northwood Town Center Regional Activity Center (RAC) Multi-Use (MU) area was originally approved in 2005 with Ordinance 2005-1221-E. The RAC was originally over 1500 acres and was approved with a mix of uses pursuant to FLUE Policy 4.3.11 including uses allowed in the Community/General Commercial (CGC), Medium Density Residential (MDR), Low Density Residential (LDR), Light Industrial (LI), Public Buildings and Facilities (PBF), Conservation (CSV) and Recreation and Open Space (ROS) land use categories. Since the original approval, a number of amendments have added additional acreage to the RAC MU boundaries (Ordinances 2007-380-E, 2007-1066-E and 2009-541-E); as previously described, Ordinance 2009-543-E removed the subject land use amendment site acreage from the RAC MU. The current boundaries of the Northwood Town Center RAC MU include approximately 918 acres.

The subject land use amendment would add 754 acres back into the Northwood Town Center RAC MU that were part of the original boundaries of the RAC MU as approved with Ordinance 2005-1221-E.

The applicant seeks an amendment from LI with the Asterisk limiting light industrial development to MU pursuant to revised FLUE Policy 4.3.11. The proposed revised FLUE Policy 4.3.11 continues the same uses as originally approved but includes a revision of the density and intensity of entitlements based on the proposed new boundaries of the RAC MU with the addition of the 754 acres in the subject land use amendment. The revisions to FLUE Policy 4.3.11 include additional development entitlements and reduce industrial development entitlements associated with the subject property. Specifically, the entitlements of the proposed +1600 acre RAC MU would increase CGC by 50,000 square feet, increase LDR by 2,000 units, increase MDR by 300 units, decrease PBF by 5 acres, increase CSV and ROS by 450 acres and decrease LI by 6,734,500 square feet. The decrease in LI includes the amount of LI entitlements allowed with the asterisk of the LI land use of the subject land use amendment (4,775,000 square feet) and the amount of LI entitled within the current boundaries of the RAC MU (4,159,500 square feet) compared to the proposed amount of LI for the proposed RAC MU Boundaries (2,200,000 square feet).

The Adoption Round of this land use application includes a companion zoning application from PUD to PUD, Ordinance 2022-851. The PUD rezoning includes a slightly smaller area than the MU RAC boundaries as proposed with the subject application, Ordinance 2022-850.

The proposed changes to FLUE Policy 4.3.11 as described are shown below in strike-through/underline and are included as Exhibit 3 to the subject legislation.

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 up to 2,200,000 ~~4,159,500 enclosed~~ 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.

Currently the subject site is undeveloped. The area immediately surrounding the subject site includes mostly agriculturally designated land with the undeveloped Northwood Town Center RAC MU abutting the site to the east. Additionally, the area includes undeveloped land and large lot single-family residential uses in small areas located north, east and south of the site. The Kings Road Historic Preserve is located north of the site.

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

North: Land Use: Agriculture -3 (AGR-3), Agriculture-4 (AGR-4), Conservation (CSV)
Zoning: Agriculture (AGR), Conservation (CSV)
Property Use: Large lot single-family residential, Kings Road Historic Preserve

South: Land Use: MU (Northwood Town Center RAC), Agriculture-2 (AGR-2) AGR-3, AGR-4, Rural Residential (RR)
Zoning: Planned Unit Development (PUD), AGR, RR-Acre
Property Use: Undeveloped land in the Northwood Town Center RAC, large lot single family residential, agricultural and undeveloped land

East: Land Use: MU (Northwood Town Center RAC), AGR-3, AGR-4
Zoning: PUD, AGR, RR-Acre
Property Use: Undeveloped land in the Northwood Town Center RAC, large lot single family residential, agricultural and undeveloped land

West: Land Use: AGR-2, AGR-3

Zoning: AGR

Property Use: Undeveloped agricultural land owned by the Water Management District and JEA

The Field Map at the end of this report provides a detailed picture of the existing development pattern for the immediate area.

IMPACT ASSESSMENT

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

The current land use of the subject amendment is associated with a Future Land Use Map Asterisk limiting the development for up to 4,775,000 square feet of light industrial uses. The amendment adds the 754 acre site to the Northwood RAC MU area with a revision to FLUE Policy 4.3.11 that includes additional development entitlements and reduces industrial development entitlements associated with the proposed boundaries of the Northwood Town Center RAC MU. The impact assessment analysis incorporates the existing entitlements of the subject 754 acres of LI and the current RAC MU pursuant to FLUE Policy 4.3.11 and the proposed entitlements of the Northwood RAC MU with Revised FLUE Policy 4.3.11.

Impact Assessment Baseline Review

Development Analysis - L-5677-22A / 754.26 acres		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Acree Road –Collector Roadway; Plummer Road –Collector Roadway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Vacant / Undeveloped	Proposed: Multi-Use as part of the Northwood RAC
Land Use / Zoning	Current: LI / PUD	Proposed: MU pursuant to FLUE Revised SSP 4.3.11 / PUD
Development Standards for Impact Assessment – <i>Impact Assessment includes the entitlements for entire subject LI site and the Northwood RAC MU- both current and proposed</i>	Current: Northwood RAC MU SSP 4.3.11 and LI with asterisk	Proposed: Northwood RAC MU Revised SSP 4.3.11
Development Potential	Current: Northwood RAC MU SSP 4.3.11:	Proposed: Northwood RAC MU Revised SSP 4.3.11:

Development Analysis - L-5677-22A / 754.26 acres

	CGC – 350,000 sq. ft. CGC - 125 hotel rooms RPI – 50,000 sq. ft. LI – 4,159,500 sq.ft. LDR – 100 DUs MDR – 600 DUs PBF – 25 acres CSV – 150 acres	CGC – 400,000 sq. ft. CGC – 125 hotel rooms RPI – 50,000 sq. ft. LI – 2,200,000 sq. ft. LDR – 2,100 DUs MDR – 900 DUs PBF – 20 acres CSV – 600 acres
	LI- asterisk: 4,775,000 sq. ft.	
Net Increase or Decrease in Maximum Density	LDR: Increase of 2,000 DUs MDR: Increase of 300 DUs	
Net Increase or Decrease in Potential Floor Area	CGC: Increase of 50,000 sq. ft. LI: Decrease of 6,734,500 sq. ft. PBF: Decrease of 5 acres CSV: Increase of 450 acres	
Population Potential	Current: 1,675 people	Proposed: 7,701 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	500-foot Height Restriction Zone for JIA	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Mostly Low, some Medium and High Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	YES	
Groundwater Aquifer Recharge Area	NO-Discharge	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Evacuation Zone	YES – ZONE C	
Public Facilities		
Potential Roadway Impact	No net new daily trips	
Potential Public School Impact	Increase of 750 students	
Water Provider	JEA	
Potential Water Impact	Increase of 379,080 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 284,310 gallons per day	
Potential Solid Waste Impact	Decrease of 14,817 tons per year	
Drainage Basin/Sub-basin	Nassau River / Thomas Creek	
Recreation and Parks	Kings Road Historic Preserve	

Development Analysis - L-5677-22A / 754.26 acres	
Mass Transit Access	NO. Dinsmore Shuttle is closest route at Stop #3112 on Dinsmore Tower Road and Old Kings Road
Natural Features	
Elevations	12-18 feet
Land Cover	4410: Pine Plantation
Soils	Pelham fine sand, depressional (82); Surrency loamy fine sand, depressional (66); Yulee Clay, depressional (86); Yonges fine sandy loam (78)
Flood Zones	A, AE and 0.2 percent annual chance flood hazard
Wetlands	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)
Wildlife (applicable to sites greater than 50 acres)	See Listed Wildlife and Habitat Assessment in the Planning and Development Department file.

Utility Capacity

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

According to the applicant, the site will utilize JEA central water and sewer services. According to the City's GIS Infrastructure layer, there are currently no water or sewer mains identified in the nearby vicinity of the amendment site. A JEA Letter of Availability will be required to be submitted with the companion PUD rezoning at the adoption round of this land use amendment.

Future Land Use Element

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Transportation

The subject site is an additional 754.26 acres, equaling a total of 1,672 acres for the Northwood Regional Activity Center (RAC). The subject site is accessible from Plummer Road and Acree Road, both collector facilities. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from 918.24 acres of Mixed-Use (MU) and 754.26 acres of Light Industrial (LI) to 1,672 acres of Mixed-Use (MU) with a revised site-specific policy (Policy 4.3.11).

Comprehensive Plan Consistency:

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

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land uses would result in 67,511 daily trips. If the land use is amended to allow for this proposed MU development, this will result in 55,895 daily trips.

Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment will result in no net new daily trips when compared to the existing land use. However, the subject site is an existing green field, and it currently has zero traffic impacts. The Transportation Planning Division recommends ongoing coordinating efforts with the Traffic Engineer to determine if a traffic operational analysis is needed as a result of this land use amendment.

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
MU 918.24 acres	CGC-N	820	350,000 SF	T = 37.01 (X) / 1000	12,954	2,979	9,975
	CGC- R	310	125 Hotel Rooms	T = 7.99 (X)	999	0	999
	RPI	710	50,000 SF	T = 10.84 (X) / 1000	542	0	542
	LI	110	4,159,500 SF	T = 4.87 (X) / 1000	20,257	0	20,257
	LDR	210	100 SF DUs	T = 9.43 (X)	943	0	943
	MDR	220	600 MF DUs	T = 6.74 (X)	4,044	0	4,044
	PBF	730	326,700 SF	T = 22.59 (X) / 1000	7,380	0	7,380
	CSV/ROS	411	150 Acres	T = 0.78 (X)	117	0	117
754.26 acres	LI	110	4,775,000 SF	T = 4.87 (X) / 1000	23,254	0	23,254
					Existing Total		67,511
	Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MU 1,672 acres	CGC-N	820	400,000 SF	T = 37.01 (X) / 1000	14,804	3,405	11,399
	CGC- R	310	125 Hotel Rooms	T = 7.99 (X)	999	0	999
	RPI	710	50,000 SF	T = 10.84 (X) / 1000	542	0	542
	LI	110	2,200,000 SF	T = 4.87 (X) / 1000	10,714	0	10,714
	LDR	210	2,100 SF DUs	T = 9.43 (X)	19,803	0	19,803
	MDR	220	900 MF DUs	T = 6.74 (X)	6,066	0	6,066
	PBF	730	261,360 SF	T = 22.59 (X) / 1000	5,904	0	5,904
	CSV/ROS	411	600 Acres	T = 0.78 (X)	468	0	468
					Proposed Total		55,895
					Proposed Net New Daily Total		0

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 4.3.11. Given this, the proposed amendment could result in the development of 2,100 single family dwelling units and 900 multi-family dwelling units for a total of 3,000 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:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5677-22A Northwood RAC Acree Road - REVISED + UPDATED Requested By: Helena Parola Originally Proposed: 3,432 Reviewed By: Shalene B. Estes Resulted in: 857 Due: 11/29/2022							
Analysis based on maximum dwelling units: <u>3,000</u>							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2&7
Elementary	1	11,216	56%	375	57%	7,001	3,129
Middle	1	6,876	80%	153	86%	1,564	356
High	1	7,054	72%	222	62%	1,294	1,526
Total New Students:				750			
NOTES: ¹ Proposed Development's Concurrency Service Area (CSA) ² Available CSA seats include current reservations ³ Student Distribution Rate ES-.125 MS-.051 HS-.074 <hr/> 0.250 The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.							

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis does not reveal a deficiency in school capacity.

Public School Facilities Element

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

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

Supplemental School Information:

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

Application Review Request: COJ PDD: Baseline Checklist Review
Proposed Name: L-5677-22A Northwood RAC Acree Road - REVISED + UPDATED
Requested By: Helena Parola **Originally Proposed:** 3,432
Reviewed By: Shalene B. Estes **Resulted in:** 857
Due: 11/29/2022
Analysis based on maximum dwelling units: 3,000

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Dinsmore ES #45	1	375	683	590	86%	93%
Highlands MS #244	1	153	1071	685	64%	62%
Jean Ribault HS #96	1	222	1683	1365	81%	77%
		750				

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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of less than 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 2.5 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.

Parks

The subject site abuts the Kings Road Historic Preserve on portions of the northern boundary. As such, the land use application was routed to the City's Parks, Recreation and Community Services Department for review and comment. The land use application could accommodate a maximum of 3,432 residential dwelling units. Site design techniques are further addressed in the companion rezoning. 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.

Archaeological Sensitivity

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

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Evacuation Zone

The subject site is within Evacuation Zones C. 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 3,000 dwelling units.

EPD Review:

The proposed property in land use amendment L-5677-22A will be in close proximity to New Kings Road indicating sufficient access to I-95 (12.2 road miles) and I-295 (4.79 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A, Zone B, Zone D, and Zone E), nearest evacuation routes, and the decrease in 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-5677-22A would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts on 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 345 acres of the subject site are located within the A, AE 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 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.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
A. Land acquisition or conservation easement acquisition;
B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
C. Incentives, including tax benefits and transfer of development rights.

Adaptation Action Area (AAA)

The City of Jacksonville implemented the 2015 Peril of Flood Act (Chapter 2015-69, Laws of Florida) by establishing an Adaptation Action Area (AAA). The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. Ordinance 2021-732-E expands

the AAA boundaries to those areas within the projected limits of the Category 3 storm surge zone and those contiguous areas of the 100-year and 500-year Flood Zones.

The property is located within the AAA boundary (Ordinance 2021-732-E). The applicant has been made aware of the AAA boundaries and encouraged to address the new policies through site design, clustering of development and other resiliency efforts.

Conservation/Coastal Management Element

Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Future Land Use Element

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

Wetlands

Review of the applicant's Wildlife and Habitat Assessment Report (March 10, 2022) and the City's GIS data indicates the existence of wetlands on the 754.62 acre subject site and as such, 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: 432.88 Acres

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

Quality/Functional 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 stormwater 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.

Associated Impacts: The A, AE 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 – see below

Conservation/Coastal Management Element

Policy 4.1.3

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

- (a) **Encroachment**
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) **No net loss**
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
 - i the habitat of fish, wildlife and threatened or endangered species,
 - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii the food sources of fish and wildlife including those which are threatened or endangered,
 - iv the water quality of the wetland, and
 - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) **Floodplain protection**
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management

Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

- (d) **Stormwater quality**
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
 - i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
 - ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) **Septic tanks**
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) **Hydrology**
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.6

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 (on file with the Planning and Development Department). According to the assessment, no state or federally listed wildlife species were documented during the onsite assessment. The review also indicated that no Bald Eagle nests were found on the property. State and federally listed wildlife species that potentially could occur on site but were not observed and the habitat is not considered suitable to support the species include: Gopher Tortoise, the Eastern Indigo Snake, Red-Cockaded Woodpecker, Eastern Black Rail, and Frosted Flatwoods Salamander. Additionally, Wood Storks were not observed on the subject site; however, the area includes suitable foraging habitat for the Wood Stork and may require further coordination with state and federal agencies. The wildlife surveys conducted within the subject property boundaries do not preclude the potential for all listed species currently or in the future.

Conservation Coastal Management Element

Policy 3.5.5 The City shall maintain a land development review process for the assessment and protection of listed species and their habitat, which shall apply to issuance of development permits and land clearing, excluding bona fide silvicultural and agricultural activities. Projects which contain areas identified for protection shall be required to incorporate creative project designs through utilization of such measures as clustering, mixed land use designations and transfer of development rights programs. For purposes of Policy 3.5.5, the term listed species shall be limited to listed animal species as defined in the Definitions Section of this Element.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 8, 2022, the required notices of public hearing signs were posted. Twenty-three (23) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on April 27, 2022. No members of the public attended the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Areas

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:

- A. Fosters vibrant, viable communities and economic development opportunities;
- B. Addresses outdated development patterns;
- C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the

standards of this element and all applicable local, regional, State and federal regulations.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

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

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land

use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Conservation /Coastal Management Element

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), LI in the Suburban Area is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. The current land use of the subject land use

amendment was approved with Ordinance 2009-543-E for LI with Future Land Use Map Asterisk limiting development to 4,775,000 square feet of light industrial uses.

The Northwood Town Center RAC MU area is subject to the FLUE MU land use category description as predating Ordinance 2010-400-E. 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. Areas which are appropriate for the Multi-Use designation include development that meets or exceeds the thresholds for a Development of Regional Impact (DRI), Florida Quality Development (FQD) or Regional Activity Centers (RAC) under Chapter 380, Florida Statutes. For an area to qualify for the Multi-Use land use category the following criteria must be met: The land use designation should not be approved where other land use designations provide sufficient flexibility; the area should include at least two different land uses and no one land use can exceed 70% of the land area; and the MU land use should be of regional significance and either a DRI, RAC or FQD.

The 752 acre land use amendment site would be incorporated into the boundaries of the Northwood Town Center RAC MU area pursuant to revised FLUE Policy 4.3.11. As previously described, 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 addition of the amendment site to the RAC MU area with revisions to FLUE Policy 4.3.11 continues to provide consistency with the MU category description.

The subject site is located south of Acree Road, east of the Norfolk Southern rail line, north of Plummer Road and west of and abutting the existing boundaries of the Northwood Town Center RAC MU area. Three other mostly undeveloped Multi-Use Areas are located east of the subject site and east of New Kings Road: the Villages of Westport Multi-Use Area (Ordinance 2001-255-E) is over 1,700 acres and entitled for a mix of uses including light industrial, office, commercial, residential, and recreation and open space uses; the Thomas Creek Multi-Use Area (Pending Adoption Land Use Amendment Ordinance 2022-50) is over 1,000 acres in size with proposed entitlements for commercial and residential development with conservation areas; the Braddock Family Parcel Multi-Use Area (Ordinance 2010-390-E) is 2,210 acres in size and is entitled for a mix of uses including commercial, residential, agriculture, recreation and open space and conservation. Additionally, the Jacksonville International Airport (JIA) property is further east in this area. The JIA and proposed industrial and commercial uses on site and the surrounding area are economic drivers providing employment opportunities. Development under the proposed land use amendment provides additional residential uses for employment providing consistency with Goal 1 and Policy 1.1.5.

Given the mix of uses entitled for property within the current boundaries of the Northwood Town Center RAC MU and the nearby MU areas to the east of the amendment site, development of the subject site would be compatible with the surrounding entitled

development providing a balanced mix of uses for the area, consistent with FLUE Goal 1. The amendment to MU and the revisions to FLUE Policy 4.3.11 are consistent with the development trends in the area, the MU land use category description and the intent of the Suburban Development Area as called for in FLUE Objectives 1.1 and 3.1.

The proposed Multi-Use Area is consistent with the future development trends and land use patterns in the area while continuing to provide the available acreage for commercial, industrial and residential development to accommodate anticipated growth. The proposed amendment increases housing opportunities to support growth and fosters a well-balanced and organized combination of residential and non-residential uses in the North Planning District called for in FLUE Goal 3, Objective 3.2 and Policies 1.1.5, 1.1.21, 1.1.24 and 3.1.6.

Consistent with FLUE Policies 1.1.10 and 1.1.12, the companion PUD provides for buffers and site design techniques to promote compatibility with the surrounding areas of the amendment site and a gradation of uses and scale transition. The companion PUD must also address design elements, location of uses, internal roads and access points and protection of the wetland basins on the site..

The land use amendment site includes approximately 432 acres of Category III wetlands. The revision of FLUE Policy 4.3.11 includes an increase in the amount of conservation and recreation land from 150 acres to 600 acres for an additional 450 acres of conservation/recreation land within the proposed boundaries of the RAC MU providing consistency 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 site is within North Jacksonville Vision and Master Plan. The area is in a Master Planned Community (MPC) area of the Vision Plan. The proposed uses are consistent with the Vision Plan's goal of encouraging large-scale master planned communities. The MPC areas should form a sustainable development pattern allowing for people to live and work. The subject site promotes the combination of uses and the mixed use Master Planned Communities within the North Jacksonville Vision Plan.

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

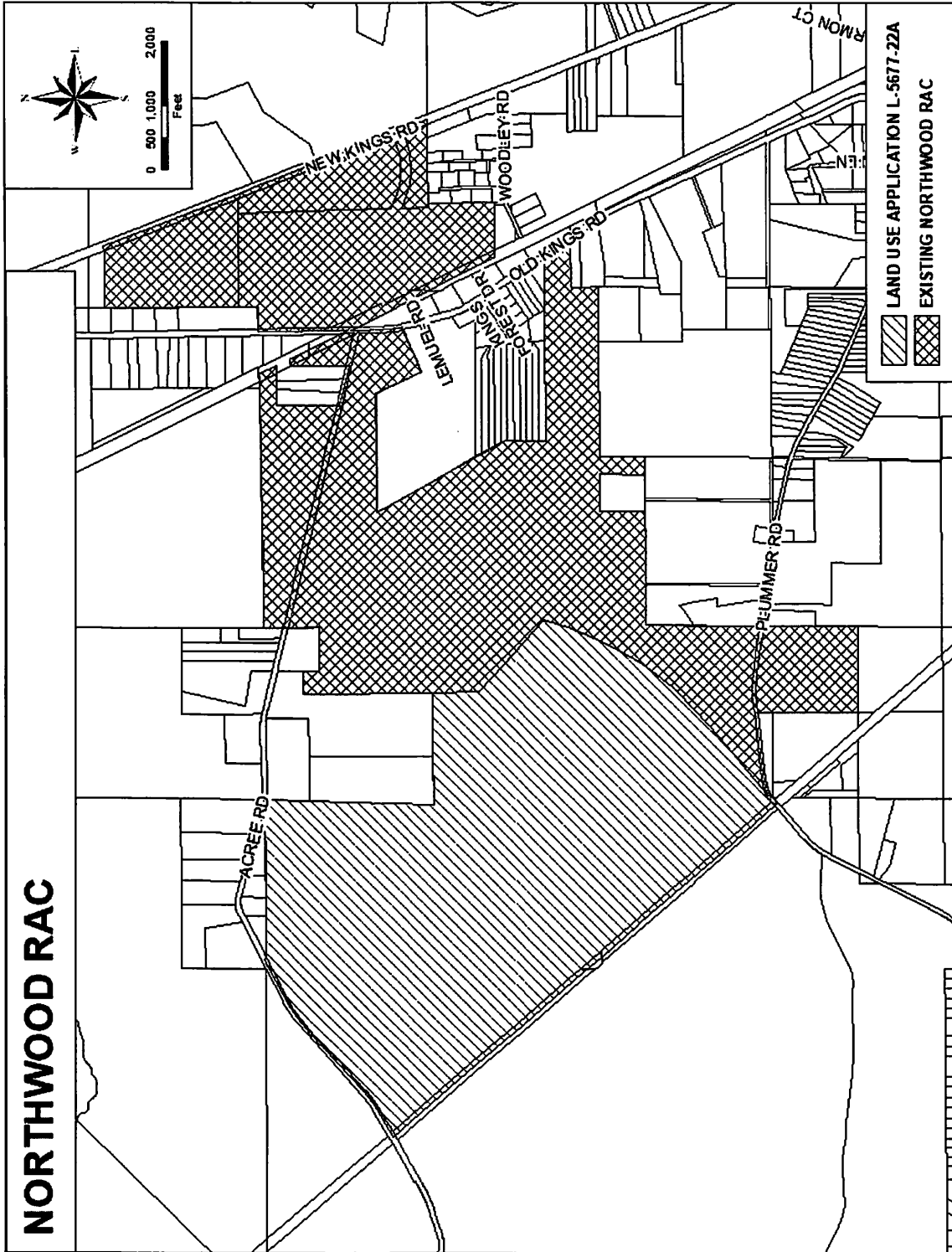


ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

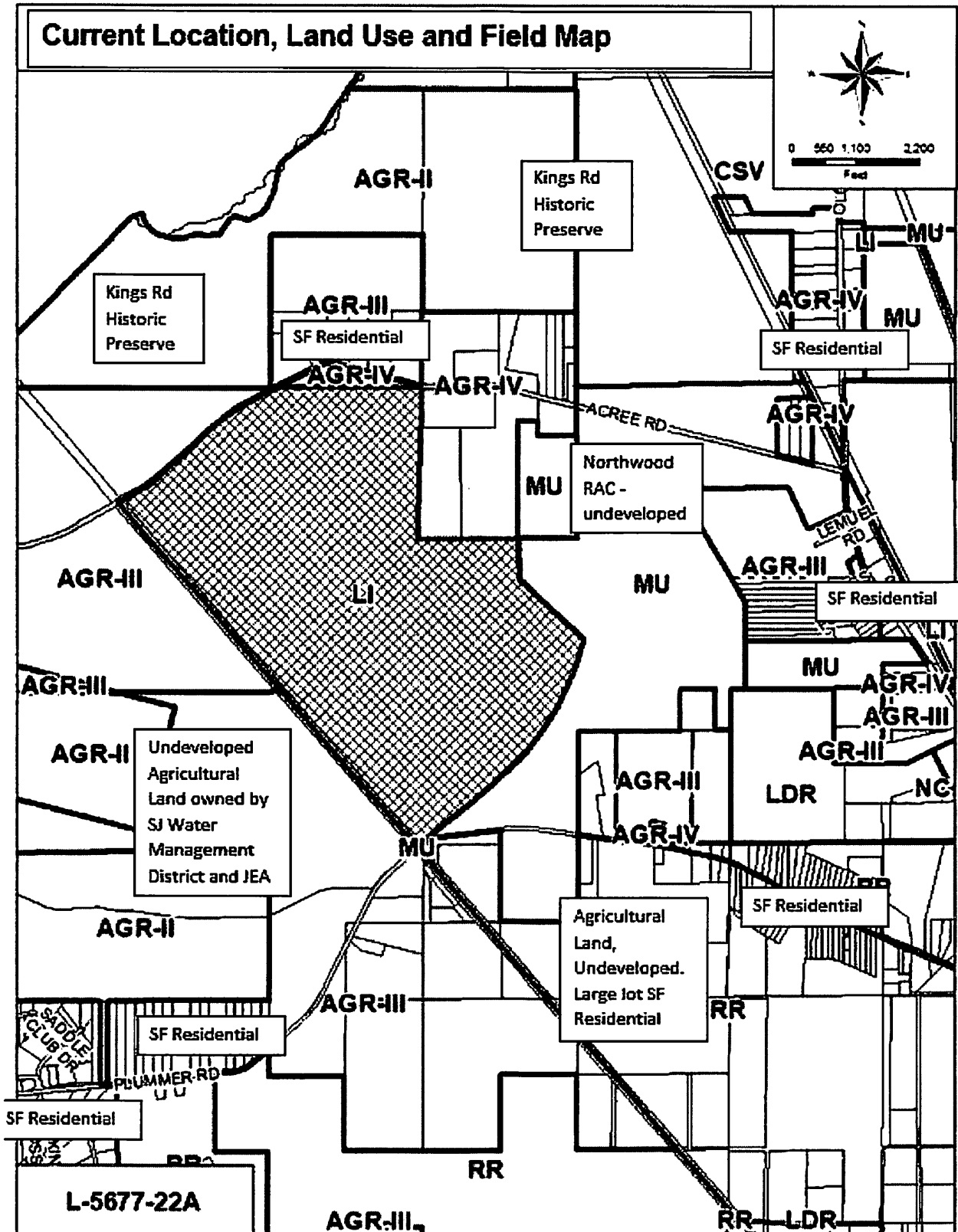
The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing to provide lifestyle choice and options to meet the needs in northeast Florida and creating additional space for the development of housing in the area. Therefore, the proposed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

LOCATION MAP

SHOWING THE CURRENT NORTHWOOD TOWN CENTER RAC BOUNDARIES AND THE PROPOSED LAND USE AMENDMENT



CURRENT LOCATION, LAND USE AND FIELD MAP



WETLANDS MAPS

SUBMITTED BY THE APPLICANT

