



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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January 23, 2025

The Honorable Randy White  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, FL 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2024-0970/Application No. L-5886-23A**

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2024-0970 on January 23, 2025.

P&DD Recommendation                      APPROVE

PC Issues:    On speaker spoke with concerns regarding the wetlands, drainage and run-off that the development could impact. Information on the requirements to avoid these types of issues was explained.

**PC Vote:    8-0 APPROVE**

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

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

Sincerely,



**Helena A. Parola, MAURP**  
***Chief of Community Planning***  
City of Jacksonville - Planning and Development Department  
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**Report of the Jacksonville Planning and Development Department**

**Large-Scale Future Land Use Map Amendment – January 17, 2025**

**Ordinance/Application No.:** 2024-970 / L-5886-23A

**Property Location:** 0 Pecan Park Road North, 0 Main Street North, on the north side of Pecan Park Road between Interstate 95 and Main Street North.

**Real Estate Number(s):** 108113-0005, 108113-0300, 108117-0005, and 108125-0000

**Property Acreage:** 1003.9 acres

**Planning District:** District 6, North

**City Council District:** District 8

**Applicant:** Blair Knighting

**Current Land Use:** Multi Use (MU) pursuant to FLUE SSP 4.3.15 and Light Industrial (LI)

**Development Area:** Suburban and Rural Development Areas

**Proposed Land Use:** Conservation (CSV) 28.74 acres, Light Industrial (LI) 289.79 acres, Community General Commercial (CGC) 22.52 acres, Medium Density Residential (MDR) 256.04 acres, and Low Density Residential (LDR) 413.82 acres

**Proposed Development Area:** Suburban Development Area

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

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

***RECOMMENDATION:*** ***APPROVE***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

See Attachment F for written justification.

## **BACKGROUND**

The approximately 1,003.9-acre subject site is undeveloped land located in the North Planning District and within the boundaries of Council District 8. The site is located at 0 Pecan Park Road, a collector road, and 0 Main Street North (US 17), an FDOT Principal Arterial. The site is between Interstate 95 and Main Street North. The subject property is located within the Suburban and Rural Development Areas.

A portion of the subject site at approximately 847 acres was previously amended from AGR II, AGR III, AGR IV, LI, LDR and CGC to Multi Use pursuant to Site Specific Policy 4.3.15 under Ordinance 2008-0246-E.

### **Future Land Use Element**

Policy 4.3.15 The Pecan Park Regional Activity Center, which is a 847.6-acre Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: 120.7 acres of Community/General Commercial (CGC) for 115 hotel rooms and 799,000 square feet of commercial uses, 289.9 acres of Light Industrial (LI) for 6,000,000 square feet of light industrial uses, 30.0 acres of Heavy Industrial (HI) for 400,000 square feet of heavy industrial uses, 142.0 acres of Business Park (BP) and Residential-Professional-Institutional (RPI) for 325 multi-family dwelling units and 499,000 square feet of office uses, and 265.0 acres of Conservation (CSV) consistent with the Multi-Use (MU) Land Use Category consistent with the Multi-Use Land Use Category.

The amendment request is to change the land use of the site from Light Industrial (LI) and Multi Use (MU) subject to site specific FLUE Policy 4.3.15 in the Suburban and Rural Area to Low Density Residential (LDR), Medium Density Residential (MDR), Community General Commercial (CGC), Light Industrial (LI), and Conservation (CSV) in the Suburban Area. The applicant is requesting an extension of the Suburban Development Area to cover the entirety of the subject site, a map of which is shown in Attachment D. A companion PUD application has been filed and is moving concurrently with this amendment.

The land use amendment site is currently undeveloped and extends 2.2 miles from north to south. The property is bordered on the west side by Interstate 95 and CSX S-Line and Main Street North to the east. Beyond the railroad tracks to the east are single family homes in the LDR and RR land use categories. To the northeast corner of the amendment site are more single family homes in the AGR land use category. To the west beyond Interstate 95 are single family homes in LDR. To the north of the site are undeveloped wetlands. To the south there is open storage and a truck stop both in the LI land use category.

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

North: Land Use: Agriculture (AGR)  
 Zoning: AGR  
 Property Use: Undeveloped, single family residential

South: Land Use: Light Industrial (LI), Community/General Commercial (CGC)  
 Zoning: Commercial Community/General-1 (CCG-1), Commercial Community/General-2 (CCG-2), Industrial Light (IL), Planned Unit Development (PUD)  
 Property Use: Open storage, truck stop, gas station, undeveloped

East: Land Use: Low Density Residential (LDR), AGR, Rural Residential (RR), Neighborhood Commercial (NC), CGC  
 Zoning: PUD, Rural Residential-Acre (RR-Acre), CCG-1, CCG-2, Residential Low Density-100A (RLD-100A), Residential Low Density-60 (RLD-60)  
 Property Use: Single family residential, office, commercial, undeveloped

West: Land Use: LDR, AGR, CGC, LI  
 Zoning: PUD, CCG-1, Industrial Business Park (IBP), AGR  
 Property Use: Single family residential, retention pond, undeveloped

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.

<b>Development Analysis</b>		<b>1,003.9 acres</b>
Development Boundary	Suburban/Rural	
Roadway Frontage Classification / State Road	Pecan Park Road - collector	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: multi use development
Land Use / Zoning	Current: MU (845.01 acres), LI (158.09 acres)  PUD (1,003.9 acres)	Proposed: LI (282.79 acres) CGC (22.52 acres) MDR (256.04 acres)

<b>Development Analysis</b>		<b>1,003.9 acres</b>
		LDR (413.82 acres) CSV (28.74 acres)  PUD
Development Standards for Impact Assessment	Current: Pursuant to MU FLUE SSP 4.3.15: LI: 0.4 FAR	Proposed: LI: 0.4 FAR  CGC Scenario 1: 0.35 FAR Scenario 2: 15 DU/Acre  MDR: 15 DU/Acre LDR: 5 DU/Acre
Development Potential	Current: CGC: 115 hotel rooms, 799,000 sqft LI: 6,000,000 sqft HI: 400,000 sqft BP and RPI: 325 multi family dwelling units, 499,000 sqft of office uses  LI: 2,773,900.8 sqft	Proposed: LI: 4,927,332.96 sqft  CGC: Scenario 1: 343,339.92 sqft Scenario 2: 337 DUs  MDR: 3,840 DUs LDR: 2,069 DUs
Net Increase or Decrease in Maximum Density	Scenario 1: increase of 5,584 units Scenario 2: increase of 5,921 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: decrease of 2,427,372.12 sqft Scenario 2: decrease of 2,770,667.04 sqft	
Population Potential	Current: 763 people	Proposed: Scenario 1: 14,527 people Scenario 2: 15,318 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Evacuation Zone	Zone E	
Airport Environment Zone	150 ft and 300 ft – JIA / 60db noise contour / civilian notice zone	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Mostly low, some high	
Historic District	No	
Coastal High Hazard	Some sprinkled in the northern portion	

<b>Development Analysis</b>		<b>1,003.9 acres</b>
Adaptation Action Area	Some in the northern portion	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1 Difference in Daily Trips +12,696 Scenario 2 Difference in Daily Trips +8,741	
Potential Public School Impact	1,476 new students generated	
Water Provider	JEA	
Potential Water Impact	Scenario 1: + 1,226,179.54 gallons per day Scenario 2: + 1,280,850.26 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: + 919,634.65 gallons per day Scenario 2: + 960,637.69 gallons per day	
Potential Solid Waste Impact	Scenario 1: +57.14 tons per year Scenario 2: +148.56 tons per year	
Drainage Basin/Sub-basin	Nassau River/ Nassau River and Seaton Creek	
Recreation and Parks	No	
Mass Transit Access	No	
<b>Natural Features</b>		
Elevations	33 feet – 3 feet	
Land Cover	4110 Pine Flatwoods, 3200 Shrub and brushland, 3300 Mixed upland nonforested, 4110 Pine flatwoods, 4340 Upland mixed coniferous/hardwood, 5300 Reservoirs, 6170 Mixed hardwood wetlands, 6210 Cypress, 6250 Hydric Pine flatwoods, 6300 Wetland forested mixed, 6410 Freshwater marshes, 8370 Surface water collection basins	
Soils	22 Evergreen Wesconnett, 61 Rutledge mucky fine sand, 66 Surrency loamy fine sand, 81 Stockade fine sandy loam, 82 Pelham fine sand	
Flood Zones	AE and 0.2 percent annual hazard northern portion near AAA and CHHA	
Wetlands	See wetland survey on file with PDD	
Wildlife (applicable to sites greater than 50 acres)	See wildlife survey on file with PDD	

## **Utility Capacity**

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

The application was routed to JEA for evaluation in accordance with the land use amendment impact assessment guidelines. JEA recommended the applicant contact them before starting construction, as significant off-site improvements are necessary to provide the proposed development with water and sewer. According to the application, it is the intent of the applicant to serve the development with JEA central water and sewer.

The applicant will be required to provide a JEA letter with the companion rezoning application during the adoption round of this large-scale amendment.

## **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 1003.9 acres and is accessible from Pecan Park Road, a collector facility, which is located between I95 North, an FDOT Interstate, and Main Street (US 17), an FDOT Principal Arterial. The proposed land use amendment is located within the Suburban and Rural Development Areas and Mobility Zone 4. The applicant proposes to change the existing land use from Multi Use (MU) and Light Industrial (LI) to Low Density Residential (LDR), Medium Density Residential (MDR), Community/General Commercial (CGC), Light Industrial (LI), and Conservation (CSV).

### Comprehensive Plan Consistency:

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

### Transportation Element

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

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

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

### Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land uses would result in 54,471 daily trips. If the land use is amended to allow for this proposed CGC/LI/LDR/MDR development, this will result in 67,167 or 63,212 daily trips depending on the scenario.

### Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment has 12,696 or 8,741 net new daily trips when compared to the existing land use. The proposed developments will have significant impacts on the roadway network and the Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

Table A  
Trip Generation Estimation Scenarios

Current Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
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CGC	820	799,000 SF	T = 37.01 (X) /1000	29571	15081	14490
CGC (Hotel)	312	115 Rooms	T = 4.02 (X)	462	0	462
LI	110	6,000,000 SF	T = 4.87 (X) /1000	29220	0	29220
HI	140	400,000 SF	T = 4.75 (X) /1000	1900	0	1900
BP	770	499,000 SF	T = 12.44 (X) /1000	6208	0	6208
RPI	220	325 MFDU	T = 6.74 (X)	2191	0	2191
				<b>Total Trips for Existing Land Use- Scenario 1</b>		<b>54,471</b>
<b>Proposed Land Use-Scenario 1</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Pass-By Trips</b>	<b>Daily Trips</b>
CGC	820	343,339.92 SF	T = 37.01 (X) /1000	12707	6481	6226
LI	110	4,927,332.96 SF	T = 4.87 (X) /1000	23996	0	23996
LDR	210	2069 DU	T = 9.43 (X)	19511	0	19511
MDR	221	3840 DU	T = 4.54 (X)	17434	0	17434
				<b>Total Trips for Existing Land Use- Scenario 2</b>		<b>67,167</b>
<b>Proposed Land Use-Scenario 2</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Pass-By Trips</b>	<b>Daily Trips</b>
CGC	220	337 MFDUs	T = 6.75 (X)	2271	0	2271
LI	110	4,927,332.96 SF	T = 4.87 (X) /1000	23996	0	23996
LDR	210	2069 DUs	T = 9.43 (X)	19511	0	19511
MDR	221	3840 DUs	T = 4.54 (X)	17434	0	17434
				<b>Total Trips for Proposed Land Use- Scenario</b>		<b>63,212</b>
				<b>Scenario 1 Difference in Daily Trips</b>		<b>12,696</b>
				<b>Scenario 2 Difference in Daily Trips</b>		<b>8,741</b>

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

### School Capacity

The proposed amendment could result in the development of 2,069 single-family units and 3,840 multi-family units for a total of 5,909 dwelling units and 1,476 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:

<p>Application Review Request: <b>COJ PDD: School Impact Analysis</b>  Proposed Name: <b>L-5886-23A</b>  Requested By: <b>Sam Roberts</b>  Reviewed By: <b>Levonne Griggs</b>  Due: <b>6/7/2024</b></p>							
<p>Analysis based on maximum dwelling units: <b>5,010</b></p>							
School Type	CSA <sup>1</sup>	2023-24 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>2</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 1 & 3
Elementary	7	3,585	87%	788	70%	881	4,037
Middle	1	6,876	80%	301	86%	616	918
High	7	2,095	95%	437	73%	205	1,046
Total New Students				1,476			

**NOTES:**

<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

ES-425

MS-651

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 (410,700) for the same year, generating a yield of 0.250.

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

Public School Facilities Element

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

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

Supplemental School Information:

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

<b>Application Review Request: COJ PDU: Baseline Checklist Review</b> <b>Proposed Name: I-5886-23A</b> <b>Requested By: Sam Roberts</b> <b>Reviewed By: Leanne Griggs</b> <b>Due: 6/7/2024</b> <b>Analysis based on maximum dwelling units: 5,209</b>						
SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>2</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2023/24)	% OCCUPIED	4 YEAR PROJECTION
Louis S. Sheffield ES #242	7	738	942	727	77%	78%
Oceanway MS #62	1	304	1009	930	92%	90%
First Coast HS #255	7	437	2212	2095	95%	90%
		<b>1476</b>				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)  
<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate  
 FS-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.

## **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 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 Zones**

### **Height Restriction:**

The site is located within the 300-foot and 150-foot Height and Hazard Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of 300 or 150 feet, respectively, 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.

### **Airport Notice Zone**

The site is also located in a Civilian Influence Zone for Jacksonville International Airport. These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.

### Future Land Use Element

Policy 2.6.14 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on the Military and Civilian Influence Zones Map.

### **Airport Noise Zone**

A portion of the amendment site is located within the 60 decibel Day-Night Sound Level (DNL) zone for Jacksonville International Airport. Future Land Use Element Policy 2.6.9 and 2.6.13 includes requirements related to density, use, and noise level reduction in construction for sites within this noise zone.

### Future Land Use Element

Policy 2.6.9 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, entertainment assembly uses may be allowed when scheduled with the U.S. Navy. As listed in the Instruction Manual, all other uses are allowed subject to disclosure requirements.

Policy 2.6.13 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses



definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

### **Evacuation Zone**

The subject site is within Evacuation Zone D and E. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change.

### **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 26.1 acres of the subject site is within the AE Flood Zone and 33.4 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 Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory.

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.

#### **Coastal High Hazard Area (CHHA)**

Approximately 28.7 acres of the subject site is located within the 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) and Hurricane Evacuation Zones Map. The CHHA area is located along the

northern boundary area of the application site and is to be placed in the Conservation (CSV) land use category.

#### 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.

**Adaptation Action Area (AAA)**

Approximately 114.7 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.

**Wetlands**

Review of City's GIS data and the Florida Land Classification System (FLCCS) map provided by the applicant's Wildlife Assessment Reports (April 2020 and March 2022) 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.

Wetlands Characteristics:

Approximate Size: 475.07 acres of wetlands and in addition there are 24.82 acres of open water (lake) and streams (ditches).

General Location(s): The wetlands are scattered throughout the proposed land use amendment site.

Quality/Functional Value: The 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 associated in the AE and 0.2 Percent Flood Hazard Area located at the northern section of the property but do not have a direct impact to the City's waterways. The soils of these wetlands are depressional and if flooded in some areas the floodwaters do not drain back into the creek but dissipate by percolation into the soil and high water table.

Some of the wetlands are Cypress Swamps (26.61 acres) located throughout the property. 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: (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.

(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.

(66) Surrency loamy fine sand, depressional – The Surrency series consists of nearly level, very poorly drained soils that occur in depressions. These soils formed in thick sandy and loamy marine sediments. The soils are moderately permeable moderately slowly permeable. Generally, the high water table is at or above 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.

(82) Pelham fine sand, depressional – The Pelham series consists of nearly level, poorly drained soils. These soils are formed in marine deposits of sandy and loamy sediments. The soil is moderately permeable and moderately slowly permeable. They are located in broad flatwood areas and the high water table is at a depth of 10 inches for 2 to 4 months of the year and 10 to 20 inches for 4 months or longer periods.

Wetland Category: Category III

Consistency of Permitted Uses: Uses permitted subject to the limitations of CCME Policies 4.1.3 and 4.1.6 shown below.

Environmental Resource Permit (ERP): Permit #114401-7 was issued by the St. Johns River Water Management District as a formal determination of these wetland boundaries.

Wetlands Impact: None anticipated at this time. However, impacts for road access and site development are expected.

Associated Impacts: Some wetland areas coincide with the AE Food Zone, the 0.2 Percent Chance Hazard Area, Coastal High Hazard Area and the Adaptation Action Area (AAA) while others do not.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

### **CCME Policy 4.1.3**

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

(a) Encroachment

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

(b) No net loss

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

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

(c) Floodplain protection

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

(d) Stormwater quality

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

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance

with the permit; and

- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks  
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology  
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

**CCME Policy 4.1.6**

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

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

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

- (b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

- (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.



## **Wildlife**

The applicant submitted a listed wildlife species survey for the Industrial Warehouse Project, April 2020 and the Bacardi Mixed-Use Project, March 2022 (on file with the Planning and Development Department). According to the reports, evaluation of wildlife habitat was based on the USDA Soils Survey of Duval County, the City's GIS database, the Florida Land Use Code Classification System (FLUCCS), the Federal and State Wildlife Database and traversing habitat types of the application site. Wildlife habitat analysis was geared toward species such as the Gopher Tortoise, Eastern Indigo Snake, Bald Eagle, Wood Stork, Wading Birds, Red-Cockaded Woodpecker and Listed Shorebirds. If a USACE, SJRWMD, FDEP and/or local government permits are required for the project, USFWS and/or FWC may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are most likely to trigger a request for additional information will depend on the nature of the work being proposed.

The listed various upland and wetland habitat communities found on-site and the potential wildlife species that may utilize those habitats. Development of portions of the site for industrial, 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.

## **PROCEDURAL COMPLIANCE**

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on January 8, 2025. One hundred nineteen (119) 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 June 17, 2024. Two members of the public attended to express support for the proposed amendment and to hear information from the developer.

## **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

Policy 1.1.10 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 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.

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 in the FLUE, the Multi Use 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.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.



Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided. The maximum density for LDR in the Suburban Development Area is 7 dwelling units per acre.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Development within the category should be compact and connected and should support multi-modal transportation. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept and Transit Oriented Development (TOD) are permitted. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. The maximum density for MDR in the Suburban Development Area is 15 dwelling units per acre.

Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA premium transit station. The maximum density of dwelling units in CGC in the Suburban Development Area is 20 units per acre.

Conservation (CSV) lands are areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks and unique coastal areas. Some resource systems are highly sensitive and easily destroyed by indiscriminate human activity. These will be protected through public or private nonprofit ownership and management over time.

The amendment site is located within the Suburban and Rural Development Areas with a request to extend the Suburban Development Area boundary to include the entire subject site. The Suburban Development Area description states that development should occur at low and medium densities promoting a compact and interconnected land development form. The non-binding preliminary development map illustrates the proposed interconnected mix of uses of the overall site. Extension of the suburban boundary would be congruent with the development typology of the surrounding area and would allow development to support the growth of jobs and housing in the surrounding area. Due to the proposed amendment extending LDR beyond the confines of the existing Suburban Development Area boundaries, the request to extend the Suburban Development Area to include the entire site is appropriate and therefore consistent with FLUE Policies 1.1.3, 1.1.18 and 1.1.19.

The proposed LDR and MDR land use amendments will provide a diverse stock of housing on undeveloped land. The site has both collector and arterial roadway access, via Pecan Park Road and the nearby Interstate 95. Additionally, the more intense uses, LI and CGC, will be located along the west side of the property adjacent to Interstate 95 and along Pecan Park Road frontage, respectively. Just north of the CGC along Pecan Park Road, the site plan indicates an area of MDR, providing a scale transition to the LDR residential uses in the northern portion of the site. The LDR at the northern end of the site provides a buffer to the lower density AGR single family homes northeast of the amendment site and protects the single-family character of the area. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objectives 1.1 and 3.1, and Policies 1.1.7.

JEA has reviewed the proposed amendment, and the applicant is working with JEA to provide water and sewer for the entire amendment site. Additional improvements to proximal water and sewer mains will be needed with the widening of the Pecan Park Road right-of-way. On-site improvements will be constructed to JEA specification if deemed necessary to provide the site with water and sewer services. Therefore, FLUE Objective 1.2 and Policy 1.2.8 will be satisfied before development of the site. Additionally, the applicant will be required to provide a JEA availability letter during the adoption round of the application.

According to the applicant provided non-binding preliminary development map (Attachment E), the internal road structure will connect multiple forms of housing to jobs and commercial uses within the amendment site. Housing will include single family homes, apartments, and townhomes. Additionally, a portion of the amendment site has been dedicated to widen the Pecan Park Road right of way across the southern border of the site. A companion PUD rezoning is filed concurrently with the adoption round of this land use amendment. According to the PUD, the site design will be laid out to minimize blighting impact of industrial properties on residential. In addition, the PUD will allow residents to access several businesses and services, while minimizing vehicle miles traveled. Internal road structure and planning will be reviewed by City traffic engineers. The height, scale, and configuration of development will be reviewed with the PUD

submittal. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.10, 1.1.21, 1.1.22, 1.2.6, 3.1.5, 1.1.9, and Goal 3.

A portion of the subject site is within the Coastal High Hazard Area. Densities cannot be increased within these boundaries. As such, the CHHA that coincides with the amendment site will be placed into the CSV land use category. Therefore, FLUE policy 1.5.10 is fulfilled.

The land use amendment site includes approximately 475.07 acres of Category III wetlands and 24.82 acres of open water (lakes and streams). The applicant provided a wetlands map from their surveyor (Attachment C). Additionally, the site includes a permit through the St. Johns River Water Management District delineating the wetland boundaries. Documents from the permit indicate most of the wetlands will be preserved. 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 North Jacksonville 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. Additionally, the proposed amendment would provide additional housing stock and job opportunities to meet the growth projections outlined in the Vision Plan. The proposed land use changes could provide the opportunity to achieve these vision plan goals, thereby illustrating the proposed land use amendment's consistency with the North Jacksonville Vision Plan.

### **Strategic Regional Policy Plan**

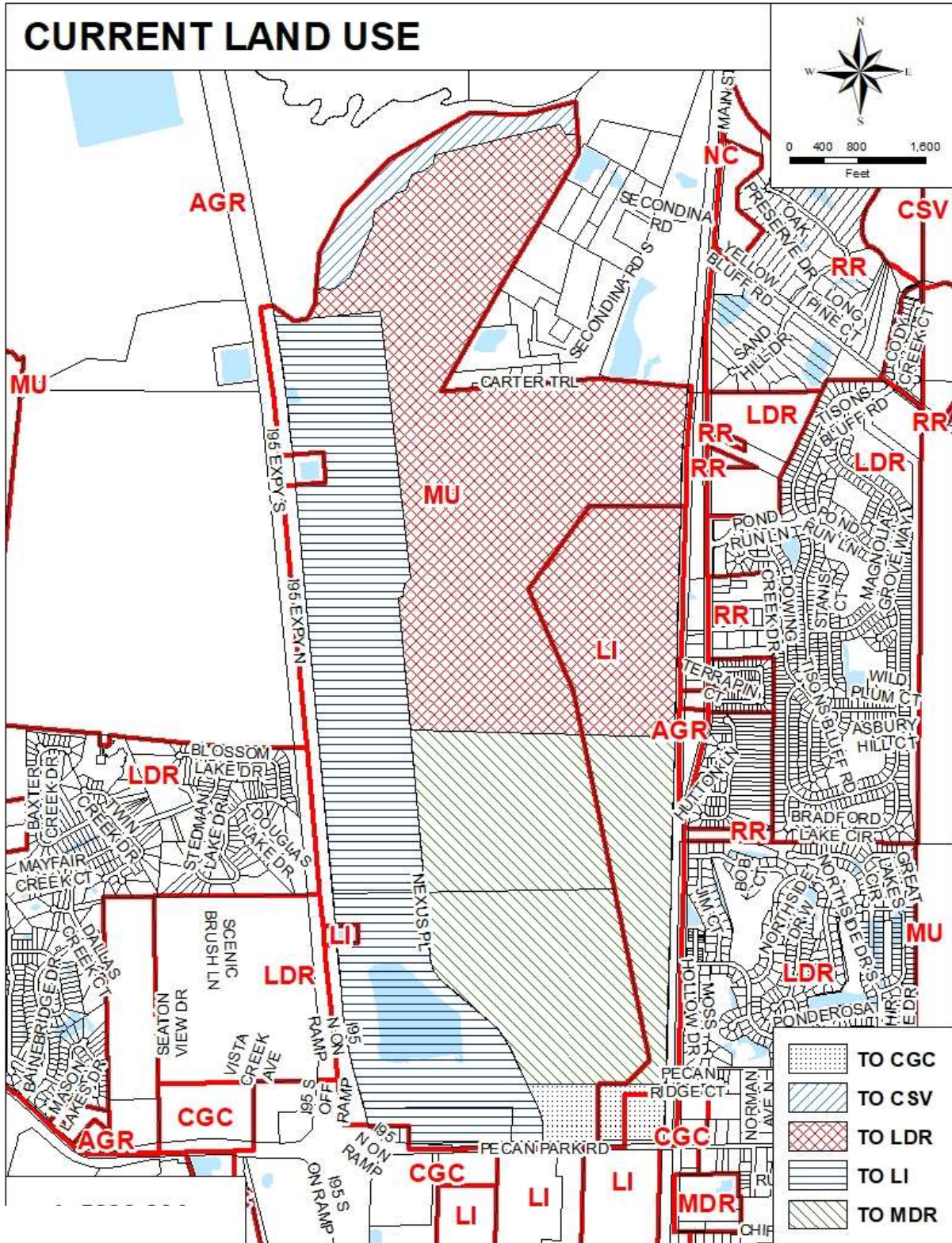
The proposed amendment is consistent with the following Goal of the Communities and Affordable Housing component of the Strategic Regional Policy Plan:

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

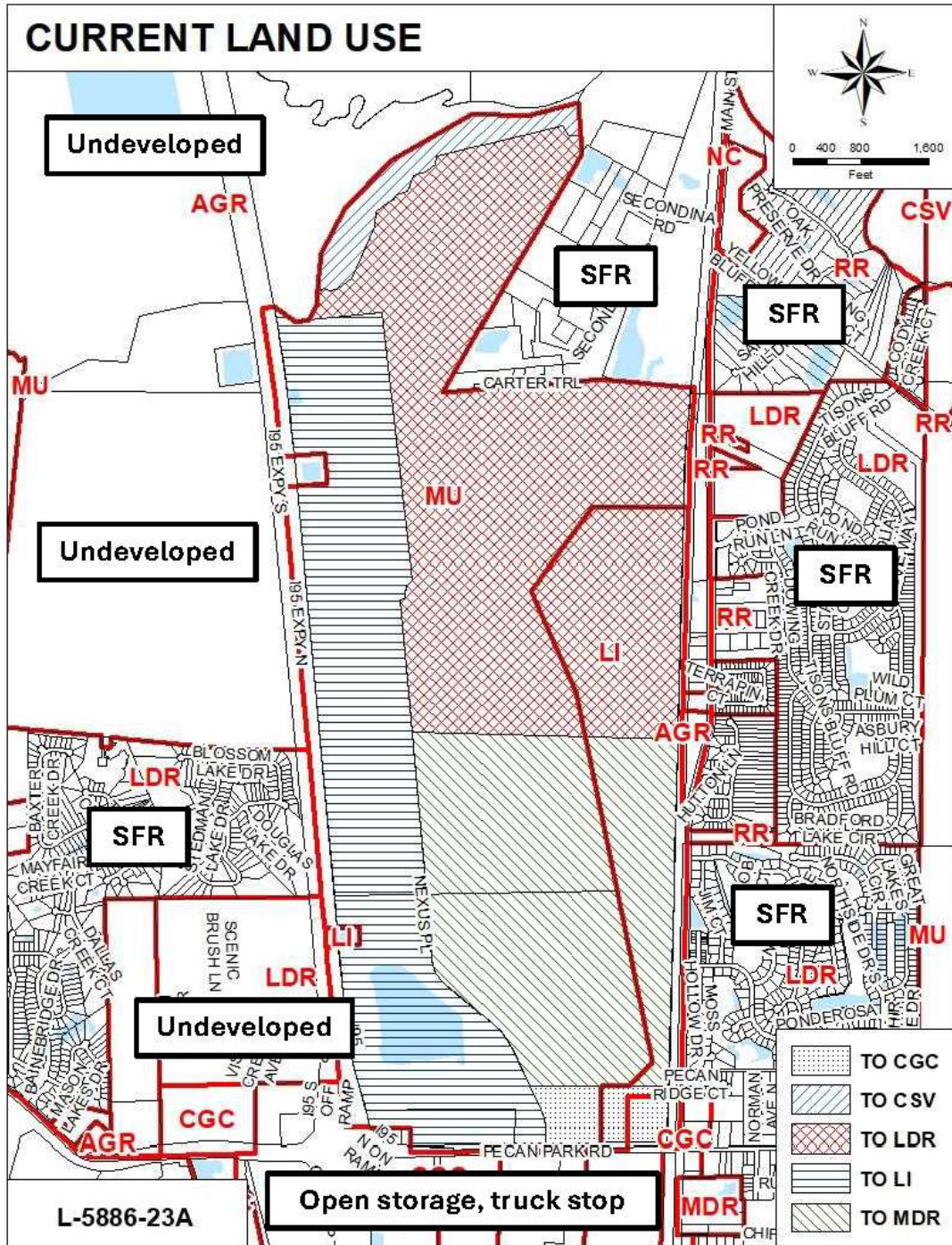
of housing in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

# ATTACHMENT A - LAND USE AND LOCATION MAP



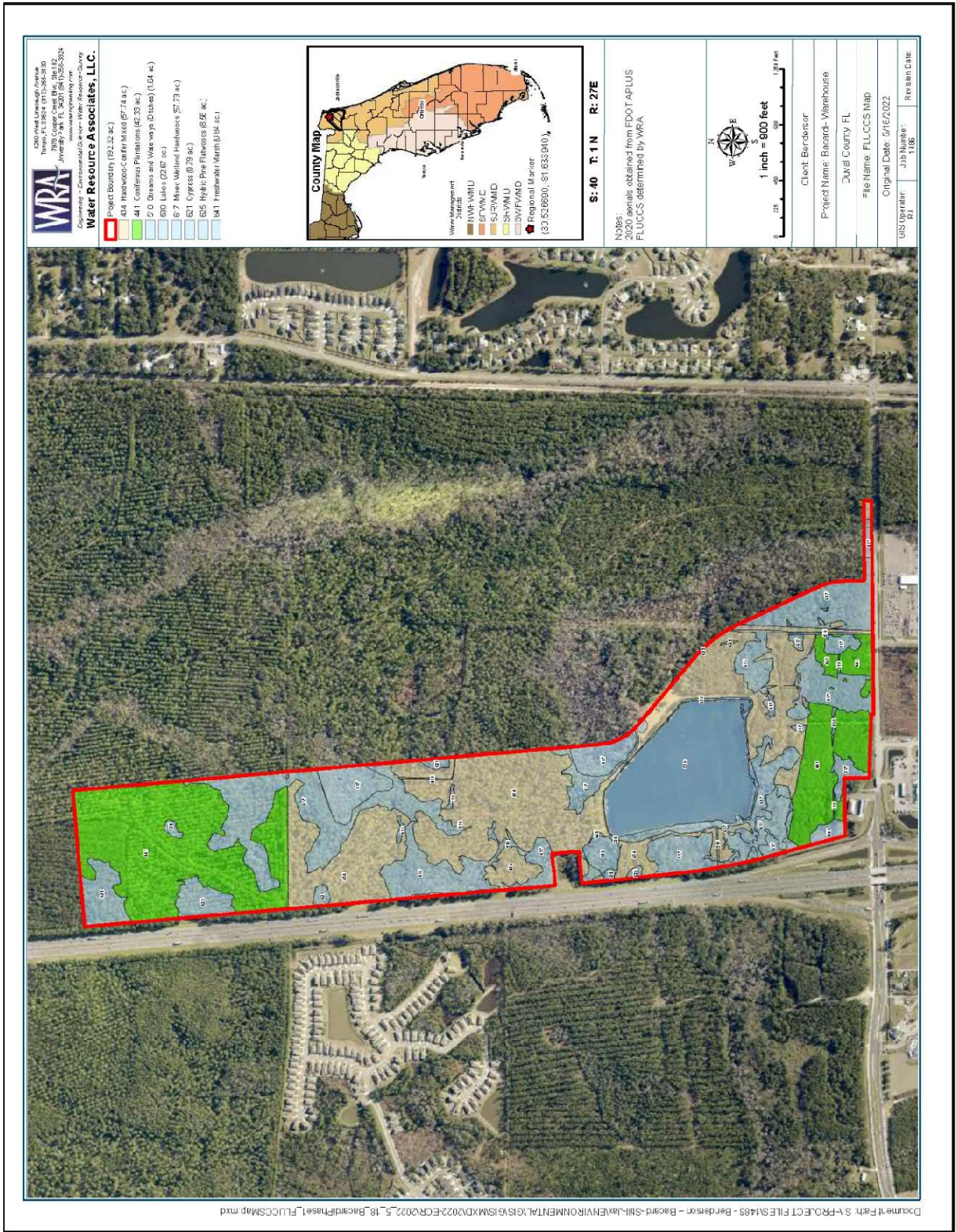


# ATTACHMENT B – SURROUNDING LAND UTILIZATION MAP



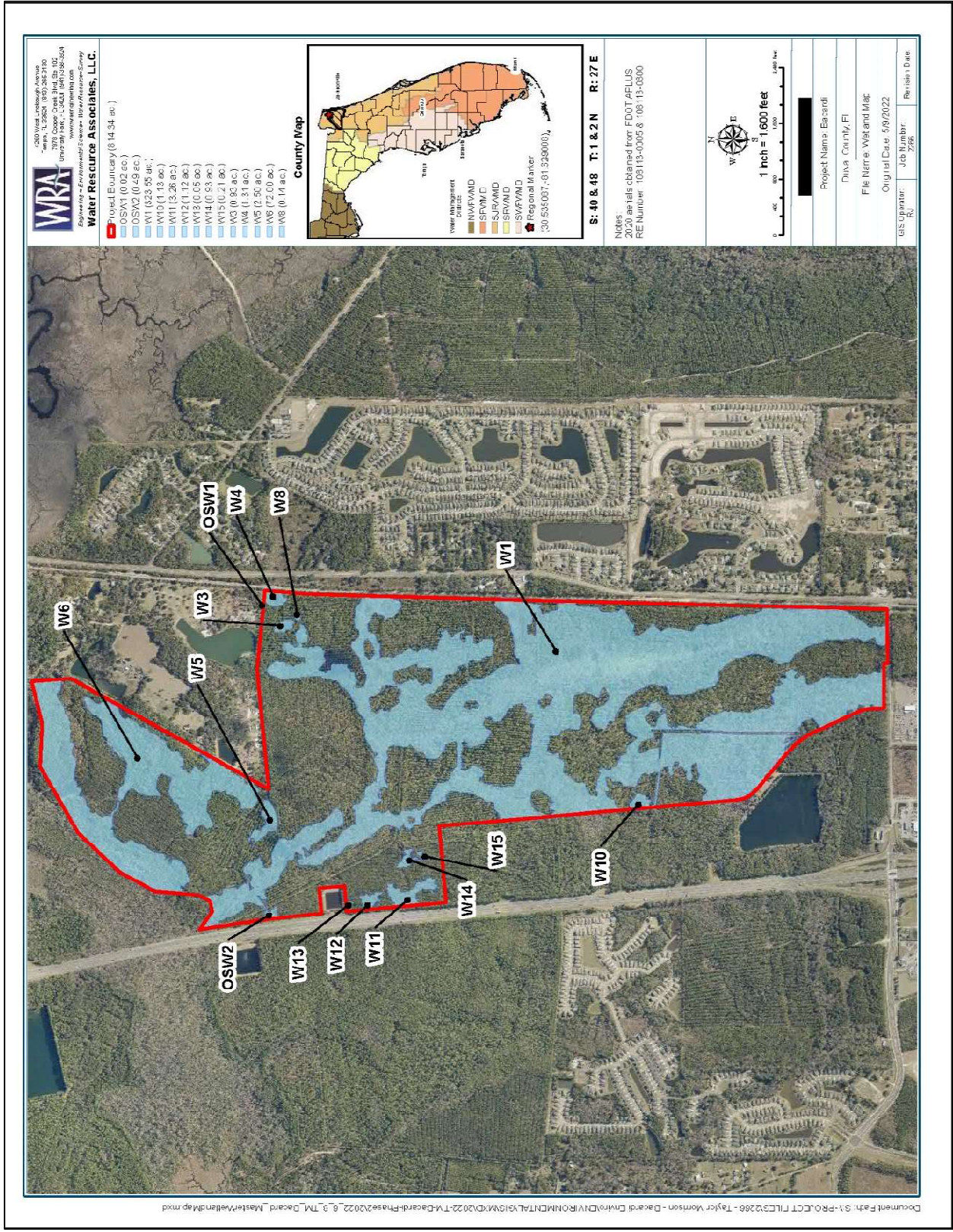


# ATTACHMENT C - WETLANDS MAPS



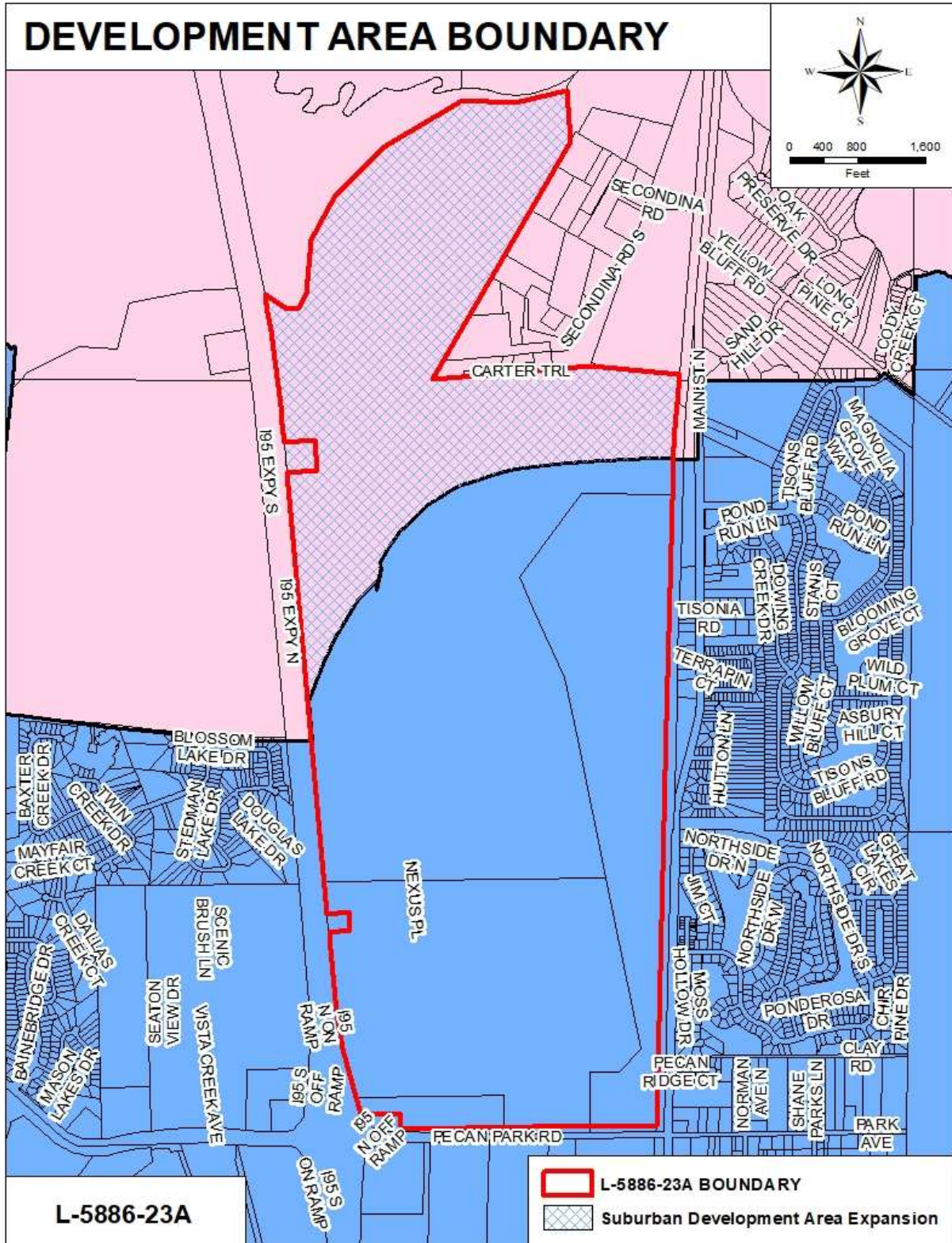


# ATTACHMENT C CONT. - WETLANDS MAPS



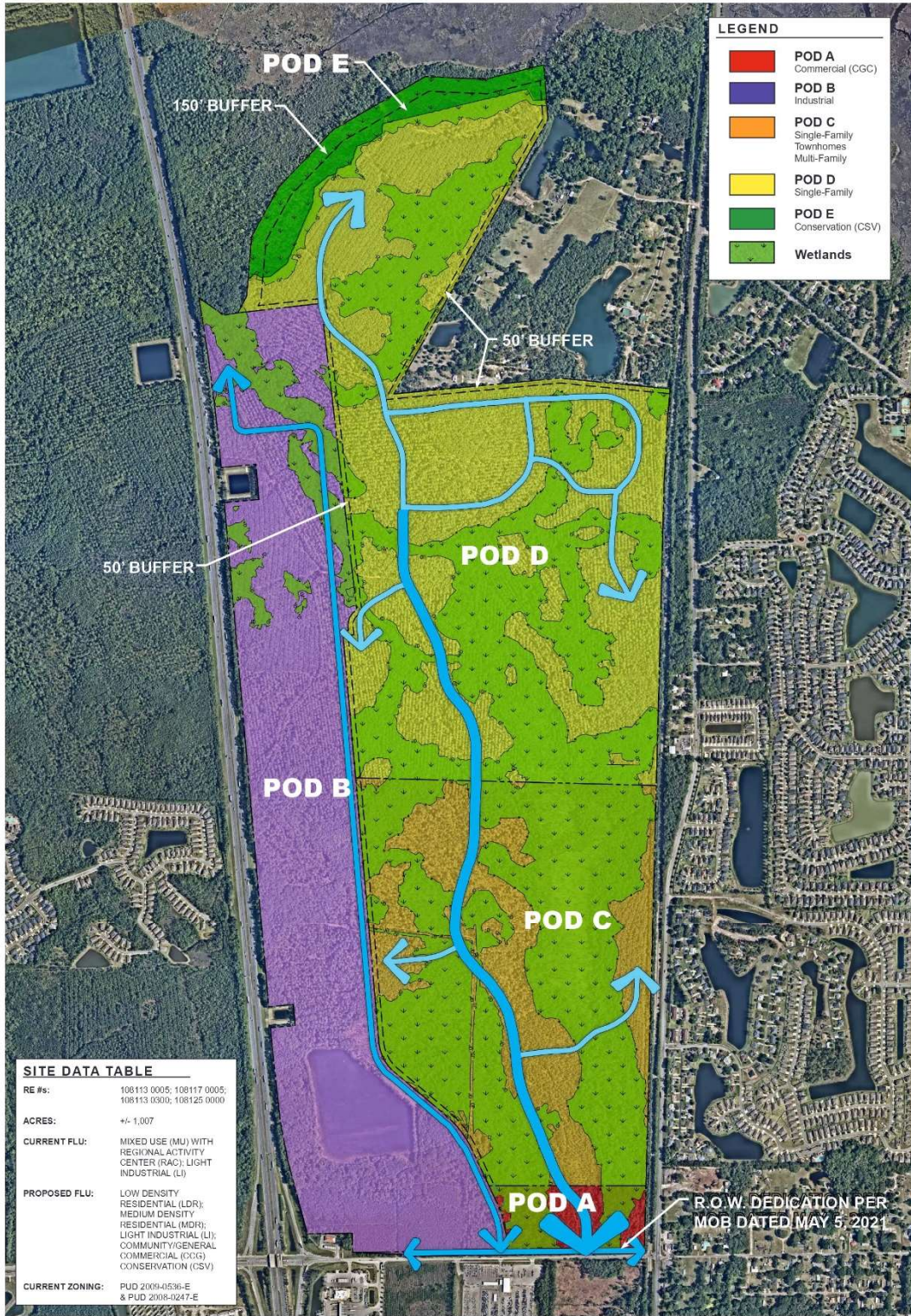


**ATTACHMENT D – PROPOSED DEVELOPMENT BOUNDARY EXTENSION**





# ATTACHMENT E – NON BINDING SITE PLAN MAP



Bacardi PUD Site Plan

Jacksonville, Florida

March 2024



Kimley»Horr

**ATTACHMENT F – WRITTEN JUSTIFICATION FROM APPLICANT**

**CONT. ON NEXT PAGE**