

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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October 21, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-684/Application No. L-5497-20A

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2021-684 on October 21, 2021.

P&DD Recommendation

APPROVE

PC Issues:

One speaker, representing JM Enterprises and Southeast Toyota, spoke in opposition to amending the entire site to LDR. The speaker requested removing areas shown on the companion PUD site plan as undeveloped in order to limit traffic impacts on nearby roadways.

PC Vote: 5-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Absent
Ian Brown, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Joshua Garrison	Aye
Dawn Motes	Absent
Jason Porter	Aye

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – October 15, 2021

Ordinance/Application No.: 2021-684 / L-5497-20A

Property Location: 9412 and 9431 Feagles Farm Road and 6101 Jones Road

Real Estate Number(s): 003447-0000; 003447-0020; a portion of 003452-0010

Property Acreage: 481.92 Acres

Planning District: District 5, Northwest

City Council District: District 8

Applicant: Paul Harden, Esquire

Current Land Use: Agriculture – 3 (AGR-3)

Proposed Land Use: Low Density Residential (LDR)

Current Zoning: Agriculture (AGR)

Proposed Zoning: Planned Unit Development (PUD)

Development Area: Rural (Proposed: Suburban)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop as residential. Concurrently with this application, the applicant is seeking to extend the Suburban Development Area to this property. (See Applicants’s justification for extending the Suburban Development Area on page 23)

BACKGROUND

The 481.92 acre subject property is located along east of Jones Road, a collector roadway, between Garden Street and Magill Road North. The subject site presently contains agricultural uses and the Georgia Southern rail line runs through the site. The applicant is proposing a future land use map amendment from Agriculture - 3 (AGR - 3) to Low Density Residential (LDR) to allow for development of the site as residential. The applicant is also requesting a companion rezoning from Agriculture (AGR) to Planned

Unit Development (PUD), which is pending concurrently with this application, pursuant to Ordinance 2021-685.

Additionally, the applicant is seeking to extend the Suburban Development Area to this property. Currently, the Suburban Development Area abuts the subject site to the north and to the southwest and it is only half of a mile to the east of the subject site. (Refer to the Boundary Expansion Map on page 24.)

There have been a few proximate land use amendments over the years, directly abutting the site to the north 98.86 acres of land was amended from AGR-2 to LDR to develop a single-family subdivision, per Ordinance 2005-1208-E.

Northwest of the subject site, across Jones Road, there have been three land use amendments. In 2006, 227.63 acres were amended from AGR-3 and AGR-4 to LDR to allow for a single-family subdivision, pursuant to 2006-468-E. 33.27 acres from 2006-468-E was later amended from LDR to Neighborhood Commercial (NC) in 2010, pursuant to Ordinance 2010-627-E. An additional 28.87 acres of land from 2006-468-E was amended from LDR to Conservation (CSV) in 2018 pursuant to Ordinance 2018-856-E.

Southwest of the subject site, just south of Cisco Drive and West of Jones Road, is the Westlake DRI, which was amended from Light Industrial (LI), Business Park (BP), Community/General Commercial (CGC), Medium Density Residential (MDR), LDR and Recreation and Open Space (ROS) to Multi-Use (MU) by Ordinance 2007-393-E.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: LDR, CSV, NC, AGR-2, AGR-3, AGR-4,
Zoning: AGR, PUD, RLD- 90, RLD- 80, CSV
Property Use: Undeveloped, single family residential, agriculture

South: Land Use: AGR-3, AGR-4, LDR
Zoning: AGR, PUD, RR-Acre
Property Use: Single family residential, agricultural

East: Land Use: AGR-3, CSV
Zoning: AGR
Property Use: Conservation, undeveloped

West: Land Use: MU, AGR -3, AGR-4
Zoning: AGR, PUD
Property Use: Westlake DRI, single-family, agricultural

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM

or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Rural Area / Proposed expansion of Suburban area	
Roadway Frontage Classification / State Road	Feagles Farm Road- private ; Jones Road Collector;	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Agricultural	Proposed: Residential
Land Use / Zoning	Current: AGR- III/ AGR	Proposed: LDR/ PUD
Development Standards for Impact Assessment	Current: 1 DU/10 acres	Proposed: 5 DUs/acre
Development Potential	Current: 48 DUs	Proposed: 2,409 DUs
Net Increase/Decrease in Maximum Density	Increase of 2,361 DUs	
Net Increase/Decrease in Potential Floor Area	Not applicable	
Population Potential	Current: 127 people	Proposed: 6,407 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 and 500 height zones for Whitehouse	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium and High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches and discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	22,288 net new daily vehicular trips	

Development Analysis	
Potential Public School Impact	601 new students
Water Provider	JEA
Potential Water Impact	Increase of 628,026 Gallons Per Day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 471,020 Gallons Per Day
Potential Solid Waste Impact	Increase of 6,138 Tons Per Year
Drainage Basin/Sub-basin	Trout River/Bay Drain
Recreation and Parks	Cisco Gardens Park
Mass Transit Access	None
Natural Features	
Elevations	19-53
Land Cover	2110: Improved Pastures ; 6170 : Mixed Wetland Hardwoods; 3100: Herbaceous upland nonforested; 2310: Cattle Feeding Operations; 6300: Wetland Forested Mixed; 5300: Reservoirs-pits, retention ponds, dams; 7400: Disturbed Land; 6460: Mixed scrub-shrub wetland;
Soils	Preliminary survey on file
Flood Zones	AE, 0.2 Percent Annual Chance Flood Hazard
Wetlands	Yes, preliminary survey on file
Wildlife (applicable to sites greater than 50 acres)	Yes, preliminary survey on 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).

The applicant has provided a JEA service availability letter as part of the companion rezoning application, which is on file with the department. The letter, dated August 28, 2020 states that there are two water connection points for the site, one at the Pritchard Road and Jones Road intersection, and one along Garden Street. There is one connection point for sewer service on Pritchard Road between Cisco Drive and Directors Road, however, in order to connect to sewer service, the project will require the design

and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main.

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 Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment will result in an increase of 22,288 net new daily vehicular trips. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that 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 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time.

This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is in Mobility Zone 5.

Subject site is accessible via Jones Road, a 2-lane undivided roadway which is functionally classified as a collector road. Feagles Farm Road is a private roadway that traverses to the north through the subject site. The proposed development will have significant external traffic impacts on the roadway network. A Traffic Impact Analysis was provided by Kimley Horn, dated August 2021 to address the specific external impacts as a result of this land use amendment.

The companion PUD (Ordinance 2021-685) contains the following conditions from the Transportation Planning Division:

- A school bus turnaround or a school bus route will need to be provided internal to the subdivision. The internal road radii need to be designed to allow a school bus to make the required movements for the school bus route.
- An inbound right-turn lane is warranted at each project driveway. Each right turn lane should be designed to include 135 feet of full width storage and a 50-foot taper. An inbound left-turn lane is warranted at the southern project driveway. The left-turn lane should be designed to include 160 feet of full width storage and a 50-foot taper.
- A left-turn lane is recommended at the southern project driveway. Based on the FDOT Design Manual, the left turn lane should include 160 feet of full-width storage and a 50-foot taper.

School Capacity

The 481.92 acre proposed land use map amendment has a development potential of 2,409 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:

- Elementary School
 - Concurrency Service Area (CSA) 1
 - 2021/2022 enrollment: 10,582
 - Current utilization: 53%
 - New student development from amendment: 301
 - 5-year utilization: 62%
 - Available seats in CSA 1 : 7,608
 - Available seats in adjacent CSA(s): 4 and 5 is 2,692

- Middle School
 - CSA 1
 - 2021/2022 enrollment: 7,527
 - Current utilization: 88%
 - New student development from amendment: 122
 - 5-year utilization: 97%
 - Available seats in CSA 1: 639
 - Available seats in adjacent CSA(s): 4 and 5 is 755

- High School
 - CSA 1
 - 2021/2022 enrollment: 8,087
 - Current utilization: 80%
 - New student development from amendment: 178
 - 5-year utilization: 76%
 - Available seats in CSA 1: 923
 - Available seats in adjacent CSA(s): 4 and 5 is 1,164

The analysis of the proposed residential development reveals no deficiency for 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

Objective 3.2 **Adopted Level of Service (LOS) Standards**
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

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

- **Dinsmore Elementary School**
 - CSA 1
 - Amendment student generation: 301
 - School Capacity including permanent spaces and portables: 504
 - Current enrollment 20 day county for 2021/2022: 432
 - Percent Occupied: 86%
 - 4-year projection: 93%

- **Highland Middle School**
 - CSA 1
 - Amendment student generation: 122
 - School Capacity including permanent spaces and portables: 977
 - Current enrollment 20 day county for 2021/2022: 851
 - Percent Occupied: 87%

- 4-year projection: 78%
- Jean Ribault High School
 - CSA 1
 - Amendment student generation: 178
 - School Capacity including permanent spaces and portables: 1,864
 - Current enrollment 20 day county for 2021/2022: 1,800
 - Percent Occupied: 97%
 - 4-year projection: 99%

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, 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.

Airport Environment Zone

The site is located within the 300 and 500 foot Height and Hazard Zones for the Whitehouse Naval Outlying Field. Zoning will limit development to a maximum height of less than 300 or 500 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 2.5 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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area and the discharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development

resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

Wildlife

The applicant submitted a wildlife and habitat assessment of the subject site (on file with the Planning and Development Department). The upland and wetland habitat communities found on-site are considered common in the landscape of northeast Florida. One listed wildlife species, wood stork, was observed utilizing the subject property during the site assessment. If a United States Army Corps of Engineers (USACE) and/or St. Johns River Water Management District (SJRWMD) permit is required for the project, United States Fish and Wildlife Service (USFWS) and/or Florida Fish and Wildlife Conservation Commission (FWC) may be notified and allowed to comment on listed species with the potential to occur on the site. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, the eastern indigo snake, gopher tortoise, and wood stork. If state or federal permits are not required, USFWS and/or FWC consultations regarding listed wildlife species will be at the discretion of the applicant.

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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, the applicant submitted a wetland map and a wetland and listed wildlife assessment for subject site. The applicant's wetlands and wildlife report, in addition to further evaluation with the use of the City's GIS system and photogrammetric analysis, was used to determine the location, type(s), 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 may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 259.56 Acres

General Location(s): There are various pockets of wetlands on the subject site however, the majority of wetlands appear to be along the northeast part of the site, and there is a smaller area along the northwest of the site.

Quality/Functional Value:

The wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways.

Soil Types/
Characteristics:

22- Evergreen-Wesconnett complex- The Evergreen series and Wesconnett series are both nearly level poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials. Generally the high water table is at or above the surface for very long periods.

35- Lynn Haven Fine Sand- The Lynn Haven series are gently sloping, poorly drained, sandy, generally found on flats and in steep areas of side slopes, formed in thick beds of sandy marine sediment. The wetland soils areas have water tables near or above the ground surface.

62- Rutledge mucky fine sand- The Rutledge series consists of nearly level very poorly drained soils. The high water table is generally at or near the surface, and areas are subject to frequent flooding for brief periods.

78- Yonges fine sandy loam- The Yonges series consists of nearly level, poorly drained soils. The soils are moderately permeable and moderately slowly permeable. Generally the high water table is at a depth of less than 12 inches.

86- Yulee Clay- The Yulee Series consists of nearly level very poorly drained soils. They are on floodplains and in depressions. They are very slowly permeable. In areas in depressions, the high water table is generally at or above the surface for very long periods. In areas on flood plains, the high water table is generally at or near the surface and these areas are subject to frequent flooding for long periods.

Wetland Category: Category III

Consistency of Permitted Uses: Category III: All uses. Must meet CCME Policies 4.1.3 and 4.1.6.

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

Wetlands Impact: Insufficient information to determine impacts at this time. Upon submittal, the companion PUD will be evaluated for compliance with wetlands policies.

Associated Impacts: The wetland is associated with the AE and 0.2 Percent Annual Chance Flood Hazard flood zone.

Relevant Policies:
Conservation/Coastal Management Element (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.

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.

Future Land Use Element

Policy 4.1.10

The City hereby incorporates Map L-5 that depicts Salt Water Marshes, Riverine/Estuarine Wetlands and All Other Wetlands. Notwithstanding the permitted land uses according to the Future Land Use Map series (FLUMs), the permitted land uses within such areas shall be limited to the permitted land uses and associated standards of Objectives 4.1, 4.2, 4.3 and 5.1 and related policies of the Conservation/Coastal Management Element.

Flood Zones

Approximately 229.2 acres of the subject site is located within either the 0.2 Percent Annual Chance Flood Hazard or AE 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 0.2 Percent Annual Chance Flood Hazard flood zone is defined as an area 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. The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. 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.

Evacuation Zone

The subject site is within Evacuation Zone E. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD determined that no measurable impacts are expected to countywide evacuation times given the proposed development potential. Unimpeded access to primary and secondary evacuation routes (I-295, US 23, approximately 6.8 road miles to I-10) was the primary factor in the determination. EPD recommends that new construction in proximity to a water source account for local ordinances and best practices (regarding nearby Trout River and its tributaries). Site design techniques that minimize disruption to existing local traffic flow are also encouraged.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 24, 2021, the required notices of public hearing signs were posted. Twenty-eight (28) 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 March 1, 2021. One member of the public attended to find out more information about the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)

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 1.1.2** As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.
- Policy 1.1.3** The Development Areas should be reviewed for expansion during subsequent EAR processes. 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 1.1.5** The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic
 - B. development opportunities;
 - C. Addresses outdated development patterns;
 - D. 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 1.1.20** Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban

sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

- Policy 1.1.20B** 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 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 RTS.
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** 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 1.2.9 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.

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.

Pending Property Rights Element (Ordinance 2021-334)

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 Statues.

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 Future Land Use Element (FLUE), the Agriculture (AGR) land use categories are intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the city. The Agriculture land use categories, AGR-1, 2, 3 and 4 differ in the maximum allowed density for each category.

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.

The land use amendment site is located in the Rural Development Area. The land use application is requesting a change from agricultural land (AGR 3) to Low Density Residential as well as an extension of the Suburban Development Area. The Rural Area corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. The Suburban Development Area corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. The Suburban Development area should generally continue at low densities with medium density development at major corridor intersections.

Expansion of the Development Areas should result in development that would be compatible with the surrounding area and demonstrate that a need exists in accordance with FLUE Policy 1.1.21. In considering the growth needs and the allocation of land, the City shall 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. According to Policy 1.1.20B, expansion of the development area should not include preservation, conservation or

agricultural land. The amendment site does include agricultural land, which the application proposes to change to the Low Density Residential land use category. The area subject to the boundary extension also includes lands currently designated as Conservation (CSV), as well as existing residential uses. The inclusion of CSV designated land is necessary to create a logical and cohesive extension of the Suburban boundary and does not impact the protection provided by the Conservation designation.

FLUE Policy 1.1.3 states that Development Areas will be periodically reevaluated as part of the plan review and amendment process as the development capacity of the FLUM fluctuates with time. The extension of the Suburban Development Area through the subject site is logical because the current Rural Development Area at this location is bounded on three sides (north, east, and south) by Suburban Area land, making it an isolated pocket of land within the Rural Development Area. Extending the Suburban Development Area boundary to incorporate the entire subject property will continue the nearby development pattern of large-scale single family developments, and supporting uses similar to those along Garden Street, to the north, and offer supporting residential for employment centers to the south along Pritchard Road. If the proposed land use amendment were approved, the boundary change would not provide additional density to the site since development in the LDR land use category is limited to a maximum of 7 units per acre in both the Rural and Suburban Development Boundaries. The site is located near the Westlake DRI and the West Side Industrial Park DRI, both of which contain industrial uses which provide employment opportunities to the surrounding area. The proposed development is a logical extension of residential growth to support the nearby employment opportunities.

While the subject site is currently located within the Rural Development Area, it is also located within close proximity of two DRIs with primarily industrial uses. The Westlake DRI abuts the property to the southwest. This DRI contains approximately 3,289 acres, of that almost half of the area is designated for Light Industrial uses. The Westside Industrial Park DRI is located approximately half of a mile to the southeast of the subject site. This DRI contains approximately 1,009 acres, primarily designated for industrial and office uses.

The proposed amendment to LDR would offer an appropriate transition of densities and intensities between the neighboring Westlake DRI to the southwest and the existing low density residential, agricultural and conservation lands to the north, east and south of the site, consistent with FLUE Goal 1 and Policy 1.1.10

Additionally, the proposed amendment to LDR would allow for the development of supporting residential for the nearby employment centers, the Westside Industrial Park DRI and the Westlake DRI. The proposed amendment would allow for a broader mix of uses in the area while creating new housing stock to meet demands. Therefore, the proposed amendment would be consistent with the intent of the Suburban Development Area and FLUE Goal 3, Objectives 1.1 and 3.1 and Policies 1.1.2, 1.1.20, and 3.1.6.

The applicant has submitted a companion rezoning application to Planned Unit Development (PUD), which is pending concurrently with this application. The rezoning provides appropriate buffering and site design techniques to ensure compatibility with the surrounding agricultural and conservation uses, consistent with the goals and intent of Policies 1.1.10 and 1.1.12.

FLUE Table L-20 identifies an excess of agricultural land on a citywide basis, and characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. Therefore, the proposed amendment to LDR would be consistent with FLUE Policies 1.1.5 and 1.1.21.

The applicant has provided a JEA service availability letter as part of the companion rezoning application, which is on file with the department. The letter, dated August 28, 2020 states that there are two water connection points for the site, one at the Pritchard Road and Jones Road intersection, and one along Garden Street. There is one connection point for sewer service on Pritchard Road between Cisco Drive and Directors Road, however, in order to connect to sewer service, the project will require the design and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main. Therefore, the proposed amendment meets the requirements of Policy 1.2.9.

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

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. Guiding Theme 1 of the vision plan focuses on strengthening existing neighborhoods and creating new neighborhoods. The proposed amendment would allow for new residential development that has the opportunity to create new neighborhoods, consistent with Implementation Option 1 of Guiding Theme 1 of the Northwest Jacksonville Vision Plan.

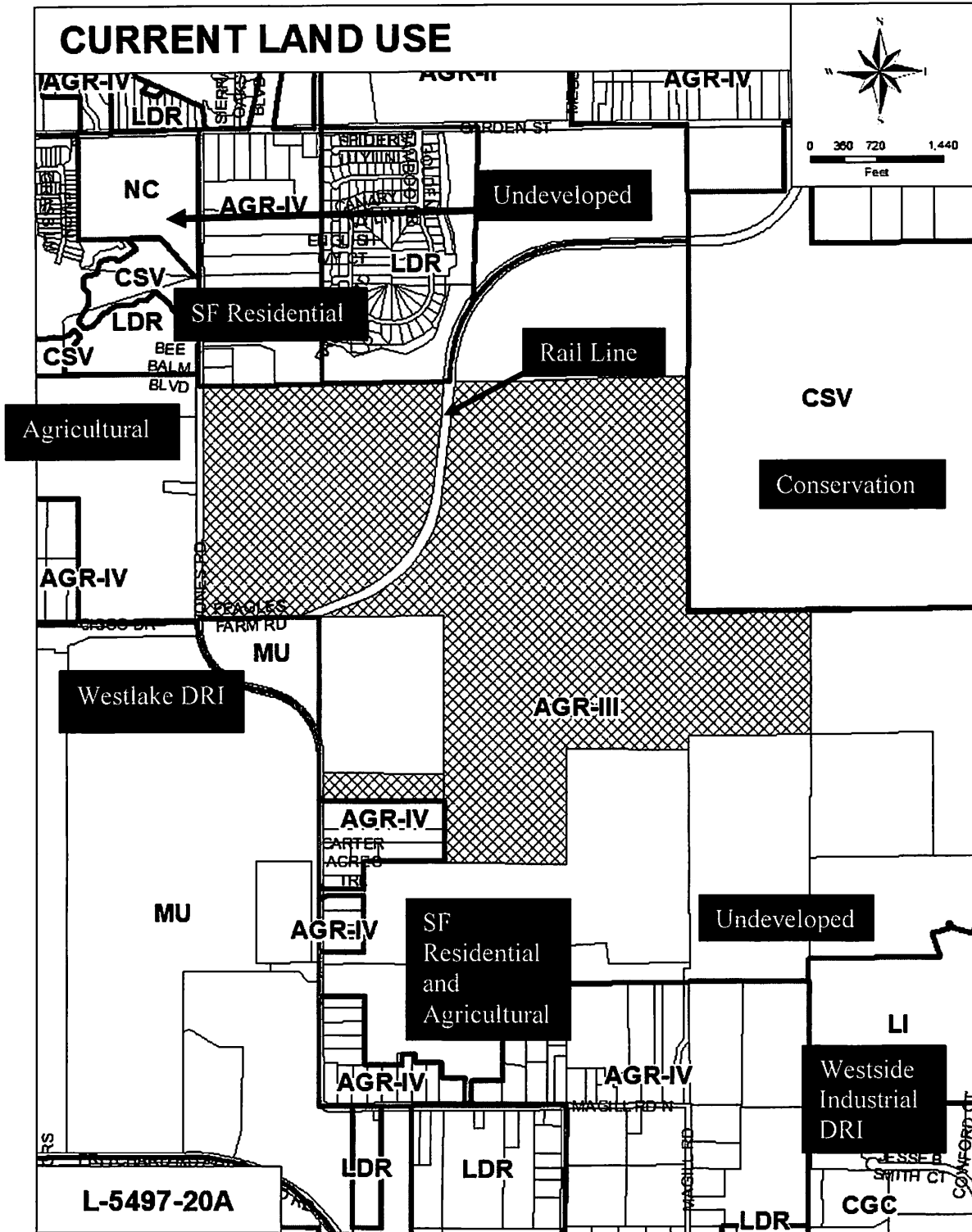
Strategic Regional Policy Plan

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

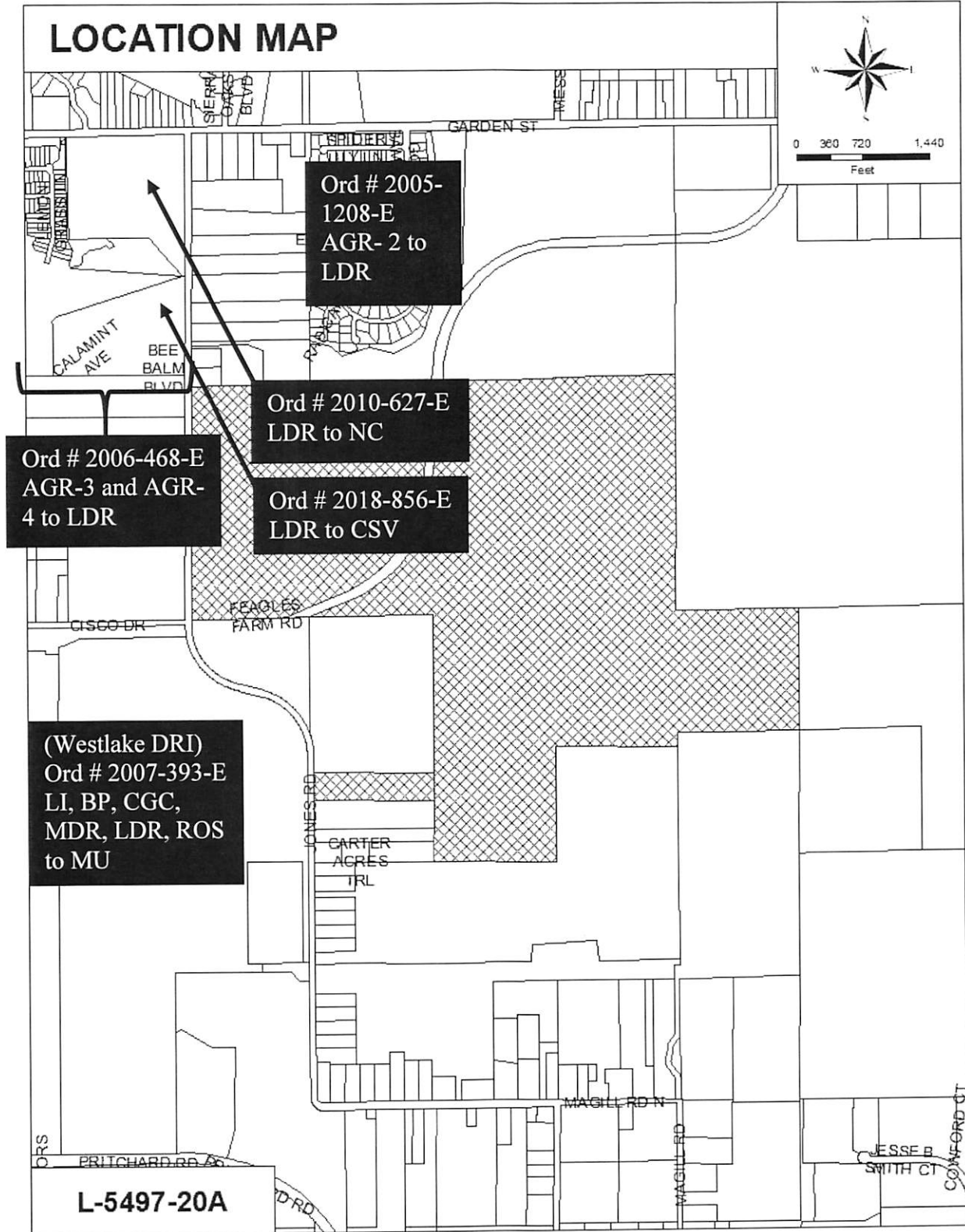
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment seeks to develop additional housing and is therefore consistent with Policy 21 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it will increase and diversify the existing housing stock.

**LAND USE AMENDMENT SITE FIELD / CURRENT LAND USE /
LOCATION MAP**



PROXIMATE LAND USE AMENDMENTS MAP



Applicants Justification of Extending the Suburban Development Area

Justification for Extension of Suburban Boundary Tracking No. L-5497

1. FLUE Policy 1.1.20B states that Expansion of Development Areas shall result in development that would be compatible with its surroundings. The general vicinity has multiple, large-scale, single family developments that are in various stages of development, as can be seen by the Future Land Use Maps attached to the application.
2. FLUE Policy 1.1.21 states that 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 in the area. It also requires consideration of the operation of real estate markets to provide adequate choices for permanent residents consistent with FLUE Policy 1.1.5. The area currently is an area of long term economic development consideration, based on the fact that multiple other projects are ongoing in the vicinity.

Map of Development Boundary Extension

