

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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May 19, 2022

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. 2022-297/Application No. L-5622-21A

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 2022-297 on May 19, 2022.

P&DD Recommendation

APPROVE

PC Issues:

The Commission requested confirmation that the proposed use would comply with Federal Aviation Authority regulations for the JAA owned property. A member of the audience indicated that the use should have already been vetted for compliance.

PC Vote:

8-0 APPROVE

| | |
|--------------------------------|-----|
| David Hacker, Chair | Aye |
| Alexander Moldovan, Vice-Chair | Aye |
| Ian Brown, Secretary | Aye |
| Marshall Adkison | Aye |
| Daniel Blanchard | Aye |
| Joshua Garrison | Aye |
| Jason Porter | Aye |
| Jordan Elsbury | 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 –May 13, 2022

Ordinance/Application No.: 2022-297 / L-5622-21A

Property Location: 855 St Johns Bluff Road North

Real Estate Number(s): A portion of 162105-0000

Property Acreage: 79.23 Acres

Planning District: District 2, Greater Arlington/Beaches

City Council District: District 2

Applicant: Blair Knighting

Current Land Use: Public Buildings and Facilities (PBF)

Proposed Land Use: Business Park (BP)

Development Area: Suburban Area

Current Zoning: Public Buildings and Facilities-3 (PBF-3)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Please see the attached justification document on pages 20-22.

BACKGROUND

The 79.23 acre subject site is an undeveloped portion of land that is associated with the Craig Executive Airport and owned by the Jacksonville Aviation Authority (JAA). The subject site has no road frontage, but is located approximately 0.17 of a mile north of Atlantic Boulevard (SR-10), a major arterial roadway. Although the site has no road frontage, the site plan provided by the PUD application proposes the development of a new access road on an abutting parcel with access to Atlantic Boulevard, which is also owned by JAA, as well as access to the site from General Doolittle Drive, an unclassified road.

The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from PBF to

BP to allow for the development of warehouse uses. The applicant is also proposing a companion rezoning application from Public Buildings and Facilities-3 (PBF-3) to Planned Unit Development (PUD), which is pending concurrently pursuant to Ordinance 2022-298.

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

North: Land Use: PBF
Zoning: PBF-3
Property Use: Craig Executive Airport

South: Land Use: CGC, RPI, LDR, MDR
Zoning: PUD, CCG-1, IBP, CO, RMD-A, RMD-C, RLD-60
Property Use: Undeveloped, Auto sales, South of Atlantic Boulevard:
Single family, Multi-family

East: Land Use: PBF
Zoning: PBF-3
Property Use: Craig Executive Airport

West: Land Use: PBF
Zoning: PBF-3
Property Use: Craig Executive Airport

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.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

| Development Analysis | |
|--|---|
| Development Boundary | Suburban Area |
| Roadway Frontage Classification / State Road | None |
| Plans and/or Studies | Greater Arlington / Beaches Vision Plan |

| Development Analysis | | |
|--|---|--|
| Site Utilization | Current: Undeveloped | Proposed: Warehouse |
| Land Use / Zoning | Current: PBF/PBF-3 | Proposed: BP/PUD |
| Development Standards for Impact Assessment | Current: 0.3 FAR | Proposed: Scenario 1: 100% non-residential at 0.35 FAR Scenario 2: 80% residential at 15 DU/Acre and 20% non-residential at 0.35 FAR |
| Development Potential | Current: 1,035,377 Sq. Ft. | Proposed: Scenario 1: 1,207,940 Sq. Ft. Scenario 2: 950 DUs and 241,588 Sq. Ft. |
| Net Increase or Decrease in Maximum Density | Scenario 1: no change Scenario 2: increase of 950 DUs | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: increase of 172,563 sq. ft. Scenario 2: decrease of 793,789 sq. ft. | |
| Population Potential | Current: Not applicable | Proposed: Scenario 1: not applicable Scenario 2: 2,232 people |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 50' and 150' height zone ; 60 db noise zone ; civilian notice zone | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Low, Medium, High | |
| Historic District | No | |
| Coastal High Hazard/Adaptation Action Area | No | |
| Groundwater Aquifer Recharge Area | 0-4 inches | |
| Wellhead Protection Zone | 750 ft. buffer | |
| Boat Facility Siting Zone | No | |
| Brownfield | No | |
| Public Facilities | | |
| Potential Roadway Impact | Scenario 1: no net new daily trips Scenario 2: no net new daily trips | |
| Potential Public School Impact | Scenario 1: not applicable Scenario 2: 236 new students | |
| Water Provider | JEA | |
| Potential Water Impact | Scenario 1: Increase of 12,075 gallons per day Scenario 2: increase of 167,237 gallons per day | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Scenario 1: increase of 9,055 gallons per day Scenario 2: increase of 125,428 gallons per day | |
| Potential Solid Waste Impact | Scenario 1: increase of 275 tons per year Scenario 2: increase of 1,198 tons per year | |

| Development Analysis | |
|--|---|
| Drainage Basin/Sub-basin | St Johns River water basin, downstream of Trout River / Tiger Pond Creek |
| Recreation and Parks | Leonard Abess Park |
| Mass Transit Access | None |
| Natural Features | |
| Elevations | 28-57 feet |
| Land Cover | 3200: Shrub and brushland 4110: Pine Flatwoods 4130: Sand Pine 4340: Upland mixed coniferous/hardwood 6170: Mixed Wetland Hardwoods 6210: Cypress 6460: Mixed Scrub-Shrub Wetland 8110: Airports |
| Soils | 22: Evergreen-Wesconnett Complex 24: Hurricane and Ridgewood soils 32: Leon Fine Sand 81: Stockade Sandy fine loam |
| Flood Zones | AH, AE, 0.2 Percent Annual Chance Flood Hazard |
| Wetlands | Yes – 6170 ; 6210 6430, 6460 |
| Wildlife (applicable to sites greater than 50 acres) | Wildlife survey provided; summarized in staff report |

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 letter of service availability dated March 8, 2021 was submitted with the companion PUD rezoning application identifying connection points for both water and sewer hookups as well as special conditions required by JEA for connection to service at this site.

Future Land Use Element

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

Transportation

The subject site is 79.23 acres and does not have immediate access and is located north of Atlantic Boulevard (SR 10), a major arterial facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 2. The applicant

proposes to change the existing land use from Public Buildings and Facilities (PBF) to Business Park (BP).

Comprehensive Plan Consistency:

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

Transportation Element

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

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

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

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. If the land use is amended to allow for this BP development, this will result in a decrease of 8,362 or 20,332 daily trips, when compared to the existing land use.

Transportation Planning Division RECOMMENDS the following:

As shown in Table A, the trip generation comparison between the current and proposed comprehensive plan land uses will result in zero net new trips on the roadway network. Since this is an existing green field, it currently has zero traffic impacts and therefore the Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed to address the specific external impacts including access to the subject site.

Table A
Trip Generation Estimation Scenarios

| Current Land Use | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
|------------------------------|-------------------|---------------------------|--------------------------------------|--|--------------------|-------------|
| PBF | 730 | 1,035,377 SF | T= 22.59 (X) / 1000 | 23,389 | 0 | 23,389 |
| | | | | Total Trips for Existing Land Use | | 23,389 |
| | | | | | | |
| Proposed Land Use-Scenario 1 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| BP | 770 | 1,207,940 SF | T = 12.44 (X) / 1000 | 15,027 | 0 | 15,027 |
| | | | | Total Trips for Proposed Land Use-Scenario 1 | | 15,027 |
| | | | | | | |
| Proposed Land Use-Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips |
| BP- N | 770 | 241,588 SF | T = 12.44 (X) / 1000 | 52 | 0 | 52 |
| BP- R | 220 | 950 MF DUs | T = 6.74 (X) | 3,005 | 0 | 3,005 |
| | | | | Total Trips for Proposed Land Use-Scenario 2 | | 3,057 |
| | | | Scenario 1 Difference in Daily Trips | | | 0 |
| | | | Scenario 2 Difference in Daily Trips | | | 0 |

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

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 79.23 acre proposed land use map amendment has a development potential of 950 multi-family dwelling units, generating 236 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:

- Elementary School
 - Concurrency Service Area (CSA) 5
 - 2021/2022 enrollment: 8,220
 - Current utilization: 84%
 - New student development from amendment: 118
 - 5-year utilization: 88%
 - Available seats in CSA 5: 816
 - Available seats in adjacent CSA(s) 3 and 4: 2,214
- Middle School
 - CSA 5
 - 2021/2022 enrollment: 2,257
 - Current utilization: 80%
 - New student development from amendment: 48
 - 5-year utilization: 69%
 - Available seats in CSA 5: 127
 - Available seats in adjacent CSA(s) 3 and 4: 948
- High School
 - CSA 5
 - 2021/2022 enrollment: 7,617
 - Current utilization: 98%
 - New student development from amendment: 70
 - 5-year utilization: 92%
 - Available seats in CSA 5: 310
 - Available seats in adjacent CSA(s) 3 and 4: 398

The analysis of the proposed development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

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.

- Lone Star Elementary #233
 - CSA 5
 - Amendment student generation: 118
 - School Capacity including permanent spaces and portables: 615
 - Current enrollment 20 day count for 2021/2022: 421
 - Percent Occupied: 68%
 - 4-year projection: 72%
- Landmark Middle School #256
 - CSA 5
 - Amendment student generation: 48
 - School Capacity including permanent spaces and portables: 1,665
 - Current enrollment 20 day count for 2021/2022: 1,092
 - Percent Occupied: 66%
 - 4-year projection: 77%
- Sandalwood High School #237
 - CSA 5
 - Amendment student generation: 70
 - School Capacity including permanent spaces and portables: 2,813
 - Current enrollment 20 day count for 2021/2022: 2,761
 - Percent Occupied: 98%
 - 4-year projection: 107%

Airport Environment Zone

The subject site is located within the 50 foot and 150 foot Height and Hazard Zones for the Craig Executive Airport. Zoning will limit development to a maximum height of less than 50 feet and 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).

Approximately 10.6 acres of the amendment site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such, this area is within the Civilian Notice Zone for Jacksonville International Airport. In accordance with Section 656.1010, no person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner,

transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

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.

Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, 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.

Policy 2.5.6 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 Map L-22.

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.

Flood Zones

Approximately 10.49 acres of the subject site are located within the AH, AE, or 0.2 Percent Annual Chance Flood Hazard flood zones. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AH flood zone is defined as an area of 100-year shallow flooding with a constant water-surface elevation (usually areas of ponding) where average depths are between 1 and 3 feet. Flood insurance is mandatory within these zones.

The AE flood zone is defined as areas 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.

The 0.2 Percent Annual Chance Flood Hazard Flood Zone is 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.

Future Land Use Element (FLUE)

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.

Conservation / Coastal Management (CCME)

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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site. The Department reviewed aerials, soils and elevations to determine quality and functional value of the wetlands. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 18.82 Acres

General Location(s): Wetlands with a medium value are located in isolated pockets throughout the subject site. The wetlands with a higher value are located in the eastern part of the subject site and are associated with the AH flood zone.

Quality/Functional

The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways. 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.

(81) Stockade fine sandy loam, depressional, 0-2% slopes – consists of nearly level, very poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They are in depressions. The soils are slowly permeable and moderately slowly permeable. Generally, the high water table is at or above the surface for very long periods.

Wetland Category:

Category III

**Consistency of
Permitted Uses:**

All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6

**Environmental Resource
Permit (ERP):**

Not provided by the applicant

Wetlands Impact:

Unable to be determined at this time

Associated Impacts:

Some of the wetlands are associated with flood zones.

Relevant Policies:

CCME Policies 4.1.3 and 4.1.6 – see below

Conservation/Coastal Management Element

Policy 4.1.3

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

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss

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

- i the habitat of fish, wildlife and threatened or endangered species,
 - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii the food sources of fish and wildlife including those which are threatened or endangered,
 - iv the water quality of the wetland, and
 - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
 - ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.6

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

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

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

Best Management Practices: Silviculture

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

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

Best Management Practices: Agriculture

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

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

Wildlife Survey

The applicant provided a wildlife site assessment, conducted on March 8, 2021; it is on file with the Planning and Development Department. During the assessment, Gopher Tortoises were observed on the subject site. Listed wildlife species utilizing the subject property were not observed during the site assessment. If a U.S. Army Corps of Engineers (USACE), St. Johns River Water Management District (SJRWMD), and/or local government permits are required for the proposed development, U.S. Fish and Wildlife Service (USFWS) and/or Fish and Wildlife Conservation (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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge 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 (IE-AR)

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.

Wellhead Buffer Zone

The land use amendment site is within the 500 and 750-foot buffers of a wellhead. The Environmental Quality Division (EQD) reviewed the application for possible impacts.

EQD Review

A query of COJ's MYJAX System finds that there are no known current or historical water well issues at this location. This address/parcel (Re # 162105 0000) is located within 2 Wellhead Protection Areas (WHPA). The WHPA are Ridenour Wells 4 and 5. A query of Technical Services Risk Prediction Model finds (0) no items of interest on this parcel. Please note the Risk Prediction Model is not complete for Duval County or all inclusive for all contamination issues.

The Groundwater Resource Section has (2) two files/records that indicate there are wells located on the L-5622-21A site. They are identified with EQD identifiers of J-19048 and J-19049 for public supply. However, the Groundwater Resource Section well inventory is not complete for Duval County. Any information provided must be field checked by the requesting party for reliability. Water well information is also maintained by the Duval County Health Department (DCHD) and the SJRWMD.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be prohibited.
2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 29, 2021, the required notices of public hearing signs were posted. Twelve (12) 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 January 3, 2022. No members of the public were in attendance.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
 - B. Addresses outdated development patterns;
 - C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.
- Policy 1.1.22 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.

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.

Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Recreation and Open Space Element (ROSE)

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

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 of the Future Land Use Element (FLUE), the Public Buildings and Facilities (PBF) land use category is a broad land use category that is intended to accommodate major public use or community service activities. Principal uses in the PBF category include but are not limited to lawful government activities, criminal justice facilities, schools, transportation facilities and public buildings and grounds.

Business Park (BP) in the Suburban Area is intended to provide compact low to medium intensity office development. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map. Principal uses in the BP include, but are not limited to, business and professional offices; financial institutions; light manufacturing; fabrication and assembly; commercial retail sales and service establishments; and warehousing. The maximum gross density of BP in the Suburban Area is 20 units per acre for workforce housing.

The subject site is located on a piece of property that is currently associated with the Craig Executive Airport, just north of Atlantic Boulevard (SR-10), a major arterial road that is also a commercial corridor. The proposed amendment to BP would allow for the development of warehouse uses which would offer a compatible transition of uses between the existing airport and the commercial uses along Atlantic Boulevard. As such, the proposed amendment is consistent with Goal 1, Objective 1.1 and Policy 1.1.22 of the FLUE.

The site has access to full urban services including water and sewer service, according to the JEA Availability letter provided by the applicant, consistent with FLUE Policy 1.2.9. The proposed amendment would offer an infill development opportunity on a site with access to full urban services and would provide a compatible combination of uses along the Atlantic Boulevard commercial corridor, consistent with Goal 3, Objective 6.3 and Policies 3.2.1 and 3.2.2 of the FLUE.

The proposed amendment would increase the amount of BP designated land and would provide additional economic development opportunities within the City. The proposed use of the site as a warehouse is compatible with the surrounding land use pattern, including the adjacent Craig Executive Airport. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment is required to comply with ROSE Policy 2.2.1 regarding the provision of open space and will be evaluated for consistency during site plan review.

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 subject site is located within the boundaries of the Greater Arlington/Beaches Vision Plan. Sub-principle 2.1 of the Plan states, "promote greater density/diversity of land uses in appropriate locations." According to the plan, appropriate locations include infill development and redevelopment along major corridors and in areas. The proposed amendment is consistent with this principle, as it is located just off of Atlantic Boulevard and offers an infill development opportunity.

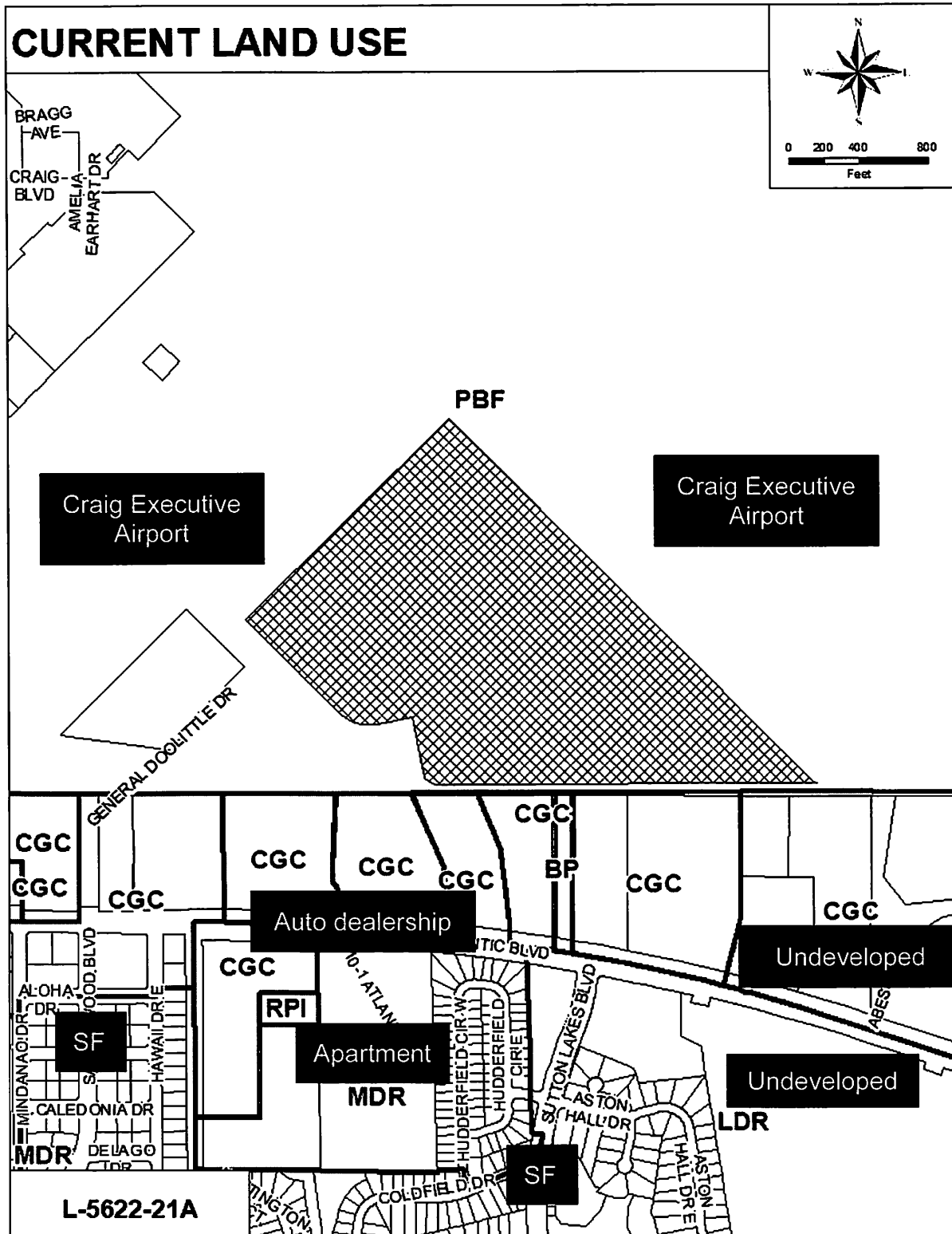
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Demographics and Equity section of the Strategic Regional Policy Plan:

Policy 4: Non-compact development patterns and limited mobility options are a barrier to success for all, and have a greater impact on low-income residents, seniors and those with disabilities or health challenges. The Region supports more compact development connected by transportation corridors.

The proposed amendment is located adjacent to the existing commercial corridor along Atlantic Boulevard. While the subject site does not have direct access to public transportation, due to its lack of road frontage, JTA bus routes serve Atlantic Boulevard, which is located within one quarter of a mile of the subject site. Therefore, the proposed amendment promotes a compact development pattern connected by public transportation, consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP



APPLICANT'S JUSTIFICATION FOR LAND USE AMENDMENT

Kimley»Horn

Craig Warehouse
Large-Scale Future Land Use Map Amendment Application

Justification for the Land Use Amendment

This land use amendment is requesting to modify approximately 79 acres from the Public Buildings and Facilities (PBF) land use category to the Business Park (BP) land use category. This Future Land Use designation amendment from PBF to BP is necessary in order for the property to be utilized in the highest and best use. The PBF land use category in Jacksonville is typically reserved for municipal and institutional uses. In addition, the conversion would allow the parcel to be more consistent with the surrounding area as the surrounding parcels are designated BP and Community General Commercial (CGC).

The following Comprehensive Plan Policies and Objective justifies the request:

Future Land Use Element Policy 3.2.2

The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

And

Infrastructure Element Policy 1.6.6

The City shall, through modifications to Building and Zoning Codes and Land Development Procedures Manual, pursue redevelopment and renewal in areas already serviced by utilities to attain the optimum use of existing services and promote urban infill.

The subject parcel is located between Craig Airport and the commercial corridor of Atlantic Boulevard. A warehouse use compliments the airport use in addition to being consistent with the intense commercial uses along Atlantic Boulevard. Because the parcel is located between existing non-residential uses, there is sufficient infrastructure to accommodate the proposed development.

Future Land Use Element Policy 4.1.8B

The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

The subject parcel is not located within a Neighborhood Action Plan. The amendment would not have a negative effect on the surrounding neighborhood as it is consistent with the surrounding land use categories as well as serves as a buffer between the uses and the existing airport.

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APPLICANT'S JUSTIFICATION FOR LAND USE AMENDMENT (CONT)

Kimley»Horn

Craig Warehouse
Large-Scale Future Land Use Map Amendment Application

Future Land Use Element Objective 6.3

The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The proposed amendment meets this objective as the parcel is located between Craig Airport and the automotive dealerships along Atlantic Boulevard. The site is also located near existing infrastructure. This project would be considered infill development within an existing developed area therefore will not require additional infrastructure which will decrease suburban sprawl.

The Comprehensive Plan also distinguishes different types of development areas throughout the City. This parcel is located in the *Suburban Area (SA)*. The Comprehensive Plan states, "Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services and with site access to roads classified as arterial or higher on the Highway Functional Classification Map." The proposed warehouse project will be located off of General Doolittle Drive, which is directly accessed by Atlantic Boulevard. Atlantic Boulevard is a major arterial that meets the intent of the SA development area.

Many of the policies in the Comprehensive Plan encourage infill development. This parcel serves as a good example of infill development as it is vacant and located between developed parcels. Converting the land use from PBF to BP and ultimately developing this parcel into the proposed warehouse use will be compatible with the surrounding uses while meeting the Comprehensive Plan.

Transportation Element Objective 8.1

The City shall coordinate its comprehensive planning process, including subsequent amendments to the 2030 Comprehensive Plan, with the airport master plans for Jacksonville International, Craig, Cecil Field, and Herlong Airports being developed by the Jacksonville Aviation Authority and with any aviation or related facilities plans of the Federal Aviation Administration, the North Florida Transportation Planning Organization for the Jacksonville Urbanized Area, and military services, as well as with any resource planning and management plan prepared pursuant to Chapter 380, Florida Statutes, and approved by the Governor and Cabinet, the Florida Department of Transportation Five-Year Work Program and the Continuing Florida Aviation System Planning Process, as adopted, in order to achieve environmentally and economically sound development of aviation facilities, and to provide adequate capacity for existing and future demand for aviation facilities and services consistent with all of the above plans.

According to the 2008 Craig Municipal Airport Master Plan the proposed area requested for the land use amendment from PBF to BP is located in the "non-aviation development"

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APPLICANT'S JUSTIFICATION FOR LAND USE AMENDMENT (CONT)

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Large-Scale Future Land Use Map Amendment Application

area on the land use map for the airport. This area is planned for development not associated with the airport but for revenue producing for JAA. The existing PBF land use is typically only municipal uses and not appropriate for revenue producing development therefore the land use amendment to BP, is more compatible with the Airport Master Plan.

Transportation Element Policy 8.1.3

The City shall continue to support the maintenance of Craig Airport in its current role as a General Aviation Reliever Airport; provided, however, that no further expansion of its runways shall be permitted.

The proposed land use modification from PBF to BP will help ensure the runway is not expanded and those vacant areas are used for non-aviation development to assist in economic development for Jacksonville Aviation Authority.

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