

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

July 1, 2022

The Honorable Terrance Freeman, President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2022-386/Application No. L-5604-21A**

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-386 on June 23, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>8-0 APPROVE</b>

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  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KReed@coj.net](mailto:KReed@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Large-Scale Future Land Use Map Amendment – June 17, 2022**

**Ordinance/Application No.:** 2022-386 / L-5604-21A

**Property Location:** 4742 Parete Road South with future access to the property through Gold Star Family Parkway

**Real Estate Number(s):** 019589-0000

**Property Acreage:** 497.52 Acres

**Planning District:** District 6, North

**City Council District:** District 7

**Applicant:** Wyman Duggan, Esquire, Rogers Towers, P.A.

**Current Land Use:** Light Industrial (LI)

**Development Area:** Rural

**Proposed Land Use:** Low Density Residential (LDR)

**Proposed Development Area:** Suburban

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

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

***RECOMMENDATION: APPROVE***

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

To permit single-family residential development as part of a master planned community. Concurrently with this application, the applicant is seeking to extend the Suburban Development Area to this property. Refer to pages 25 and 26 in the report for the applicant’s justification of Development Area extension.

## **BACKGROUND**

The applicant proposes a future land use map amendment from Light Industrial (LI) in the Rural Development Area to Low Density Residential (LDR) in the Suburban Development Area to allow for residential development. The extension of the Suburban Development area to include the site may be referenced on page 24 of this report. The companion rezoning from PUD to PUD seeks to permit single-family detached residential development in a master planned community.

The subject property is located East of Parete Road South, a public roadway, and west of I-95. According to the applicant, access to the site will be through the abutting proposed road, Gold Star Family Parkway, located between Arnold Road and Parete Road South. Current access to the site is through Parete Road South.

The 497.52 acre land use amendment site is currently undeveloped. There are no valuable wetlands (categories I and II) located within the development site. The larger area surrounding the site includes mobile homes and single-family residential development. South of the site are mobile homes, single-family households and undeveloped land, owned by JIA, in the PBF land use category. Southwest of the site is the 2,210 Acre Braddock Family Parcel Multi-Use Area. While currently undeveloped, this area allows for uses permitted in the AGR, LDR, MDR, CGC, PBF, ROS, and CSV land use categories. East of the site is undeveloped land in the LI land use category. The site is located within the boundaries of the Rural Development Area with a proposed boundary extension of the Suburban Development Area. The Suburban Development Area directly abuts the site to the Northeast, East and South.

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

**North:** Land Use: Agriculture II (AGR-II), Agriculture III (AGR-III), and Light Industrial (LI)

Zoning: Agriculture (AGR) and Planned Unit Development (PUD)

Property Use: Undeveloped vacant land

**South:** Land Use: Multi-Use (MU) and Public Buildings and Facilities (PBF)

Zoning: Agriculture (AGR) and Public Buildings and Facilities (PBF-3)

Property Use: The undeveloped Braddock Family Parcel, Multi-Use Area, and Jacksonville International Airport (JIA)

**East:** Land Use: Light Industrial (LI)

Zoning: Planned Unit Development (PUD)

Property Use: Undeveloped vacant land

**West:** Land Use: Rural Residential (RR) and Multi-Use (MU)

Zoning: (RR-Acre) and Agriculture (AGR)  
 Property Use: Single-family residential mobile homes

Due to the site's close proximity to the Jacksonville International Airport (JIA), the application was routed to the Jacksonville Aviation Authority (JAA) for review. Comments were provided and are included below:

According to the Jacksonville Aviation Authority, the development site is located adjacent to Runway 8-26 at Jacksonville International Airport. The parcel (019589-0000) lies outside of any published noise contours; however, the area may experience aircraft noise. The FAA requires all airports to protect approach, departure, and circling airspace up to five miles from air operations area including mitigating potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C Hazardous Wildlife Attractants on or near Airports.

The listed parcel does fall into the horizontal surface which requires building heights to be no more than 150 MSL. Prior to construction, the applicant is required to submit a 7460-1 Notice of Proposed Construction through the FAA's website. The FAA will conduct an airspace analysis to determine if the final structures or construction activities, such as the use of a crane, will interfere with flight operations. A Notice to Airmen may be required during construction.

**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**

<b>Development Analysis</b>		<b>497.42 Acres</b>
Development Boundary	Rural Development Area (proposed Suburban Development Area)	
Roadway Frontage Classification / State Road	The site has current access through Parete Road South, a local roadway. According to the applicant, the site will have access through Gold Star Family Parkway, a proposed road northeast of the site.	
Plans and/or Studies	CPAC-PD6- NORTH	
Site Utilization	Current:	Proposed: Residential

<b>Development Analysis</b>		<b>497.42 Acres</b>
	Vacant and Undeveloped	
Land Use / Zoning	Current: LI / PUD	Proposed: LDR / PUD
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: 5 DU per Acre
Development Potential	Current: 8,668,788.4 sq. ft.	Proposed: 2,487 DU
Net Increase or Decrease in Maximum Density	Increase of 2,487 units	
Net Increase or Decrease in Potential Floor Area	Decrease of 8,668,788.4 sq. ft.	
Population Potential	Current: Not Applicable	Proposed: 6,615 people
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	Height Restriction Zone 150 ft.	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
Historic District	NO	
Coastal High Hazard/Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
<b>Public Facilities</b>		
Potential Roadway Impact	0 net new trips	
Potential Public School Impact	620 new students	
Water Provider	JEA	
Potential Water Impact	Increase in 359,749 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase in 269,812 gallons per day	
Potential Solid Waste Impact	Decrease in 20,407 tons per year	
Drainage Basin/Sub-basin	Basin: Nassau River Sub-Basin: Unnamed Branch	
Recreation and Parks	Thomas Creek Preserve & Fish Camp / Seaton Creek Historic Preserve	
Mass Transit Access	NO	
<b>Natural Features</b>		
Elevations	19-29 ft.	
Land Cover	LU 4410: Pine plantation	

<b>Development Analysis</b>		<b>497.42 Acres</b>
Soils	Mascotte Fine Sand (38), Pelham Fine Sand (51), Sapelo Fine Sand (63), Surrency Loamy Fine Sand (66), Urban Land-Hurricane-Albany Complex (75), Stockade Fine Sandy Loam, depressional (81), Pelham Fine Sand, ponded (82), and Yulee Clay, depressional (86)	
Flood Zones	NO	
Wetlands	6110: Bay Swamps, 6170: Mixed wetland hardwoods, and 6300: Wetland Forested Mixed	
Wildlife (applicable to sites greater than 50 acres)	Environmental Assessment of Braddock and Wright Parcels conducted by Bio-Tech Consulting Inc. on file with the Planning and Development Department	

### **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).

A JEA Letter of Availability dated April 11, 2022 was provided by the applicant. An existing 16 inch water main is located at the intersection of Pecan Park Road and Arnold Road. Additionally, an existing 12-inch force main is located approximately 9,300 feet east of the property along Arnold Road. The applicant has indicated that the proposed development will be serviced by JEA water and sewer.

The LDR land use category maximum gross density in the Suburban Area shall be 7 units per acre when *full urban services are available to the site*.

*The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.*

*The maximum gross density shall be 4 units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.*

### **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 and determined that the proposed amendment will result in a decrease of 19,520 daily external trips resulting in zero net new daily trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

A copy of the transportation analysis is on file with the Planning and Development Department.

### 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 period. 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 4.

The proposed residential project will generate significant daily trips on to the external network. Currently, there is no roadway access to the subject site. The Transportation Planning Division recommends ongoing coordinating efforts with the Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as well as transportation improvements needed as a result of this land use amendment.

### **School Capacity**

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 497.52 acre proposed land use map amendment has a development potential of 2,487 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) 2
  - 2021 – 2022 Enrollment: 5,958
  - Current Utilization: 73%
  - New Student Development from Amendment: 310
  - 5-Year Utilization: 76%
  - Available Seats in CSA 2: 2,231
  - Available Seats in Adjacent CSA(s) 1&8: 9,612
  
- **Middle School**

- Concurrency Service Area (CSA) 2
  - 2021 – 2022 Enrollment: 2,640
  - Current Utilization: 70%
  - New Student Development from Amendment: 126
  - 5-Year Utilization: 82%
  - Available Seats in CSA 2: 85
  - Available Seats in Adjacent CSA(s) 1&8: 1,309
- High School
    - Concurrency Service Area (CSA) 2
    - 2021 – 2022 Enrollment: 3,122
    - Current Utilization: 80%
    - New Student Development from Amendment: 184
    - 5-Year Utilization: 91%
    - Available Seats in CSA 2: 671
    - Available Seats in Adjacent CSA(s) 1&8: 1,057

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**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 380.06, 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.

- Biscayne Elementary School
  - CSA 1
  - Amendment Student Generation: 310
  - School Capacity including permanent spaces and portables: 667
  - Current Enrollment 20 Day Count for 2021 – 2022: 703
  - Percent Occupied: 105%
  - 4-year Projection: 100%

- Highlands Middle School
  - CSA 1
  - Amendment Student Generation: 126
  - School Capacity Including Permanent Spaces and Portables: 1,071
  - Current Enrollment 20 Day Count for 2021 – 2022: 697
  - Percent Occupied: 65%
  - 4-year Projection: 75%
  
- First Coast High School
  - CSA 1
  - Amendment Student Generation: 184
  - School Capacity Including Permanent Spaces and Portables: 2,212
  - Current enrollment 20 Day Count for 2021 – 2022: 2,194
  - Percent Occupied: 99%
  - 4-year Projection: 101%

**Airport Environment Zone**

The site is located within the 150-foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

*This land use change amendment was routed to the Jacksonville International Airport. Comments are provided in the background section of this report.*

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area with low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

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

**Evacuation Zone**

The subject site is within Evacuation Zones D and E. As such, the land use application was routed to the City’s Emergency Preparedness Division (EPD) for review and comment. The land use application can accommodate up to 2,487 single family dwelling units. Their complete review is on file with the Planning and Development Department.

Summary of EPD Response:

The proposed land use amendment would result in an increase in the number of potential evacuees residing in Evacuation Zones D and E. However, EPD has determined that no impacts to countywide evacuation times are anticipated from the amendment proposed in L-5604-21A. Proximity to Lem Turner Blvd. indicates sufficient access to evacuation routes (I-95 and I-295). Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

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

**Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the applicant that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. A wetland map has been provided in the report.

Wetlands Characteristics:

Approximate Size: 247.35 Acres

General Location(s): Category III wetlands (247.35 acres) are isolated and spread out within the site. Larger concentrations of these wetlands are found on the border of the site (See Wetlands Map Attached).

Quality/Functional

Value:

The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation, size and/or the lowering of the hydro-period due to nearby site grading or drainage/retention improvements. In addition the wetland has no clear or significant impact on the City's waterways.

Soil Types/  
Characteristics:

**Mascotte Fine Sand, 0 to 2 percent slopes (38)** – This soil series consists of poorly drained soils and has a parent material of sandy and loamy marine deposits. The water table is usually 6 to 18 inches below ground surface. Slopes range from 0 to 2 percent.

**Pelham Fine Sand, 0 to 2 percent slopes (51)** – This soil series consists of poorly drained soils and has a parent material of sandy and loamy marine deposits. The water table is usually 6 to 12 inches below ground surface. Slopes range from 0 to 2 percent.

**Sapelo Fine Sand, 0 to 2 percent slopes (63)** – This soil series consist of poorly drained soils and has a parent material of sandy and loamy marine deposits. The water table is usually 6 to 18 inches below ground surface. Slopes range from 0 to 2 percent.

**Surrency loamy fine sand, depressional (66)** – This soil series consists of very poorly drained soils and has a parent material of sandy and loamy marine deposits. The water table is usually at the surface. Slopes range from 0 to 2 percent.

**Pelham Fine Sand, ponded, 0 to 2 percent slopes** – This soil series consists of poorly drained soils and has a parent material of sandy and/or loamy marine deposits. The water table is usually at the surface to 6 inches below ground surface. Slopes range from 0 to 32 percent.

**Yulee Clay, depressional, 0 to 2 percent slopes (86)** – This is a nearly level, very poorly drained soil in shallow depressions and large drainage ways. Slopes are concave. This soil has a water table at a depth of less than 10 inches, or the soil is covered with water for more than 6 months during most years. Natural vegetation consists of sweet gum, swamp tupelo, water oak, scattered pond pine, and cypress with an understory of cinnamon fern, wax myrtle, greenbrier, scattered maidencane, and other perennial forbs and shrubs.

Wetland Category: Category III

Consistency of Permitted Uses: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted

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

Wetlands Impact: Insufficient information has been provided to determine impacts.

Associated Impacts: The wetland area is not within a Flood Zone and therefore has no associated impacts.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

**CCME Policy 4.1.3**

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

(a) Encroachment

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

(b) No net loss

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

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

(c) Floodplain protection

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

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

**CCME Policy 4.1.6**

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

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

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

**Best Management Practices: Silviculture**

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

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

## Best Management Practices: Agriculture

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

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

### **Wildlife**

The applicant provided an Environmental Assessment Report of the Braddock and Wright Parcel which includes the subject site. This report was conducted by Bio-Tech Consulting Inc. in order to identify the presence of or potential disturbance of any threatened, endangered, or species of special concern (SSC) as listed by the U.S. Fish and Wildlife Service (FWS) and the Florida Fish and Wildlife Conservation Commission (FWC). According to the report, none of the species identified in the FWC's Official Lists – Florida's Endangered Species, Threatened Species and Species of Special Concern (May 2017), were present on the site. Two species, which are regulated under State and Federal laws, were noted to have the potential to occupy the site. Those species include Bald Eagle and Wood Stork. An on-site evaluation for "listed" species was conducted and concluded no further action should be required pertaining to Bald Eagle nests. However, mitigation for Wood Stork habitat may be required if ditches or wetlands are impacted. The complete report is on file with the Planning and Development Department.

### 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.

- A. All proposed developments or land clearing, with the exception of bona fide silvicultural or agricultural activities, which are located on all or part of a parcel or contiguous parcels of land containing 50 acres or more under common ownership shall be reviewed by the City to determine if the site contains listed species.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on October 11, 2021, the required notices of public hearing signs were posted. Twenty (20) 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 October 18, 2021. The applicant and one (1) citizen from the public attended the meeting. Concerns of ingress and egress of traffic from Parete Road South were expressed. Concerns with the site's development and its impact on flooding neighboring properties was discussed. Additionally, environmental impact of development and suggestions of natural buffers for the privacy of the neighboring single-family homes was discussed.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### ***Development Areas***

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

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

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

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

- Policy 1.1.5            The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
  - B. Addresses outdated development patterns;
  - C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.10            Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.20            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 1.1.20A           Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.
- 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 1.2.6

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

Policy 1.2.9

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.

**Policy 3.1.11** The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

**Conservation/Coastal Management Element (CCME)**

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

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

Property Rights Element (PRE)

- Goal 1            The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1    Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1     The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2     The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
  2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
  3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
  4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description in the Future Land Use Element (FLUE), the Light Industrial (LI) functional land use categories accommodate industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemicals, and wastes.

According to the Category Description in the FLUE, the Low Density Residential (LDR) land use category in the Rural and Suburban Areas primarily permits low density residential development in the form of single-family and multi-family dwellings at up to 7 dwelling units per acre when full urban services are available. The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available. Plan amendment requests for new LDR designations are discouraged in the Rural Area because they would potentially encourage urban sprawl.

The 497.52 acre subject site is located within the boundaries of the Rural Development Area. According to the locational criteria of the operative provisions in the FLUE, low density development of lands is encouraged within the Suburban Development Area. Likewise, the Rural Development Area provides that development should only occur at very low densities. The LDR land use category allows a maximum of 7 dwelling units per acre, and the LDR category description states that plan amendment requests for new LDR designations are discouraged in the Rural Area because they could encourage urban sprawl. However, directly abutting the subject site to the northeast, east, and south are lands in the Multi-Use (MU), Public Buildings and Facilities (PBF), and Light Industrial (LI) land use categories in the Suburban Development Area. Agriculture II (AGR-II), Agriculture III (AGR-III), and Rural Residential (RR) land use categories are in the Rural Development Area located west and northwest of the site. Additionally, the site is part of the surrounding area of the Jacksonville International Airport and supporting uses and would provide additional housing options for those employed in the area. The site is contiguous with and would be a logical extension of the Suburban Development Area boundary. The density of the property would not exceed the maximum 7 dwelling units per acre set forth in the LDR, Suburban Development Area characteristics. The proposed amendment demonstrates the need for the change in the Development Area boundary meeting FLUE Policies 1.1.20, 1.1.20A and 1.1.20B.

The proposed LDR land use is consistent with the future development trends and land use patterns in the area while contributing additional lands for residential development and increasing the amount of land available to accommodate anticipated growth and the projected population as called for in FLUE Objectives 1.1 and 3.1 and Policies 1.1.5, 1.1.21 and 3.1.6.

The surrounding land use categories to the west, MU and RR, and to the north, AGR II and AGR III, offer an appropriate transition of land use for the area, meeting FLUE Goal 1 and Policy 1.1.10. These land use categories allow for a gradual transition of residential density and intensity to LDR.

The property has current access to the development from Parete Road South, a public road. According to the applicant, access to the site will be through Gold Star Family Parkway, a proposed road. Before development occurs, the site plan review process will identify the access to the development, the internal circulation and connection, and ensure an efficient transportation network in order to provide consistency with FLUE Goal 3 and Policies 1.2.6 and 3.1.11.

A JEA Availability letter dated April 11, 2022, was provided by the applicant and identified existing connections to both water and sewer. The JEA Availability letter and intent to connect with this proposed development is consistent with FLUE Policy 1.2.9. If the development does not have connection to potable water and waste water, the maximum gross density shall be 2 units per acre with a minimum lot size of half an acre. If either one of centralized potable water or wastewater services are not available, the maximum gross density shall be 4 units per acre with a minimum lot size of ¼ of an acre.

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 site is located within the boundaries of the North Jacksonville Vision and Master Plan. There are no specific recommendations for this area within the Plan. However, the proposed residential development providing a variety of housing alternatives will encourage economic growth in the area and is promoted within the boundaries of the Vision Plan.

### **Strategic Regional Policy Plan**

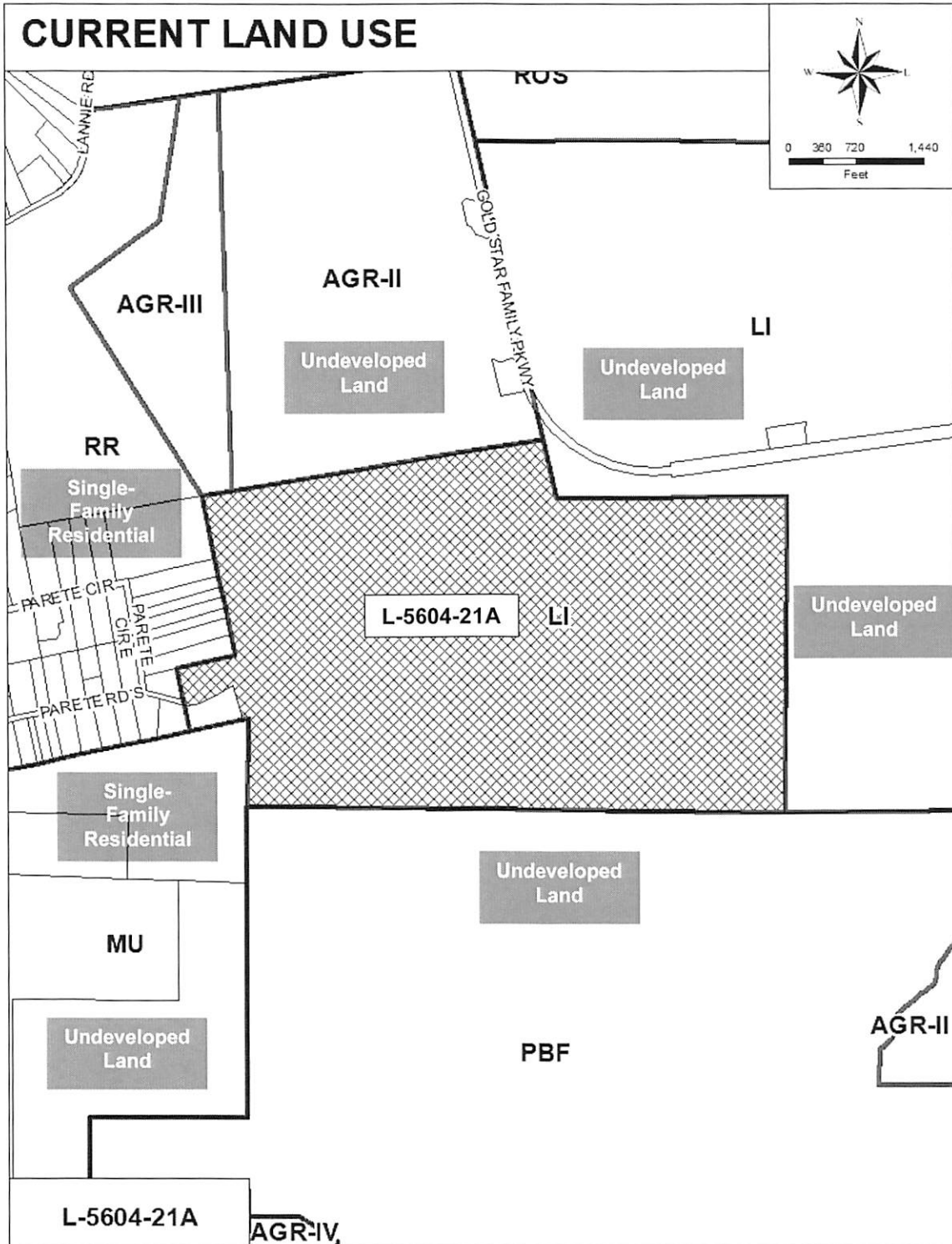
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Objective: Housing options that provide choices to all of our residents and promote demographic and economic diversity as one way to ensure that our communities are viable and interesting places for the long term.

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 would create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan, Regional Health Element.

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



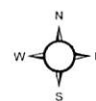


**LAND USE AMENDMENT**  
**WETLANDS MAP- PROVIDED BY THE APPLICANT**



**Bio-Tech Consulting Inc.**  
Environmental and Permitting Services  
3025 E. South Street Orlando, FL 32803  
Ph: 407-894-5969 Fax: 407-894-5970  
www.bio-techconsulting.com

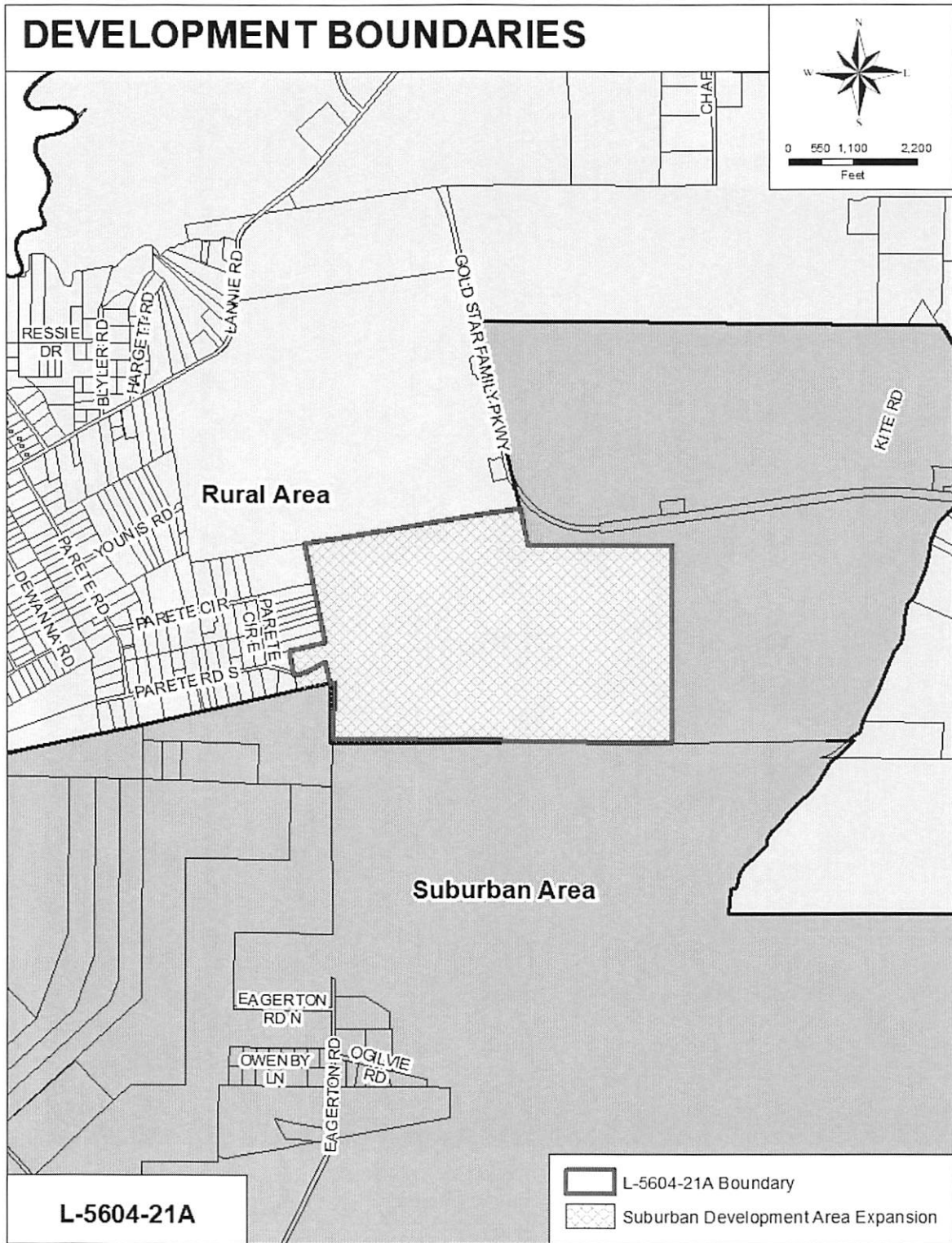
Braddock and Wright Parcels  
Duval County, Florida  
Figure 7a  
Approximate Wetlands (Wright Parcel)



890  
Feet

Project #: 1261-01  
Produced By: BKJ  
Date: 3/22/2021

**LAND USE AMENDMENT  
DEVELOPMENT BOUNDARY MAP**



## LAND USE AMENDMENT

### APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION

**L-5604-21A  
DEVELOPMENT AREA EXTENSION JUSTIFICATION  
AUGUST 26, 2021**

This Justification is submitted in connection with pending Application L-5604-21A, which seeks to change the Future Land Use Map category of RE# 019589-0000 (the "Property") from Light Industrial to Low Density Residential. The Property qualifies as an area deemed generally appropriate for inclusion in the Suburban Development Area (the "SDA"), as follows:

**POLICY 1.1.20B**

Expansion of the SDA will result in compatible development because this part of Jacksonville has seen continued growth surrounding the Jacksonville International Airport. The Property is less than three miles west of the Lexington Park subdivision containing 457 single family lots (per PUD approved by 2006-1169-E). Development of the Property will provide housing options to individuals employed in and around this area. The Property is not composed of any Preservation Project lands, conservation area lands, or agricultural lands.

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.

*The Property is right on the boundary of the Rural and Suburban Development Areas, and would be a logical expansion of the SDA. The Property is almost surrounded by the SDA; approximately 64% of its perimeter is contiguous with the SDA. Expanding the SDA will allow for LDR land use consistent with immediately adjacent properties to the southwest, namely, the Braddock Family Parcel Multi-Use Area approved by Ord. 2010-390-E, which is the subject of FLUE Policy 4.3.18, and which contemplates the development of a maximum of 2,350 residential dwelling units and a maximum of 700,000 s.f. of non-residential development. Interconnectivity with the Braddock Family Parcel Multi-Use Area is contemplated as part of the development of the Property.*

2. Locations within one mile of a planned node with urban development characteristics.  
N/A

3. Locations within one-half mile of the existing or planned JTA RTS.  
N/A

4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.

*There is a 16" water main at the intersection of Pecan Park Road and Arnold Road, and a 12" sewer force main along Arnold Road. In addition, the development of the Property will likely involve the construction of regional water/wastewater facilities having surplus service capacity.*

## LAND USE AMENDMENT

### APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION (CONTINUED)

5. Public water and sewer service exists within one-half mile of the site.

*N/A, however, public water and sewer will be provided in connection with the development of the Property.*

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.

*N/A, however, interconnectivity with the Braddock Family Parcel Multi-Use Area is contemplated, which when developed will allow for some internal capture for shopping activities. The proposed development of the property is intended to serve employees of the Jacksonville International Airport and other new development in the area, which will, in effect, reduce trips of employees who currently must travel greater distances to reach such facilities.*

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.

*The Property is 3,146 feet to the south the Thomas Creek Preserve, and 13,950 feet to the east of the Kings Road Historic Preserve. As discussed above, public water and sewer service will be provided in connection with the development of the Property, likely at a regional scale.*

#### **POLICY 1.1.21**

According to COJ's website, "North Jacksonville is one of the fastest growing areas of Jacksonville." The area surrounding the Jacksonville International Airport continues to see increased industrial and commercial development supplying jobs to the area. However, there are relatively few single-family housing options within the immediate vicinity for those who want to live and work near the airport and the growing commercial and industrial uses in the area. The Property is immediately contiguous to the Airport property and, therefore, will provide a convenient housing option to individuals who desire to live and work in the area. This type of development is needed to provide adequate choices for residents and employees in this area, and will complement the multi-family developments located closer to the Airport.