



**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**

**OVERVIEW**

**ORDINANCE: 2017-798**

**APPLICATION: 2017A-001-2-2**

**APPLICANT: CITY OF JACKSONVILLE**

**PROPERTY LOCATION: 0 Ashley Manor Way W. and 0 Reed Island Drive**

**Acreeage: 262.22**

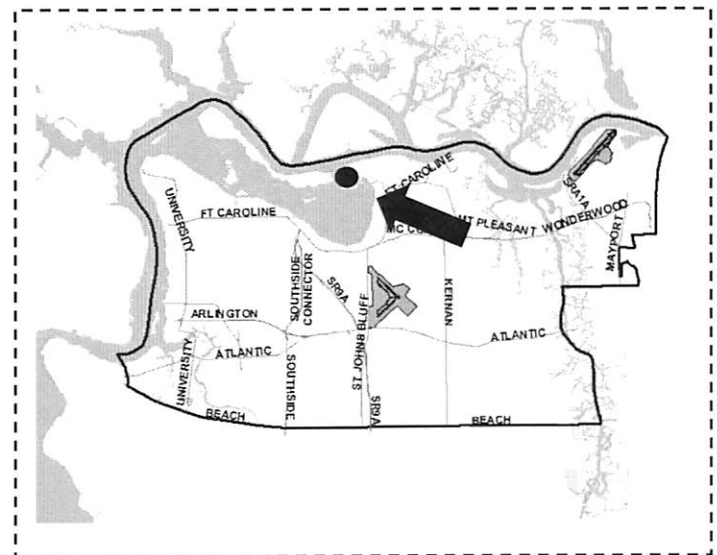
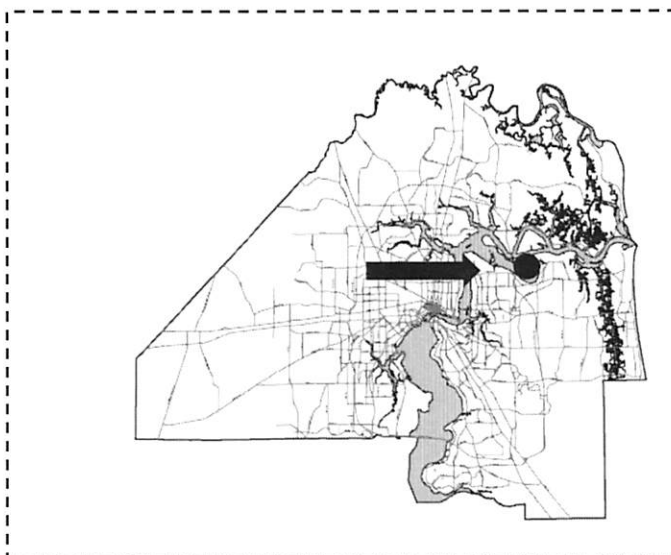
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>LDR</b>	<b>PBF</b>
<b>ZONING</b>	<b>RR-Acre and PBF-1</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	PBF	1311 DU (5 DU/Acre)	N/A	N/A	3,426,691 sq. ft. (0.3 FAR)	Decrease 1311 DU	Increase 3,426,691 sq. ft.

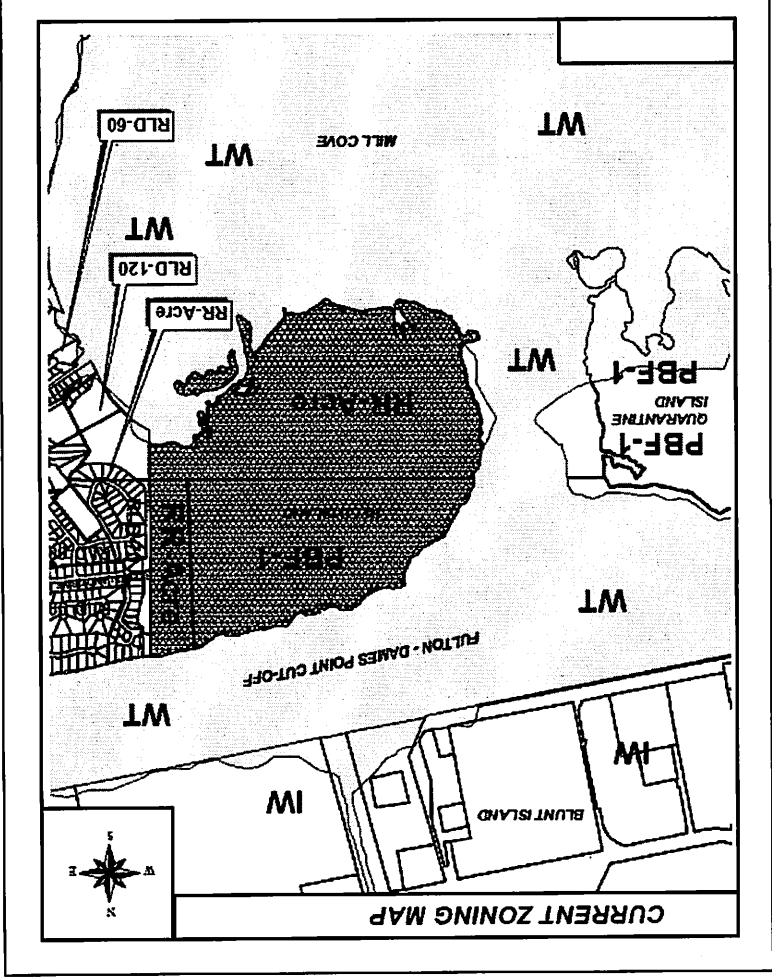
**PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



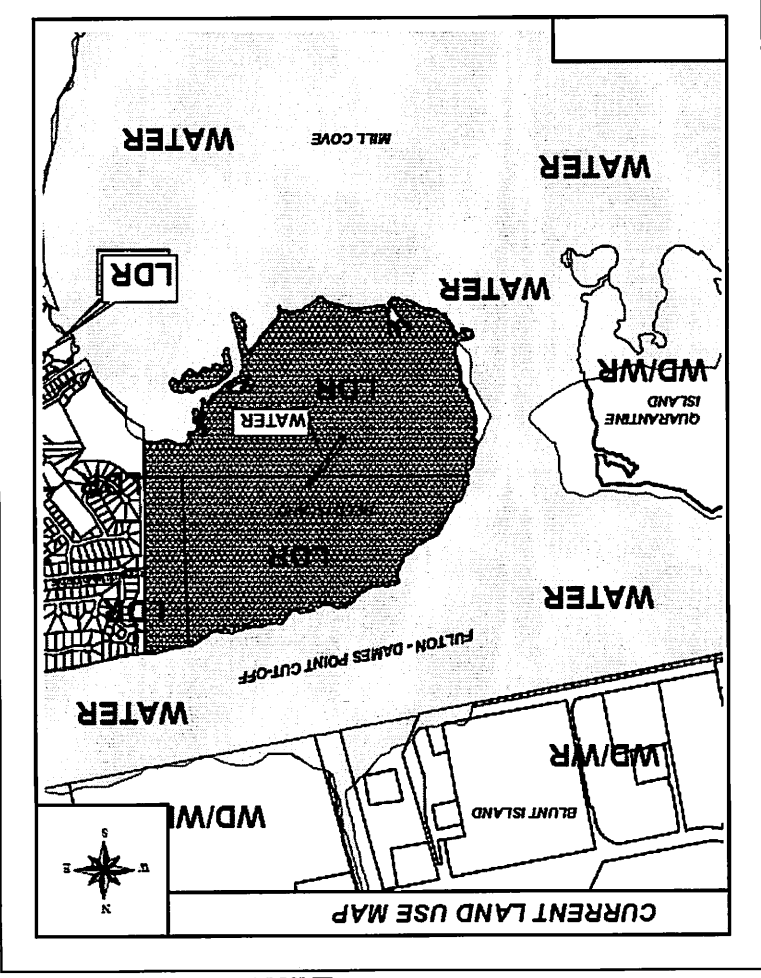
**DUAL MAPS**

**LARGE-SCALE LAND USE APPLICATION 2017A-001**



**Current Zoning Districts:** Public Buildings and Facilities-1 (PBF-1) and Rural Residential (RR-Acre)

**Requested Zoning District(s):** Planned Unit Development (PUD)



**Existing FLUM Land Use Categories:** Low Density Residential (LDR)

**Requested FLUM Land Use Category:** Public Buildings and Facilities (PBF)

## **ANALYSIS**

### **Background:**

The 262.22 acre amendment site is located west of the Beacon Hill and Harbour North neighborhoods which are located west of Ft. Caroline Road in the Arlington area. The site known as Reed Island is just south of Blount Island across the St. Johns River. The property is located in Council District 2, Planning District 2 and within the Greater Arlington/Beaches Vision Plan. The subject property is currently vacant but has historically been used for dredge material spoil.

The request is to amend the future land use category from Low Density Residential (LDR) to Public Buildings and Facilities (PBF) and to rezone from Rural Residential (RR-acre) and Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD) in order for the property to be used for a dredge material spoil site and recreational uses. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large scale future land use amendment.

Reed Island and Blount Island were created in 1951 when the U.S. Government altered the channel alignment of the St. Johns River and created the Fulton-Dames Point cutoff which removed three (3) critical bends and shortened the navigation distance by 1.9 miles. Reed Island was used as the dredge material spoil site for the river project (Case History of the St. Johns River and Jacksonville Harbor, Florida, ACOE Report). In 1967 JaxPort bought the southern 135.97 acres. In 1976 the City bought the northern 126.25 acres and it was allocated to the Parks Department. Based on research by the Department, public access is only available via water; the site does not have uplands access. The Parks Departments current management efforts have focused on invasive plant removal, namely Tamarix (aka Salt Cedar).

Reed Island is an inactive dredge material management area (DMMA). The property has only been used as a dredge material disposal site. The property has three (3) separate conservation easements totaling approximately 16.66 acres. There is also a JEA easement running north and south through the property for transmission lines which traverse the St. Johns River. The City property has also been used in the past for dredge material disposal.

Ordinance 2010-725-E and Florida Statutes section 189.02 established the Harbour Waterway Special District for the purpose of maintaining the systems of canals located in the Harbour, Harbour North, Harbour Cay and Harbour Island neighborhoods. There is an agreement for the sale of the JaxPort property to the Harbour Waterway Special District to allow the District to use the property as a dredge material disposal site only.

Most of the property is wetlands and is it located in the coastal high hazard area. Industrial sanctuary lands are located north across the river and to the west is another dredge material spoil island. The generalized adjacent land use categories and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	Water	Water	St. Johns River
South	Water	Water	Mill Cove waterway
East	LDR	RLD-90	Single Family homes
West	WDWR	PBF-1	Spoil Island

Attachment A – Land Utilization Map provides a detailed picture of the existing development pattern for the immediate area.

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Development Area.

### Impact Assessment:

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

### 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).

### Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 223,531 new daily external 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. However if there are any trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. Although the results of the traffic impact analysis indicate that the potential development of the site allowed by the PBF land use category could generate excessive traffic, the PUD will limit uses on the site to dredging of material disposal and recreational uses. The subject property has no immediate roadway access; therefore the site will have no traffic impacts.

### 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.

#### Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, 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. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

#### Historic Preservation Element

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

#### Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jax Executive Airport and the 500 foot Height and Hazard Zone for the Mayport Naval Air Station. Zoning will limit development to a maximum height of less than 150', 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 656.10051(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

#### Wetlands

A wetlands survey map has been prepared for the application site with the use of the City's GIS system and photogrammetric analysis. The wetlands survey map is included in this report as Attachment E. According to calculations from the analysis there are approximately 143.68 acres of wetlands present on the 262.22 acre land use amendment site. The

wetlands are part of a larger coastal marsh system adjacent to the St. Johns River and consisting of two types identified by the Florida Land Use Code Classification System (FLUCCS). The Saltwater Marshes, consisting of 123.75 acres, is located on the northwest and southern edge of the island peninsula and adjacent to the water and the Mixed Scrub-Shrub Wetland, consisting of 19.93 acres, is located adjacent to the saltwater marshes at higher elevations. Generally the saltwater marshes are at an elevation between 0 and 3 feet above mean sea level and the mixed scrub-shrub wetlands are located at a higher elevation. The Conservation/Coastal Management Element classifies Saltwater Marshes as Category I wetlands and the Mixed Scrub-Shrub Wetlands as Category II wetlands.

The entire saltwater marsh system of the application site is within the 100 year flood zone (AE) and the Coastal High Hazard Area (CHHA). Due to the wetlands association with the river, its flood attenuation, and its pollutant buffering capability, the "Category I" wetlands have an extremely high functional value.

The United States Department of Agriculture, Natural Resource Conservation Service Soil Survey classifies the saltwater marshes of the land use amendment site as "Tisonia mucky peat". The Tisonia series consists of nearly level; very poorly drained, organic soils formed from non-woody, halophytic plant remains underlain by fine textured sediments. They are found in tidal marshes subject to flooding from coastal storms and during high tide twice daily. The high water table is at or near the ground surface. The Mixed Scrub-Shrub Wetlands of the site appear to be created from disturbance and deposition materials. The soils are classified as Arents, nearly level and Aquic Quartzipsamments. These soils are created by depositions found on lower coastal plains. They are somewhat poorly drained and formed on sandy marine sediments and often contain shell fragments. The high water table for this area is influenced by the tide.

The applicant proposes to change the land use category from LDR to PBF. This will allow for the continued use of the property for a dredge material spoil site and for recreational uses. Any development of the site that impacts the wetlands areas must meet the requirements of Goal 4 and related objectives and policies of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan.

#### Conservation/Coastal Management Element

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland 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.

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 4.1.5 The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and  
ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the

development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.



- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which 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.
- (6) For Category II wetlands only, silvicultural uses are allowed, 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.

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

Approximately 29.3 acres of the City owned property and 97.2 acres of the JaxPort owned property are located within a Coastal High Hazard Area (CHHA). This area is also located in an AE Flood Zone but the dredge material spoil areas are not within the CHHA. The proposed amendment from LDR to PBF removes residential development potential while facilitating use of the site for dredge material disposal and recreational uses that are compatible with the CHHA designation. See Attachment F for a map of the CHHA.

### **Conservation/Coastal Management Element**

**Policy 7.3.7** All public lands within Coastal High Hazard Areas shall be designated for conservation purposes consistent with the Future Land Use Element's Conservation land use classification.

**Policy 7.3.12** The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments.

**Objective 7.4** Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

### **Flood Zone**

The site contains approximately 150.84 acres of the subject site is located within the AE Flood Zone and 8.92 acres of land is located in Flood Zone X (0.2% chance). The dredge material spoil site is not located within the flood zone. AE Flood hazard areas identified on the Flood Insurance Rate Map are identified as Special Flood Hazard Areas (SFHA). SFHAs are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also

referred to as the base flood or 100-year flood. SFHAs are labeled as "AE". Moderate flood hazard areas, are also shown on the map for the property (See Attachment G) as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance:

**Conservation /Coastal Management Element**

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

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

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

**Manatee Protection Plan Boat Facility Siting Zone**

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, the city owned property is located in the preferred development zone of the boat facility siting zone. The preferred zone means, from a manatee protection standpoint, there are no limitations on boat facilities constructed in this area. The Port property is located within the acceptable with conditions zone which would allow for development of 5 docks per 100 ft. of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

**Conservation Coastal Management Element**

Policy 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any District Plan, and any other special study or plan adopted by the City such as the Boat Facilities Siting Plan.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Dredge Spoil Site
Land Use Category	LDR	PBF
Development Standards For Impact Assessment	5 DU per acre	0.3 FAR
Development Potential	1,311 DU	3,426,691 sq. ft.
Population Potential	3487 people	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	150' Jax Executive and 500' Mayport Height Restriction	
Industrial Preservation Area		X
Cultural Resources	X High	X Low and medium
Archaeological Sensitivity	X high	X Low and medium
Historic District		X
Coastal High Hazard Area	X	
Ground Water Aquifer Recharge Area		X Discharge
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	223,531 new daily trips	
Water Provider	N/A	
Potential Water Impact	Decrease 27,1770 gallons per day	
Sewer Provider	N/A	
Potential Sewer Impact	Decrease 27,1770 gallons per day	
Potential Solid Waste Impact	Increase 4893.5 tons per year	
Drainage Basin/ Sub-Basin	St. Johns River	
Recreation and Parks	Ed Austin Regional Park	
Mass Transit	N/A	
<b>NATURAL FEATURES</b>		
Elevations	5 ft.	
Soils	68- Tisonia mucky peat, 6- Aquic Quartzsammets.	
Land Cover	5300- Reservoirs , 3200- upland shrub and brushland, 6420- Saltwater marshes , 7430- Spoil area , 6460- Mixed scrub-shrub wetland	
Flood Zone	Yes AE and 0.2% annual chance of flood hazard	
Wet Lands	Yes	
Wild Life	No	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on July 25, 2017, the required notices of public hearing signs were posted. Forty-three (43) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. Approximately 20 phone calls were received asking for clarification of the land use change. When the amendment was explained all callers had no issue with the application. The only concern was if trucks would be in the neighborhood. It was explained to the neighbors that there is no uplands access to the dredge site and so the dredge material would be transported by water.

The Citizen Information Workshop was held on July 31, 2017. Two citizens were in favor of the application and one just sought additional information.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

According to the Category Descriptions for the Suburban Development Areas of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

According to the category description of the FLUE, the Public Buildings and Facilities (PBF) future land use category is intended to accommodate major public use or community service activities. Principal uses include: all lawful government activities; public/private institutions; churches and places of worship; hospitals; major public utilities; nursing homes; group care homes; and homes for the aged or orphans. Secondary uses include recreation and open space; conservation areas; sanitary landfills; construction and demolition debris landfills and yard waste composting facilities. Additionally, pending Ordinance 2017-497 proposes a Comprehensive Plan text amendment to amend the PBF future land use category to add dredge material disposal to the list of principal uses.

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan:

### **Conservation Coastal Management Element**

**Policy 7.3.5** The City shall limit the expenditure of public funds in Coastal High Hazard Areas to the restoration or enhancement of natural resources and to the replacement and renewal of existing public facilities which may be expanded and improved.

Policy 7.3.7 All public lands within Coastal High Hazard Areas shall be designated for conservation purposes consistent with the Future Land Use Element's Conservation land use classification.

Policy 7.3.12 The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments.

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

The proposed amendment to PBF is intended to facilitate use of the subject property for its historical use as a dredge material disposal site and for conservation and recreational uses. Therefore, the proposed amendment is consistent with CCME Policies 7.3.5, 7.3.7, 7.3.12 and Objective 7.4. The companion PUD will further define appropriate uses of the subject property and the protection of environmentally sensitive wetlands areas consistent with the aforementioned policies as well as with CCME Goal 4 and Objective 4.1.

Research by the Planning and Development Departments research indicates that the City and JaxPort properties have no uplands access. The nearest road to the property is gated and is not a public roadway. To date no funding for recreational development has occurred due to the limited access to the site. Very limited public funds have been expended on the property. The only activity that has occurred on the property is invasive species management. The Park Department is working with the Army Corp of Engineers (ACOE) for invasive plant removal, namely Tamarix (aka Salt Cedar). Access to the property is coordinated with the adjacent landowner. This activity is consistent with Policy 7.3.5

### **Recreation and Open Space Element**

Policy 1.2.6 In accordance with Section 122.408, Ordinance Code, City of Jacksonville, no parklands, park facilities or other recreational or park related land or space shall be converted to another use or sold by the City unless it is replaced with new park facilities, land or space of equal or greater size or value.

The proposed amendment to PBF is consistent with ROS Policy 1.2.6 in that the PBF land use category allows for all lawful government activities including conservation and recreational/park development and use. The companion PUD will define the permitted uses of the property consistent with this policy. In addition the site has historically been used as a dredge material disposal site.

### **Future Land Use Element**

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.

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

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Policy 4.1.10 The City hereby incorporates Map L-5 that depicts Salt Water Marshes, Riverine/Estuarine Wetlands and All Other Wetlands. Notwithstanding the permitted land uses according to the Future Land Use Map series (FLUMs), the permitted land uses within such areas shall be limited to the permitted land uses and associated standards of Objectives 4.1, 4.2, 4.3 and 5.1 and related policies of the Conservation/Coastal Management Element.

Policy 7.1.1 The Planning and Development Department shall consider the land use impact on the St. Johns River and its tributaries by reviewing the future land use designation and land development regulations of those properties that are contiguous with and immediately adjacent to a water body. The following concerns will be considered for those properties:

- Wetlands
- Impervious surface potential
- Coastal High Hazard Area (CHHA)
- Septic Tank Failure Areas
- Environmentally Sensitive Areas
- Flood zones
- Aquifer recharge zones
- Wellhead protection areas

Due to the high functional value of the Category I wetlands on the site, regardless of the permitted uses, there are limitations on the use of the property in the salt water marshes area. The companion PUD will limit uses of the property in a manner consistent with the Category I wetland uses as called for in Policy 4.1.10. CCME objectives referred to by Policy 4.1.10 call for the City to protect and conserve the natural functions of its existing wetlands, maintain management and protection strategies, and regulate land development activities. Therefore the land use amendment is consistent with Goal 1 and Policies 1.1.12, 4.1.10 and 7.1.1.

The Planning Department considered the impact of the existing land use category of LDR on the amendment site in contrast to the proposed PBF land use category. The environmental concerns of the wetlands, CHHA and flood zones are not conducive to low density residential development and do not allow for continued use of the property for dredge material spoil. PBF is an appropriate land use category for the City park lands. The PUD will limit the proposed uses on the property to certain uses currently allowed in the PBF category. In addition, concurrently with this large scale land use amendment is a Comprehensive Plan text amendment to revise the Public Buildings, and Facilities (PBF) land use category to add dredge spoil material disposal to the list of principal uses. The PUD, which will limit the types of uses allowed, will help protect the adjacent neighborhood from potential negative impacts therefore being consistent with Goal 1 and Policies 1.1.12 and 3.1.3.

### **JaxPort Master Plan March 2009**

Objective 3.3 *JAXPORT* shall provide dredge spoil areas for public dredging projects in the lower St. Johns River located in Duval County, Florida and administer a dredged materials management program.

JaxPort is selling a portion of the property to the Harbour Waterway Special District for the purpose of maintaining the system of canals located in the Harbour, Harbour North, Harbour Cay and Harbour Island neighborhoods. The Waterway Special District will seek permits to use the existing inactive dredge material management area (DMMA). By providing this site for the District waterways dredge material, JaxPort can preserve the use of other DMMA's for river dredging.

### **Vision Plan**

The subject property is located within the boundaries of the Greater Arlington-Beaches Vision Plan. The site is identified as a target area for a new park with water access. The plan also states that land use changes can have a major effect on a neighborhood, creating impacts on important aspects such as neighborhood stability. The plan suggests using land use and zoning regulations that protect residential areas from incompatible uses and to ensure that non-residential uses are compatible with and do not degrade the neighborhood environment. The companion PUD will limit uses within the property and therefore the proposed amendment is compatible with the Vision Plan.

### **Strategic Regional Policy Plan**

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

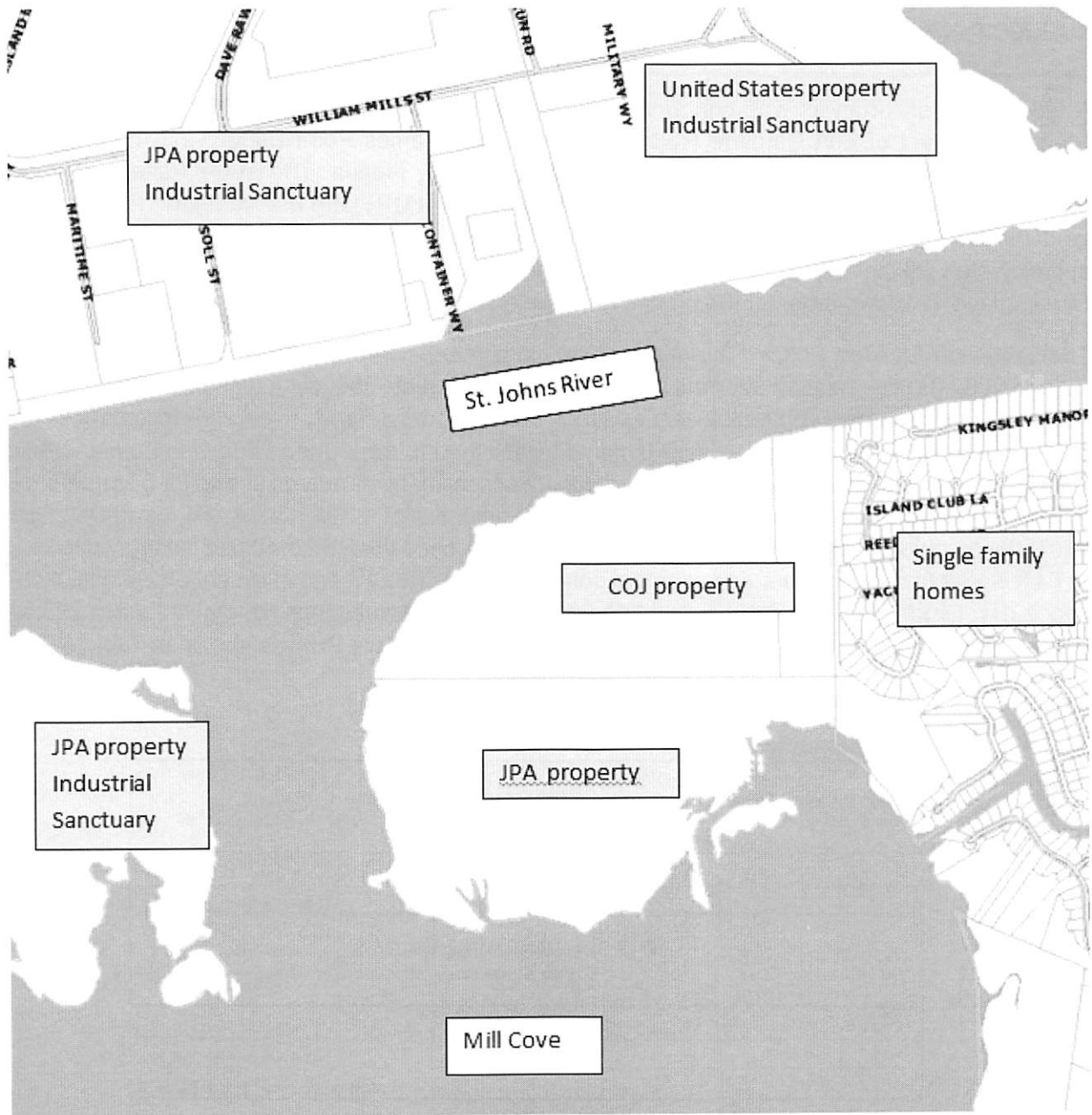
## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its **consistency** with the 2030 Comprehensive Plan and the Strategic Regional Plan.



# ATTACHMENT A

## Existing Land Utilization:



# ATTACHMENT B

## Traffic Analysis:

**SUBJECT:** Transportation Review: Land Use Amendment 2017A-001

A trip generation analysis was conducted for Land Use Amendment 2017A-001, located in Reed Island, northwest of Fort Caroline Road and east of the Dames Point Bridge/I-295 East Beltway Road in the Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Public Building Facilities (PBF) office/institutional uses on approximately 262.22 +/- acres. A rezoning application is also submitted to allow for Planned Unit Development (PUD) in order for the property to be used as a dredge material spoil site.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 1,311 homes (ITE Land Use Code 210) which could generate 12,671 net daily trips. The proposed the PBF land use category allows for .3 FAR per acre resulting in a development potential 3,426,691 SF of government office/institutional space (ITE Land Use Code 730), generating 236,202 daily vehicular trips. This will result in 223,531 net new daily vehicular trips if the land use is amended from LDR to PBF, as shown in Table A.

**Table A**  
**Trip Generation Estimation**


Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	1,311 Dws	T = 9.52 (X)	12,671	0.00%	12,671
<b>Total Section 1</b>						<b>12,671</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
PBF	730	3,426,691 SF	T = 68.93 (X)/1000	236,202	0.00%	236,202
<b>Total Section 2</b>						<b>236,202</b>
<b>Net New Daily Trips</b>						<b>223,531</b>

*Source: Trip Generation Manual, 9th Edition, Institute of Engineers*

Although the results of the traffic impact analysis indicate that the potential development of the site allowed by the PBF land use category could generate excessive traffic, the PUD will limit uses on the site to dredging of material disposal and recreational uses. The subject property has no immediate roadway access; therefore the site will have no traffic impacts.

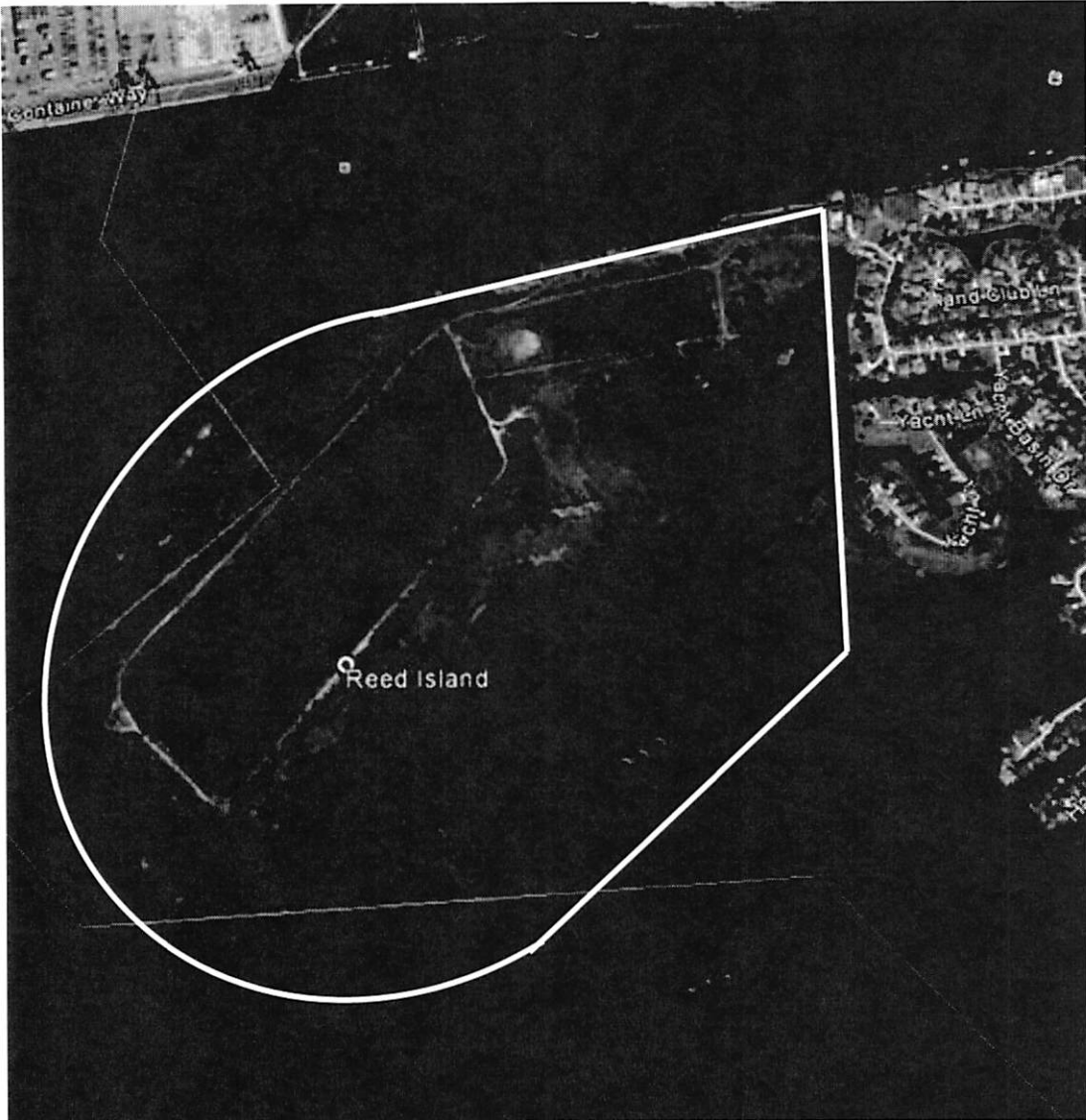
# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
Date Submitted:	6/19/17	Date Staff Report is Available to Public:	8-11-2017
Land Use Transmittal Ordinance #:	2017-496	Planning Commission's LPA Public Hearing:	8-17-2017
JPDD Application #:	2017A-001	1st City Council Public Hearing:	8-22-2017
Assigned Planner:	Jody McDaniel	LUZ Committee's Public Hearing:	9-6-2017
		2nd City Council Public Hearing:	9-12-2017
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> CITY OF JACKSONVILLE 214 NORTH HOGAN STREET, SUITE 300 JACKSONVILLE, FL 32202  Ph: (904) 255-7800 Fax: (904) 255-7882 Email: COMMUNITYPLANNING@COJ.NET		<b>Owner Information:</b> JACKSONVILLE PORT AUTHORITY 2831 TALLEYRAND AVENUE JACKSONVILLE, FL 32206  CITY OF JACKSONVILLE 117 W. DUVAL STREET JACKSONVILLE, FL 32202	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
Acreage: 262.22 Real Estate #(s): 160258 0000, 160258 0010 and 160259 0000		General Location: REED ISLAND NORTH OF MILL COVE	
Planning District: 2 Council District: 2 Development Area: SUBURBAN AREA Between Streets/Major Features: WEST OF REED ISLAND DRIVE and WEST OF YACHT LANE		Address: 0 ASHLEY MANOR WAY W 0 REED ISLAND DRIVE	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
Current Utilization of Property: VACANT			
Current Land Use Category/Categories and Acreage: LDR 262.22			
Requested Land Use Category: PBF		Surrounding Land Use Categories: LDR	
Justification for Land Use Amendment: IN ORDER FOR THE PORT TO SELL THE PROPERTY AND FOR THE SITE TO BE USED AS A DREDGE SPOIL SITE.			
<b><u>UTILITIES</u></b>			
Potable Water: N/A		Sanitary Sewer N/A	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
Current Zoning District(s) and Acreage: PBF-1 103.93 RR-Acre 158.29			
Requested Zoning District: PUD			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

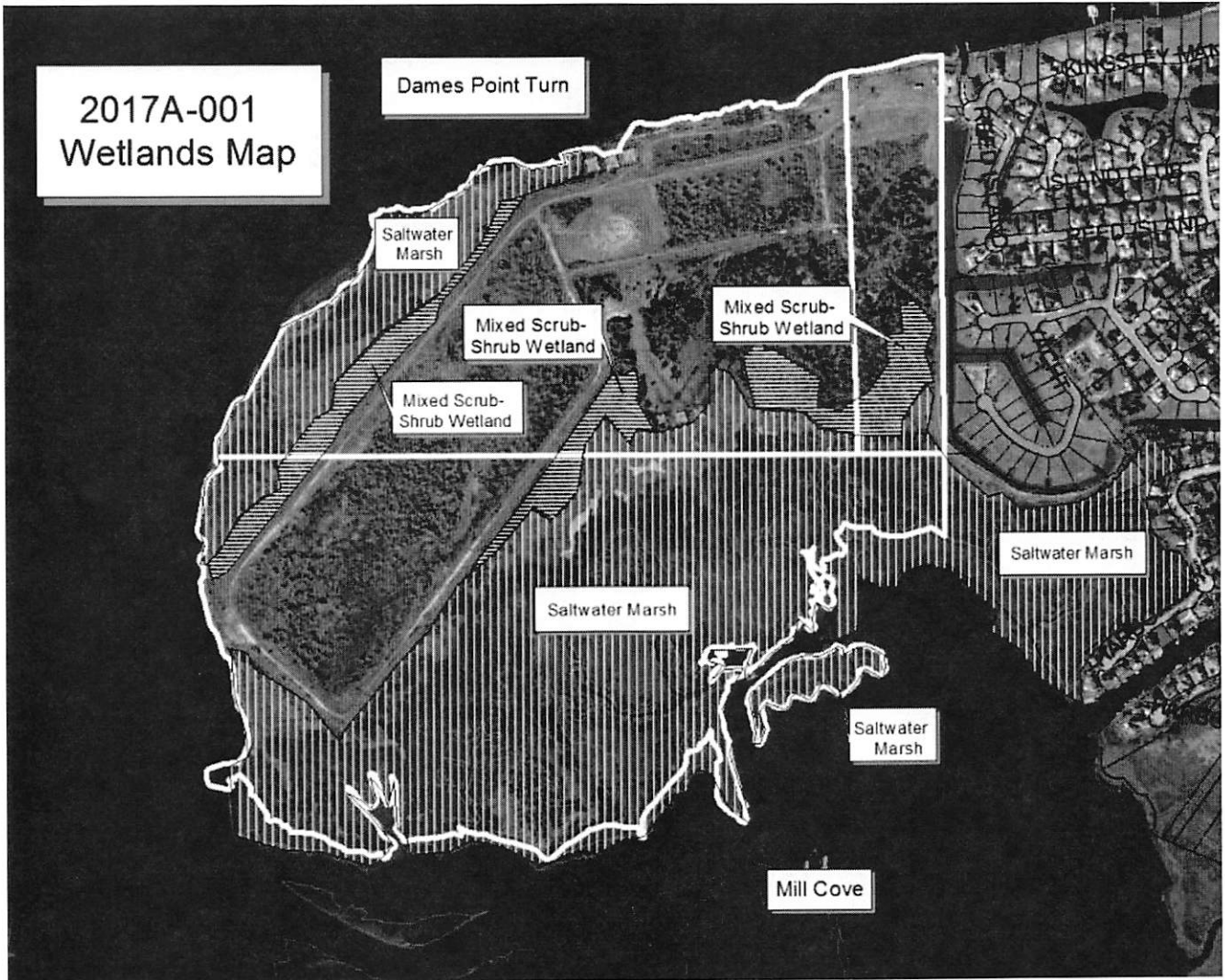
# ATTACHMENT D

Aerial:



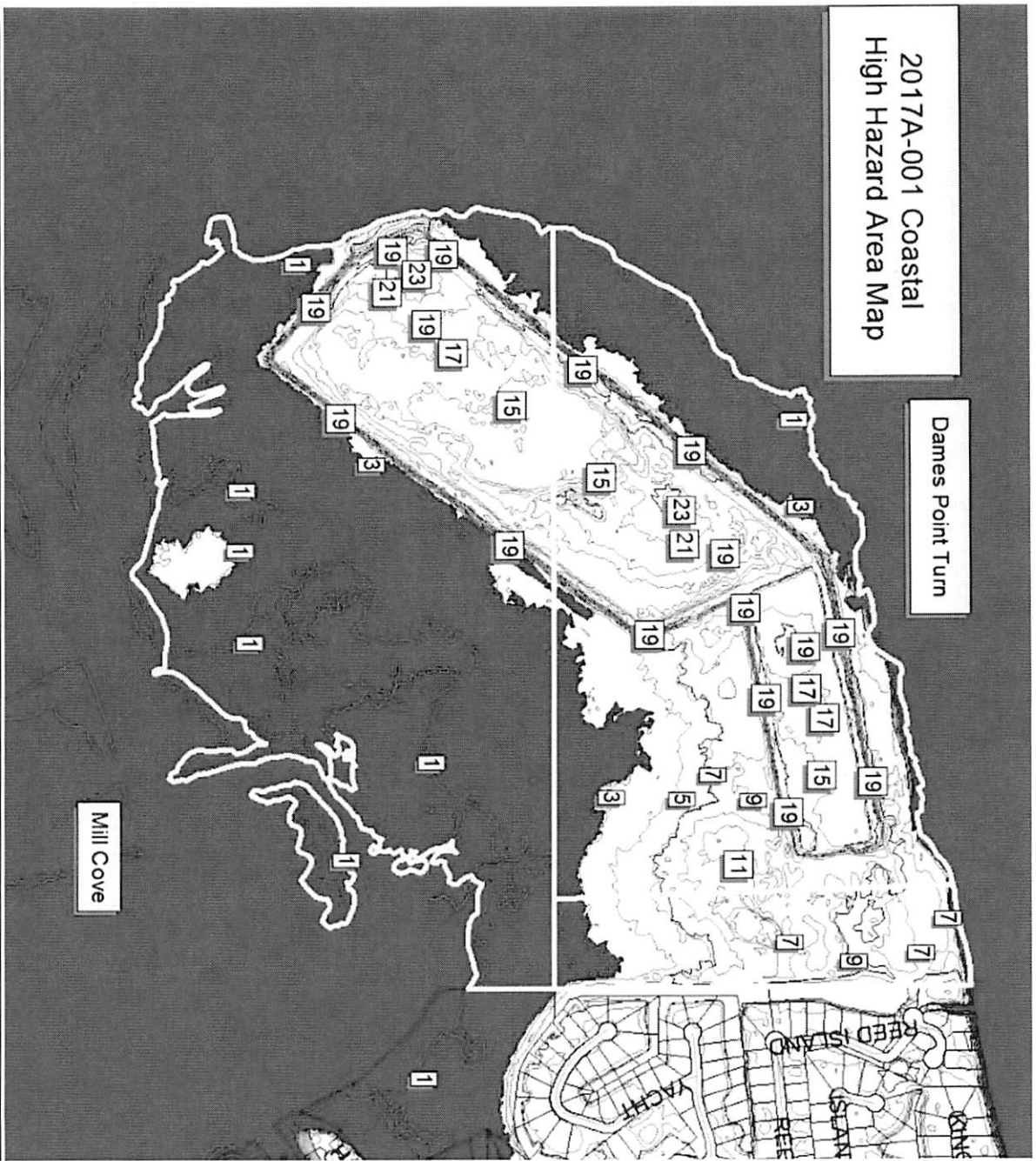
# ATTACHMENT E

## Wetlands Map:



# ATTACHMENT F

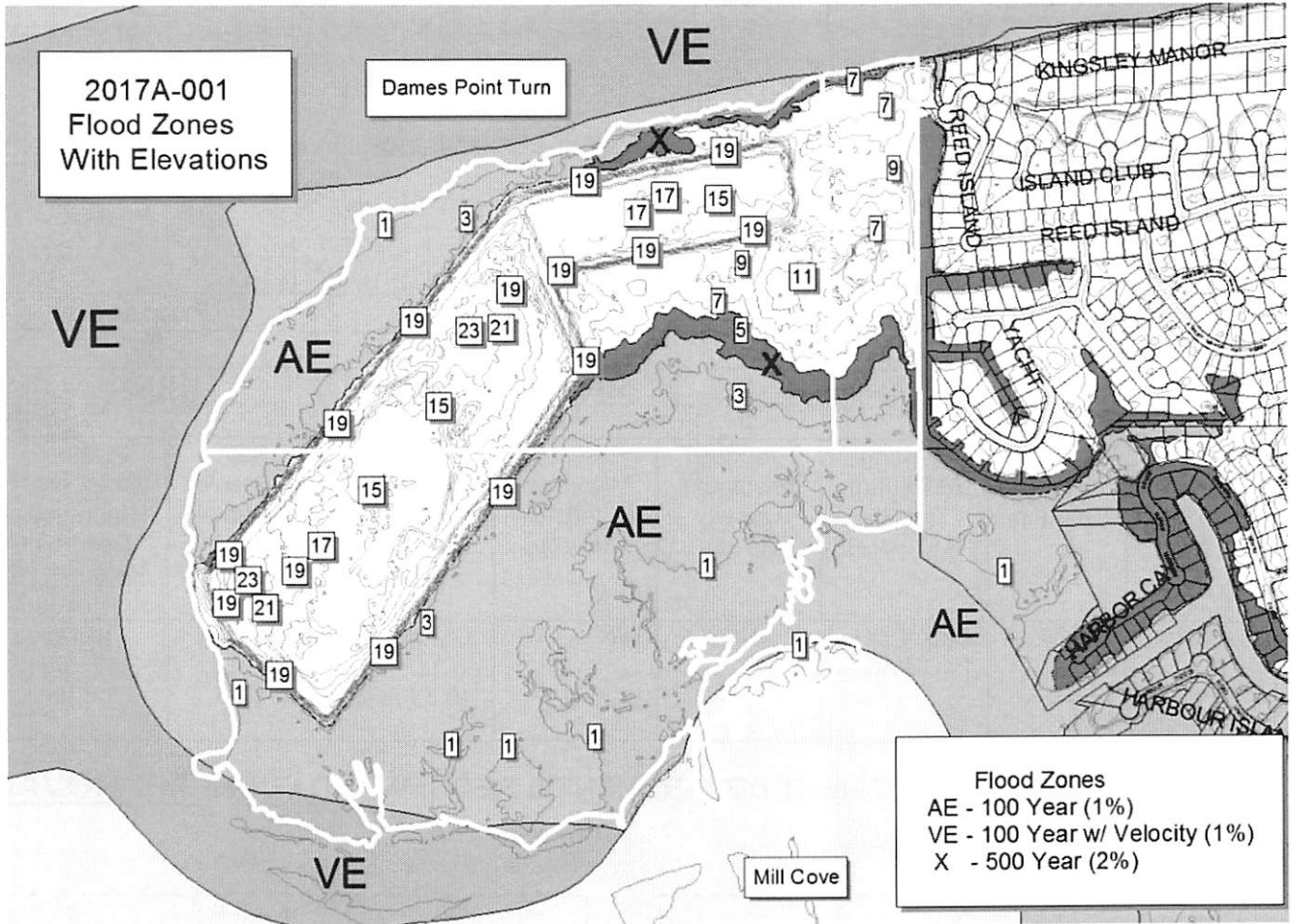
CHHA Map:





# ATTACHMENT G

## Flood Zone Map:





**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**

**OVERVIEW**

**ORDINANCE: 2017-798**

**APPLICATION: 2017A-001-2-2**

**APPLICANT: CITY OF JACKSONVILLE**

**PROPERTY LOCATION: 0 Ashley Manor Way W. and 0 Reed Island Drive**

**Acreage: 262.22**

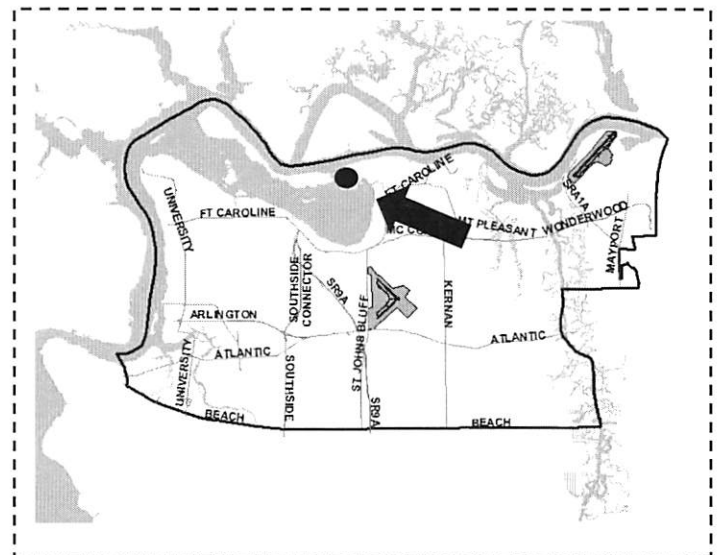
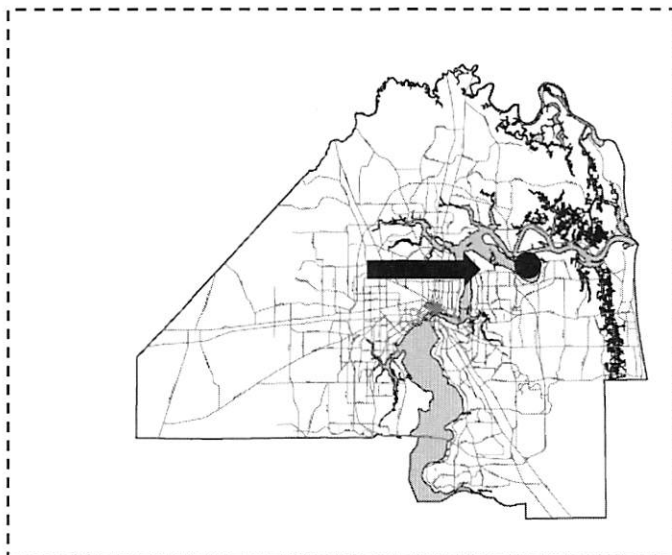
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>LDR</b>	<b>PBF</b>
<b>ZONING</b>	<b>RR-Acre and PBF-1</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	PBF	1311 DU (5 DU/Acre)	N/A	N/A	3,426,691 sq. ft. (0.3 FAR)	Decrease 1311 DU	Increase 3,426,691 sq. ft.

**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

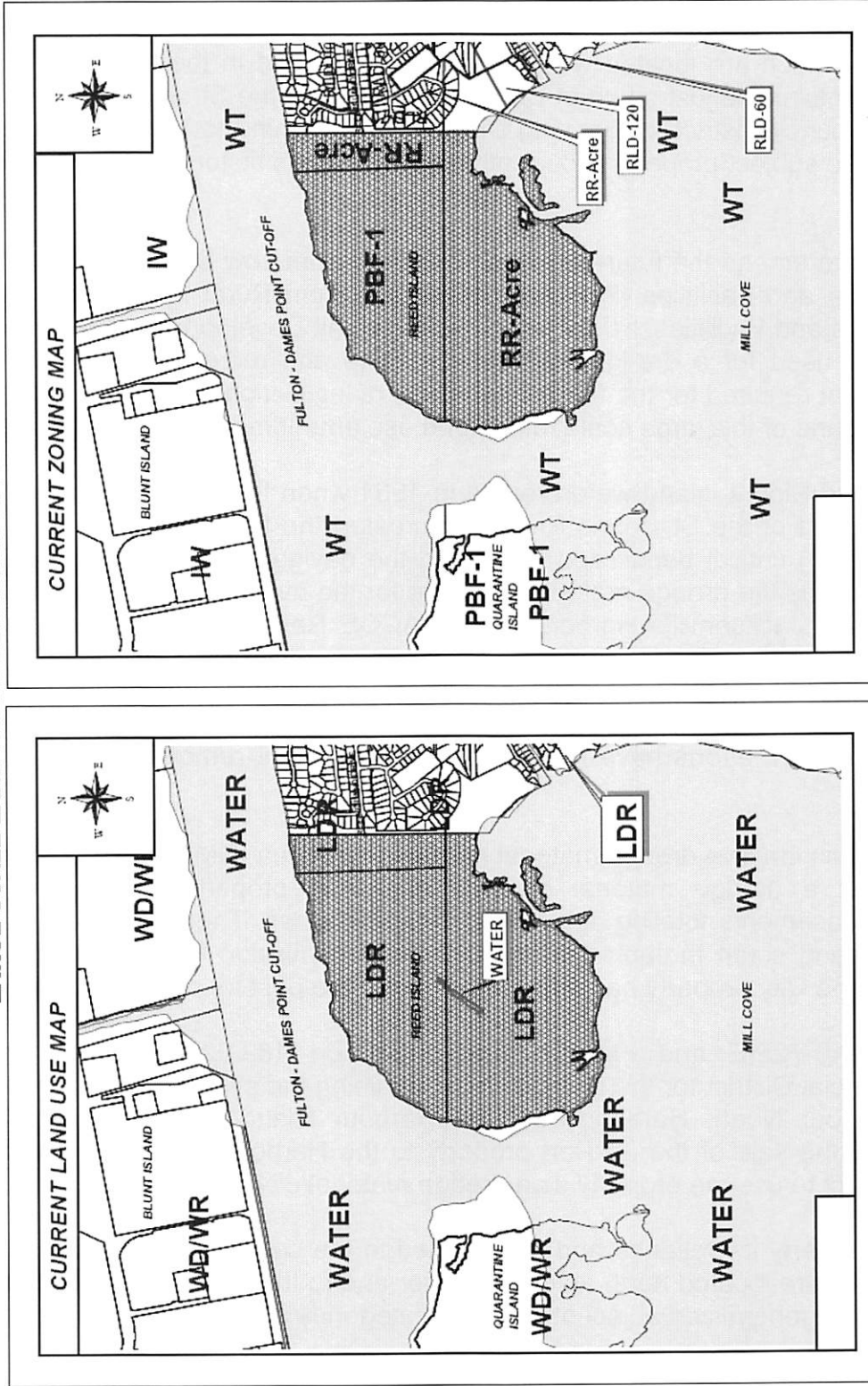
**LOCATION MAPS:**





# DUAL MAPS

## LARGE-SCALE LAND USE APPLICATION 2017A-001



Current Zoning District(s): Public Buildings and Facilities- 1 (PBF-1) and Rural Residential (RR-Acre)

Requested Zoning District(s): Planned Unit Development (PUD)

Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Public Buildings and Facilities (PBF)

# ANALYSIS

## Background:

The 262.22 acre amendment site is located west of the Beacon Hill and Harbour North neighborhoods which are located west of Ft. Caroline Road in the Arlington area. The site known as Reed Island is just south of Blount Island across the St. Johns River. The property is located in Council District 2, Planning District 2 and within the Greater Arlington/Beaches Vision Plan. The subject property is currently vacant but has historically been used for dredge material spoil.

The request is to amend the future land use category from Low Density Residential (LDR) to Public Buildings and Facilities (PBF) and to rezone from Rural Residential (RR-acre) and Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD) in order for the property to be used for a dredge material spoil site and recreational uses. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large scale future land use amendment.

Reed Island and Blount Island were created in 1951 when the U.S. Government altered the channel alignment of the St. Johns River and created the Fulton-Dames Point cutoff which removed three (3) critical bends and shortened the navigation distance by 1.9 miles. Reed Island was used as the dredge material spoil site for the river project (Case History of the St. Johns River and Jacksonville Harbor, Florida, ACOE Report). In 1967 JaxPort bought the southern 135.97 acres. In 1976 the City bought the northern 126.25 acres and it was allocated to the Parks Department. Based on research by the Department, public access is only available via water; the site does not have uplands access. The Parks Departments current management efforts have focused on invasive plant removal, namely Tamarix (aka Salt Cedar).

Reed Island is an inactive dredge material management area (DMMA). The property has only been used as a dredge material disposal site. The property has three (3) separate conservation easements totaling approximately 16.66 acres. There is also a JEA easement running north and south through the property for transmission lines which traverse the St. Johns River. The City property has also been used in the past for dredge material disposal.

Ordinance 2010-725-E and Florida Statutes section 189.02 established the Harbour Waterway Special District for the purpose of maintaining the systems of canals located in the Harbour, Harbour North, Harbour Cay and Harbour Island neighborhoods. There is an agreement for the sale of the JaxPort property to the Harbour Waterway Special District to allow the District to use the property as a dredge material disposal site only.

Most of the property is wetlands and is it located in the coastal high hazard area. Industrial sanctuary lands are located north across the river and to the west is another dredge material spoil island. The generalized adjacent land use categories and zoning are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	Water	Water	St. Johns River
South	Water	Water	Mill Cove waterway
East	LDR	RLD-90	Single Family homes
West	WDWR	PBF-1	Spoil Island

Attachment A – Land Utilization Map provides a detailed picture of the existing development pattern for the immediate area.

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted. According to the Development Areas Map in the Future Land Use Element, the site is located within the Urban Development Area.

### Impact Assessment:

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

### 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).

### Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 223,531 new daily external 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. However if there are any trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. Although the results of the traffic impact analysis indicate that the potential development of the site allowed by the PBF land use category could generate excessive traffic, the PUD will limit uses on the site to dredging of material disposal and recreational uses. The subject property has no immediate roadway access; therefore the site will have no traffic impacts.

### 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.

#### Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, 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. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

#### Historic Preservation Element

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

#### Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jax Executive Airport and the 500 foot Height and Hazard Zone for the Mayport Naval Air Station. Zoning will limit development to a maximum height of less than 150', 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 656.10051(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

#### Wetlands

A wetlands survey map has been prepared for the application site with the use of the City's GIS system and photogrammetric analysis. The wetlands survey map is included in this report as Attachment E. According to calculations from the analysis there are approximately 143.68 acres of wetlands present on the 262.22 acre land use amendment site. The

wetlands are part of a larger coastal marsh system adjacent to the St. Johns River and consisting of two types identified by the Florida Land Use Code Classification System (FLUCCS). The Saltwater Marshes, consisting of 123.75 acres, is located on the northwest and southern edge of the island peninsula and adjacent to the water and the Mixed Scrub-Shrub Wetland, consisting of 19.93 acres, is located adjacent to the saltwater marshes at higher elevations. Generally the saltwater marshes are at an elevation between 0 and 3 feet above mean sea level and the mixed scrub-shrub wetlands are located at a higher elevation. The Conservation/Coastal Management Element classifies Saltwater Marshes as Category I wetlands and the Mixed Scrub-Shrub Wetlands as Category II wetlands.

The entire saltwater marsh system of the application site is within the 100 year flood zone (AE) and the Coastal High Hazard Area (CHHA). Due to the wetlands association with the river, its flood attenuation, and its pollutant buffering capability, the "Category I" wetlands have an extremely high functional value.

The United States Department of Agriculture, Natural Resource Conservation Service Soil Survey classifies the saltwater marshes of the land use amendment site as "Tisonia mucky peat". The Tisonia series consists of nearly level; very poorly drained, organic soils formed from non-woody, halophytic plant remains underlain by fine textured sediments. They are found in tidal marshes subject to flooding from coastal storms and during high tide twice daily. The high water table is at or near the ground surface. The Mixed Scrub-Shrub Wetlands of the site appear to be created from disturbance and deposition materials. The soils are classified as Arents, nearly level and Aquic Quartzipsamments. These soils are created by depositions found on lower coastal plains. They are somewhat poorly drained and formed on sandy marine sediments and often contain shell fragments. The high water table for this area is influenced by the tide.

The applicant proposes to change the land use category from LDR to PBF. This will allow for the continued use of the property for a dredge material spoil site and for recreational uses. Any development of the site that impacts the wetlands areas must meet the requirements of Goal 4 and related objectives and policies of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan.

**Conservation/Coastal Management Element**

**Goal 4** To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland 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.

**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 4.1.5 The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the

development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which 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.
- (6) For Category II wetlands only, silvicultural uses are allowed, 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.

**Coastal High Hazard Area (CHHA)**

Approximately 29.3 acres of the City owned property and 97.2 acres of the JaxPort owned property are located within a Coastal High Hazard Area (CHHA). This area is also located in an AE Flood Zone but the dredge material spoil areas are not within the CHHA. The proposed amendment from LDR to PBF removes residential development potential while facilitating use of the site for dredge material disposal and recreational uses that are compatible with the CHHA designation. See Attachment F for a map of the CHHA.

**Conservation/Coastal Management Element**

Policy 7.3.7 All public lands within Coastal High Hazard Areas shall be designated for conservation purposes consistent with the Future Land Use Element's Conservation land use classification.

Policy 7.3.12 The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments.

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

**Flood Zone**

The site contains approximately 150.84 acres of the subject site is located within the AE Flood Zone and 8.92 acres of land is located in Flood Zone X (0.2% chance). The dredge material spoil site is not located within the flood zone. AE Flood hazard areas identified on the Flood Insurance Rate Map are identified as Special Flood Hazard Areas (SFHA). SFHAs are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also



referred to as the base flood or 100-year flood. SFHAs are labeled as "AE". Moderate flood hazard areas, are also shown on the map for the property (See Attachment G) as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance:

**Conservation /Coastal Management Element**

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

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

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

**Manatee Protection Plan Boat Facility Siting Zone**

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, the city owned property is located in the preferred development zone of the boat facility siting zone. The preferred zone means, from a manatee protection standpoint, there are no limitations on boat facilities constructed in this area. The Port property is located within the acceptable with conditions zone which would allow for development of 5 docks per 100 ft. of shoreline owned. Permits must be approved by the Florida Department of Environmental Protection and the St. Johns River Water Management District.

**Conservation Coastal Management Element**

Policy 10.1.1 The location of future boat facilities shall be consistent with the recommendations within the Future Land Use Element and the Recreation and Open Space Element of the 2030 Comprehensive Plan, as well as any District Plan, and any other special study or plan adopted by the City such as the Boat Facilities Siting Plan.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Dredge Spoil Site
Land Use Category	LDR	PBF
Development Standards For Impact Assessment	5 DU per acre	0.3 FAR
Development Potential	1,311 DU	3,426,691 sq. ft.
Population Potential	3487 people	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	150' Jax Executive and 500' Maxport Height Restriction	
Industrial Preservation Area		X
Cultural Resources	X High	X Low and medium
Archaeological Sensitivity	X high	X Low and medium
Historic District		X
Coastal High Hazard Area	X	
Ground Water Aquifer Recharge Area		X Discharge
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	223,531 new daily trips	
Water Provider	N/A	
Potential Water Impact	Decrease 27,1770 gallons per day	
Sewer Provider	N/A	
Potential Sewer Impact	Decrease 27,1770 gallons per day	
Potential Solid Waste Impact	Increase 4893.5 tons per year	
Drainage Basin/ Sub-Basin	St. Johns River	
Recreation and Parks	Ed Austin Regional Park	
Mass Transit	N/A	
<b>NATURAL FEATURES</b>		
Elevations	5 ft.	
Soils	68- Tisonia mucky peat, 6- Aquic Quartzsammets	
Land Cover	5300- Reservoirs, 3200- upland shrub and brushland, 6420- Saltwater marshes, 7430- Spoil area, 6460- Mixed scrub shrub wetland	
Flood Zone	Yes AE and 0.2% annual chance of flood hazard	
Wet Lands	Yes	
Wild Life	No	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on July 25, 2017, the required notices of public hearing signs were posted. Forty-three (43) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. Approximately 20 phone calls were received asking for clarification of the land use change. When the amendment was explained all callers had no issue with the application. The only concern was if trucks would be in the neighborhood. It was explained to the neighbors that there is no uplands access to the dredge site and so the dredge material would be transported by water.

The Citizen Information Workshop was held on July 31, 2017. Two citizens were in favor of the application and one just sought additional information.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

According to the Category Descriptions for the Suburban Development Areas of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

According to the category description of the FLUE, the Public Buildings and Facilities (PBF) future land use category is intended to accommodate major public use or community service activities. Principal uses include: all lawful government activities; public/private institutions; churches and places of worship; hospitals; major public utilities; nursing homes; group care homes; and homes for the aged or orphans. Secondary uses include recreation and open space; conservation areas; sanitary landfills; construction and demolition debris landfills and yard waste composting facilities. Additionally, pending Ordinance 2017-497 proposes a Comprehensive Plan text amendment to amend the PBF future land use category to add dredge material disposal to the list of principal uses.

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan:

### **Conservation Coastal Management Element**

**Policy 7.3.5** The City shall limit the expenditure of public funds in Coastal High Hazard Areas to the restoration or enhancement of natural resources and to the replacement and renewal of existing public facilities which may be expanded and improved.

Policy 7.3.7 All public lands within Coastal High Hazard Areas shall be designated for conservation purposes consistent with the Future Land Use Element's Conservation land use classification.

Policy 7.3.12 The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments.

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA, and mitigate the impact of natural hazards in the area.

The proposed amendment to PBF is intended to facilitate use of the subject property for its historical use as a dredge material disposal site and for conservation and recreational uses. Therefore, the proposed amendment is consistent with CCME Policies 7.3.5, 7.3.7, 7.3.12 and Objective 7.4. The companion PUD will further define appropriate uses of the subject property and the protection of environmentally sensitive wetlands areas consistent with the aforementioned policies as well as with CCME Goal 4 and Objective 4.1.

Research by the Planning and Development Departments research indicates that the City and JaxPort properties have no uplands access. The nearest road to the property is gated and is not a public roadway. To date no funding for recreational development has occurred due to the limited access to the site. Very limited public funds have been expended on the property. The only activity that has occurred on the property is invasive species management. The Park Department is working with the Army Corp of Engineers (ACOE) for invasive plant removal, namely Tamarix (aka Salt Cedar). Access to the property is coordinated with the adjacent landowner. This activity is consistent with Policy 7.3.5

### **Recreation and Open Space Element**

Policy 1.2.6 In accordance with Section 122.408, Ordinance Code, City of Jacksonville, no parklands, park facilities or other recreational or park related land or space shall be converted to another use or sold by the City unless it is replaced with new park facilities, land or space of equal or greater size or value.

The proposed amendment to PBF is consistent with ROS Policy 1.2.6 in that the PBF land use category allows for all lawful government activities including conservation and recreational/park development and use. The companion PUD will define the permitted uses of the property consistent with this policy. In addition the site has historically been used as a dredge material disposal site.

### **Future Land Use Element**

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.

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

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Policy 4.1.10 The City hereby incorporates Map L-5 that depicts Salt Water Marshes, Riverine/Estuarine Wetlands and All Other Wetlands. Notwithstanding the permitted land uses according to the Future Land Use Map series (FLUMs), the permitted land uses within such areas shall be limited to the permitted land uses and associated standards of Objectives 4.1, 4.2, 4.3 and 5.1 and related policies of the Conservation/Coastal Management Element.

Policy 7.1.1 The Planning and Development Department shall consider the land use impact on the St. Johns River and its tributaries by reviewing the future land use designation and land development regulations of those properties that are contiguous with and immediately adjacent to a water body. The following concerns will be considered for those properties:

- Wetlands
- Impervious surface potential
- Coastal High Hazard Area (CHHA)
- Septic Tank Failure Areas
- Environmentally Sensitive Areas
- Flood zones
- Aquifer recharge zones
- Wellhead protection areas

Due to the high functional value of the Category I wetlands on the site, regardless of the permitted uses, there are limitations on the use of the property in the salt water marshes area. The companion PUD will limit uses of the property in a manner consistent with the Category I wetland uses as called for in Policy 4.1.10. CCME objectives referred to by Policy 4.1.10 call for the City to protect and conserve the natural functions of its existing wetlands, maintain management and protection strategies, and regulate land development activities. Therefore the land use amendment is consistent with Goal 1 and Policies 1.1.12, 4.1.10 and 7.1.1.

The Planning Department considered the impact of the existing land use category of LDR on the amendment site in contrast to the proposed PBF land use category. The environmental concerns of the wetlands, CHHA and flood zones are not conducive to low density residential development and do not allow for continued use of the property for dredge material spoil. PBF is an appropriate land use category for the City park lands. The PUD will limit the proposed uses on the property to certain uses currently allowed in the PBF category. In addition, concurrently with this large scale land use amendment is a Comprehensive Plan text amendment to revise the Public Buildings, and Facilities (PBF) land use category to add dredge spoil material disposal to the list of principal uses. The PUD, which will limit the types of uses allowed, will help protect the adjacent neighborhood from potential negative impacts therefore being consistent with Goal 1 and Policies 1.1.12 and 3.1.3.

### **JaxPort Master Plan March 2009**

Objective 3.3 *JAXPORT* shall provide dredge spoil areas for public dredging projects in the lower St. Johns River located in Duval County, Florida and administer a dredged materials management program.

JaxPort is selling a portion of the property to the Harbour Waterway Special District for the purpose of maintaining the system of canals located in the Harbour, Harbour North, Harbour Cay and Harbour Island neighborhoods. The Waterway Special District will seek permits to use the existing inactive dredge material management area (DMMA). By providing this site for the District waterways dredge material, JaxPort can preserve the use of other DMMA's for river dredging.

### **Vision Plan**

The subject property is located within the boundaries of the Greater Arlington-Beaches Vision Plan. The site is identified as a target area for a new park with water access. The plan also states that land use changes can have a major effect on a neighborhood, creating impacts on important aspects such as neighborhood stability. The plan suggests using land use and zoning regulations that protect residential areas from incompatible uses and to ensure that non-residential uses are compatible with and do not degrade the neighborhood environment. The companion PUD will limit uses within the property and therefore the proposed amendment is compatible with the Vision Plan.

### **Strategic Regional Policy Plan**

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

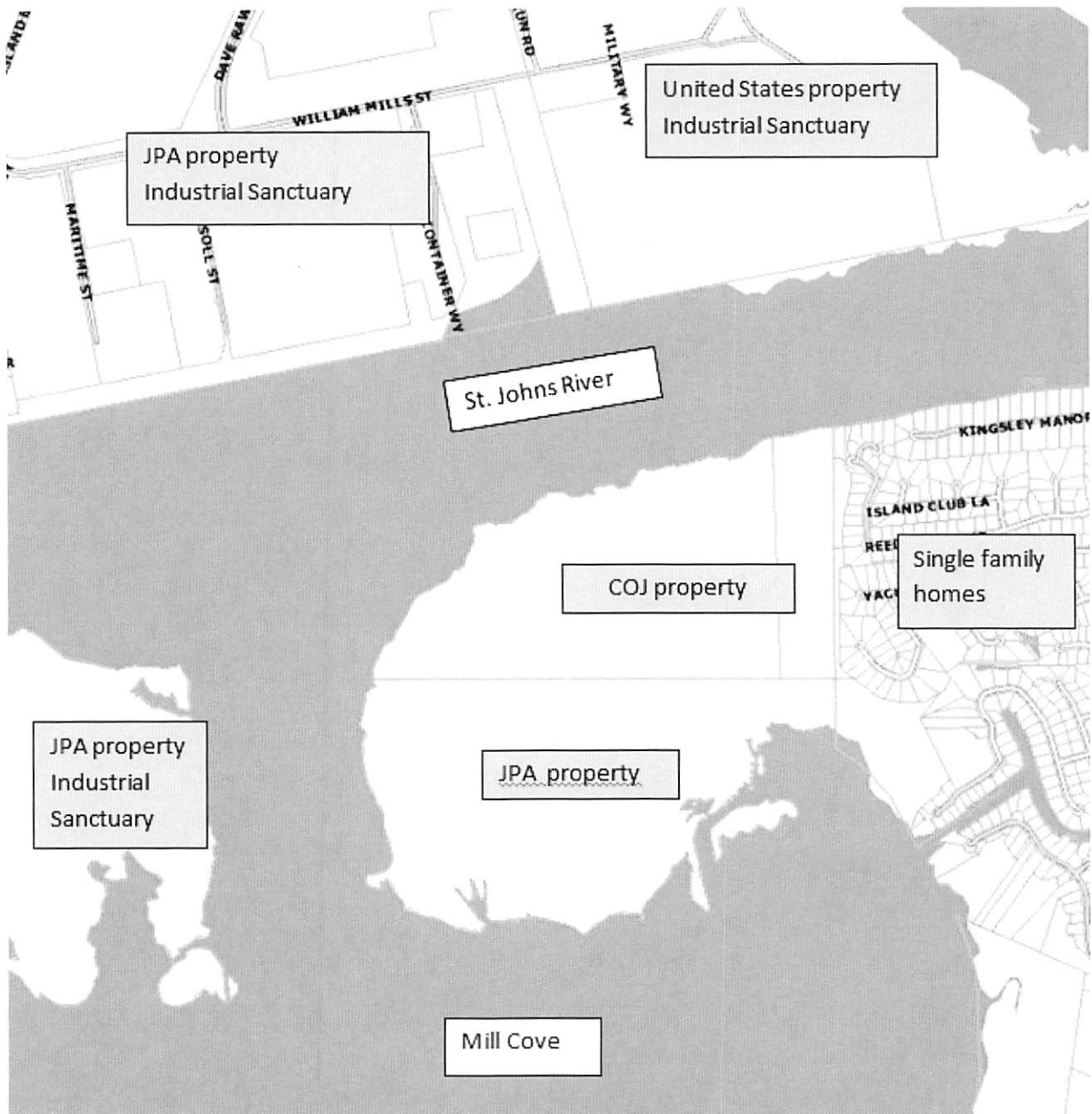
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its **consistency** with the 2030 Comprehensive Plan and the Strategic Regional Plan.

# ATTACHMENT A

## Existing Land Utilization:





# ATTACHMENT B

## Traffic Analysis:

**SUBJECT:** Transportation Review: Land Use Amendment 2017A-001

A trip generation analysis was conducted for Land Use Amendment 2017A-001, located in Reed Island, northwest of Fort Caroline Road and east of the Dames Point Bridge/I-295 East Beltway Road in the Suburban Development Area of Jacksonville, Florida. The subject site is currently undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Public Building Facilities (PBF) office/institutional uses on approximately 262.22 +/- acres. A rezoning application is also submitted to allow for Planned Unit Development (PUD) in order for the property to be used as a dredge material spoil site.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (9<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 1,311 homes (ITE Land Use Code 210) which could generate 12,671 net daily trips. The proposed the PBF land use category allows for .3 FAR per acre resulting in a development potential 3,426,691 SF of government office/institutional space (ITE Land Use Code 730), generating 236,202 daily vehicular trips. This will result in 223,531 net new daily vehicular trips if the land use is amended from LDR to PBF, as shown in Table A.

**Table A**  
**Trip Generation Estimation**


Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	1,311 Dus	T = 9.52 (X)	12,671	0.00%	12,671
<b>Total Section 1</b>						<b>12,671</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
PBF	730	3,426,691 SF	T = 68.93 (X)/1000	236,202	0.00%	236,202
<b>Total Section 2</b>						<b>236,202</b>
<b>Net New Daily Trips</b>						<b>223,531</b>

*Source: Trip Generation Manual, 9th Edition, Institute of Engineers*

Although the results of the traffic impact analysis indicate that the potential development of the site allowed by the PBF land use category could generate excessive traffic, the PUD will limit uses on the site to dredging of material disposal and recreational uses. The subject property has no immediate roadway access; therefore the site will have no traffic impacts.

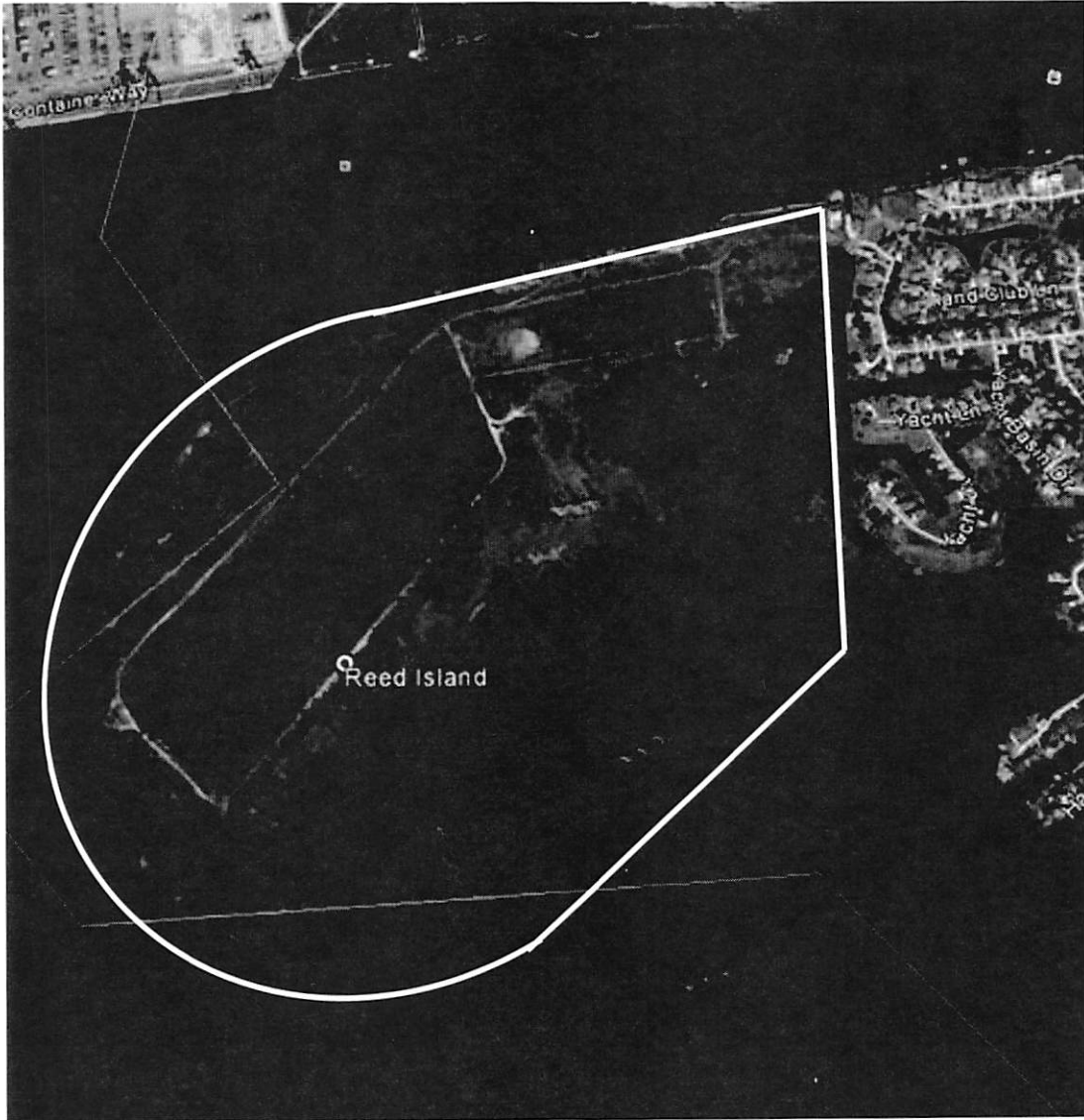
# ATTACHMENT C

## Land Use Amendment Application:

		APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	6/19/17	Date Staff Report is Available to Public:	8-11-2017
Land Use Transmittal Ordinance #:	2017-496	Planning Commission's LPA Public Hearing:	8-17-2017
JPDD Application #:	2017A-001	1st City Council Public Hearing:	8-22-2017
Assigned Planner:	Jody McDaniel	LUZ Committee's Public Hearing:	9-6-2017
		2nd City Council Public Hearing:	9-12-2017
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> CITY OF JACKSONVILLE 214 NORTH HOGAN STREET, SUITE 300 JACKSONVILLE, FL 32202  Ph: (904) 255-7800 Fax : (904) 255-7882 Email: COMMUNITYPLANNING@COJ.NET		<b>Owner Information:</b> JACKSONVILLE PORT AUTHORITY 2831 TALLEYRAND AVENUE JACKSONVILLE, FL 32206  CITY OF JACKSONVILLE 117 W. DUVAL STREET JACKSONVILLE, FL 32202	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b> 262.22 <b>Real Estate #(s):</b> 160258 0000, 160258 0010 and 160259 0000		<b>General Location:</b> REED ISLAND NORTH OF MILL COVE	
<b>Planning District:</b> 2 <b>Council District:</b> 2 <b>Development Area:</b> SUBURBAN AREA <b>Between Streets/Major Features:</b> WEST OF REED ISLAND DRIVE and WEST OF YACHT LANE		<b>Address:</b> 0 ASHLEY MANOR WAY W 0 REED ISLAND DRIVE	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT			
<b>Current Land Use Category/Categories and Acreage:</b> LDR 262.22			
<b>Requested Land Use Category:</b> PBF		<b>Surrounding Land Use Categories:</b> LDR	
<b>Justification for Land Use Amendment:</b> IN ORDER FOR THE PORT TO SELL THE PROPERTY AND FOR THE SITE TO BE USED AS A DREDGE SPOIL SITE.			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> N/A		<b>Sanitary Sewer:</b> N/A	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> PBF-1 103.93 RR-Acre 158.29			
<b>Requested Zoning District:</b> PUD			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

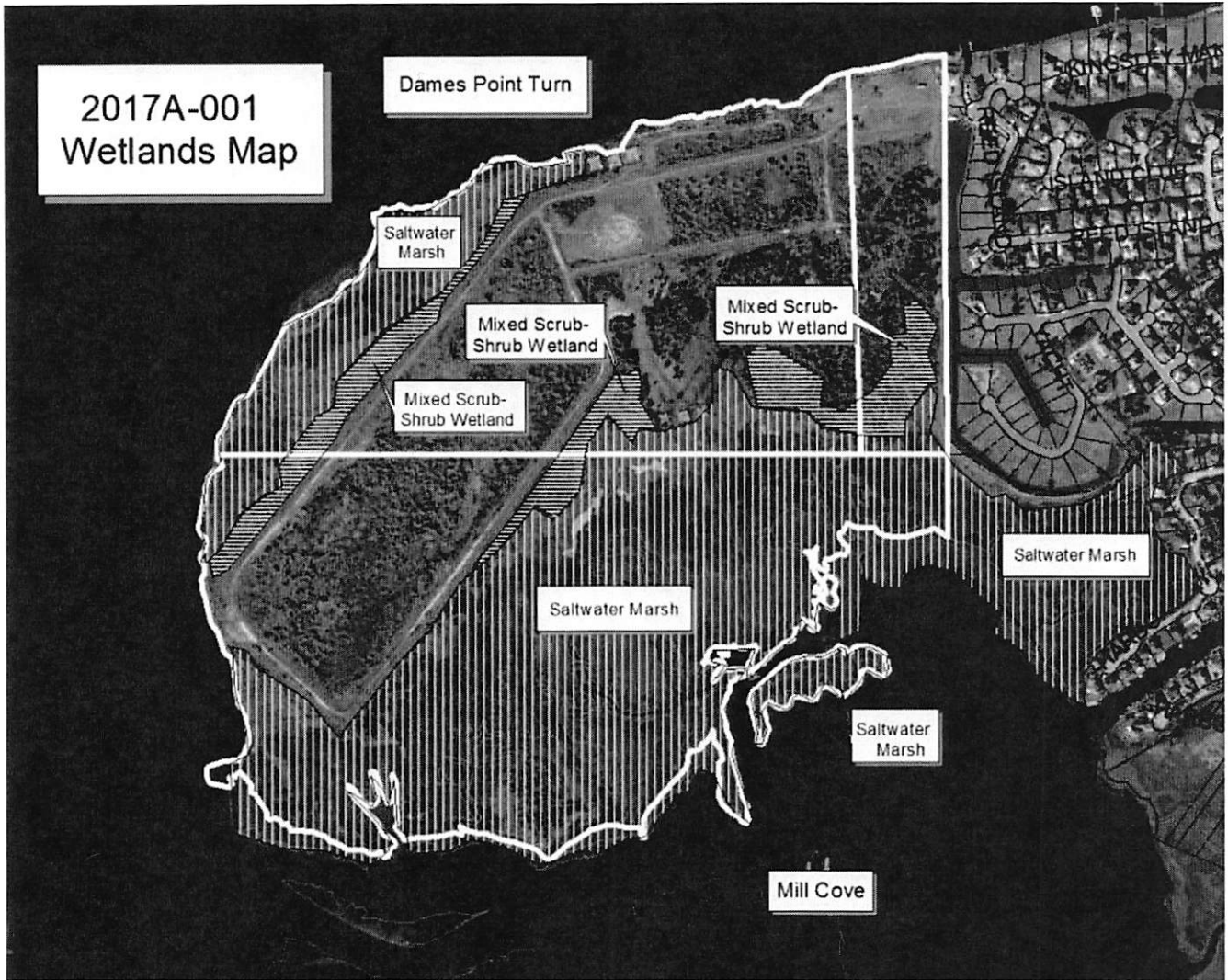
# ATTACHMENT D

Aerial:



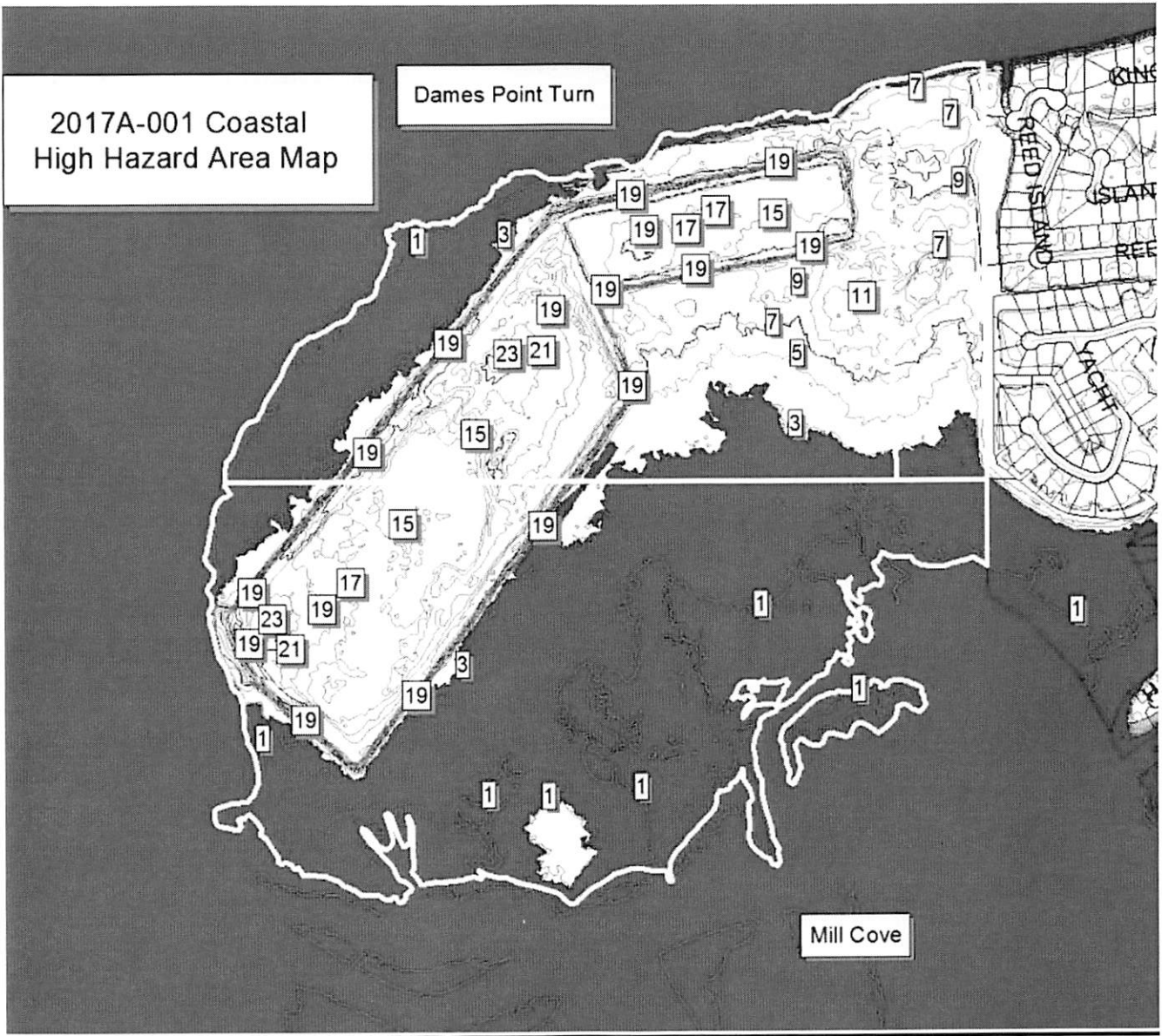
# ATTACHMENT E

## Wetlands Map:



# ATTACHMENT F

## CHHA Map:



# ATTACHMENT G

## Flood Zone Map:

