



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32203
(904) 630-CITY
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May 8, 2025

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

RE: Planning Commission Advisory Report / Ordinance No. 2025-238/Application No. L-6026-25C

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2025-238 on May 8, 2025.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

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

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

Sincerely,



Helena A. Parola, MAURP
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Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – May 02, 2025

Ordinance/Application No.: 2025-238 / L-6026-25C

Property Location: 0 Normandy Boulevard, between Bellbrooke Parkway and Nathan Hale Road

Real Estate Number(s): 002320-0020

Property Acreage: 20.81 acres

Planning District: District 4, Southwest

City Council District: District 12

Applicant: Zach Miller, Esq.

Current Land Use: Agriculture (AGR)

Proposed Land Use: Residential Professional Institutional (RPI)

Development Boundary: Suburban Area

Current Zoning: Agriculture (AGR)

Proposed Zoning: Commercial Residential Office (CRO)

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Property is primarily wetlands (about 15 acres). The uplands front on Normandy Boulevard. The recent approval of CGC, MDR AND LDR land uses in the area, makes use of the property for office space fronting Normandy Boulevard a positive use. RPI allows office use while the proposed companion CRO would preserve the ability to do some single family homes on the property.

BACKGROUND

The 20.81-acre subject site is located along the south side of Normandy Boulevard (SR 228), a FDOT principal arterial roadway, approximately 2.5 miles west of POW-MIA Memorial Parkway, a minor arterial roadway. The site is currently undeveloped, abuts Yellow Water Creek along the east property line, and contains approximately 7.54 acres of wetlands. The applicant is proposing a Future Land Use Map (FLUM) amendment to the FLUE of the 2045 Comprehensive Plan from Agriculture (AGR) in the Suburban Development Area to Residential-Professional-Institutional (RPI). The applicant is also

proposing a companion rezoning from Agriculture (AGR) to Commercial-Residential-Office (CRO). The companion rezoning application is pending concurrently with this application, pursuant to Ordinance 2025-239.

Below is a list of the recent land use amendments within the area:

- 2024-0677-E: 41.04 acres from AGR to MDR
- 2022-0785-E: 21.11 acres from AGR to CGC
- 2022-0105-E: 19.04 acres from AGR to LDR
- 2022-0080-E: 13.13 acres from AGR to MDR
- 2021-0520-E: 103.85 acres from AGR to RR & LDR
- 2018-0437-E: 53.84 acres from PBF to LDR
- 2012-0019-E: 31.11 acres from PBF to LDR

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

North: Land Use: AGR, Public Buildings & Facilities (PBF), and Low-Density-Residential (LDR)
Zoning: AGR, Public Buildings & Facilities-1 (PBF-1) and Planned-Unit-Development (PUD)
Property Use: Undeveloped, Single-Family, Multi-Family, and Open Storage, Taye Brown Regional Park, Cecil Field Conservation Corridor, and Jacksonville Equestrian Center

South: Land Use: AGR
Zoning: AGR
Property Use: Undeveloped – Vacant Governmental owned by St Johns River Water Management District

East: Land Use: AGR, LDR, and PBF
Zoning: AGR and PUD
Property Use: Single-Family Homes, Yellow Water Creek, Sal Taylor Creek Reserve, and Cecil Field Conservation Corridor

West: Land Use: AGR, Rural Residential (RR), LDR, and Community/General Commercial (CGC)
Zoning: AGR and PUD
Property Use: Single-Family Homes and Undeveloped

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.

LAND USE AMENDMENT IMPACT ASSESSMENT

Development Analysis (20.81 Acres)		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Normandy Blvd (SR 228) – FDOT Principal Arterial	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Vacant Land	Proposed: Office Space & Single-Family Residential
Land Use / Zoning	Current: AGR/AGR	Proposed: RPI/CRO
Development Standards for Impact Assessment	Current: 1 dwelling units/2.5 acres	Proposed: Scenario 1: 0.5 FAR Scenario 2: 15 dwelling units/acre
Development Potential	Current: 8 dwelling units	Proposed: Scenario 1: 453,241.8 square-feet Scenario 2: 312 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 8 dwelling units Scenario 2: Increase of 304 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 453,241.8 square feet Scenario 2: N/A	
Population Potential	Current: 21 people	Proposed: 733 people
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	N/A	
Airport Environment Zone	150’ Height Restriction Zone for Cecil Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium, and High Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 Inches and Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: 4,838 new daily trips	

Development Analysis (20.81 Acres)	
	Scenario 2: 2,028 new daily trips
Potential Public School Impact	186 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 29,678.4 gpd Scenario 2: Increase of 69,312 gpd
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 22,258.8 gpd Scenario 2: Increase of 51,984 gpd
Potential Solid Waste Impact	Scenario 1: Increase of 704.39 tpy Scenario 2: Increase of 769 tpy
Drainage Basin/Sub-basin	Major Drainage Basin: Brady/Yellow Branch Sub Drainage Basin: Yellow Water Creek
Recreation and Parks	Cecil Field Conservation Corridor Taye' Brown Regional Park
Mass Transit Access	N/A
Natural Features	
Elevations	49 to 58 feet above mean sea level
Land Cover	6300: Wetland forested mixed 6250: Hydric pine flatwoods 6170: Mixed wetland hardwoods 1180: Residential, rural - one unit on 2 or more acres
Soils	51: Pelham Fine Sand, 0 to 2 percent slopes 67: Surrency Loamy Fine Sand, 0 to 2 percent slopes, frequently flooded 80: Goldhead, wet, and Lynn Haven Soils, 2 to 5 percent slopes
Flood Zones	Flood Zone A
Wetlands	Yes, Cat II and Cat III
Wildlife (applicable to sites greater than 50 acres)	N/A

UTILITY CAPACITY

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

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated March 28, 2024. According to the letter, there is an existing 20-inch water main and an existing 16-inch force main along Normandy Boulevard. Within the JEA Availability Letter, special conditions are mentioned. Regarding potable water connection, there is a condition stating that a private fire

protection analysis is required. Regarding special sewer conditions, it is stated that the connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, JEA owned and maintained pump station and a JEA dedicated force main with a minimum 4-inch diameter.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections to the JEA Collection Systems available within a five (5) year period.

TRANSPORTATION

The subject site is 20.81 acres and is located on Normandy Boulevard (SR-228), an FDOT principal arterial roadway. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Agriculture (AGR) to Residential/Professional/Institutional (RPI).

Comprehensive Plan Consistency:

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

Transportation Element

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

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

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

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current AGR land use would result in 75 daily trips. If the land use is amended to allow for this proposed RPI development, this will result in either 4,838 or 2,028 daily trips, depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 4,838 or 2,028 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to determine if a traffic operational analysis is needed.

Table A						
Trip Generation Estimation Scenarios						
Current Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
AGR	210	8 DUs	T = 9.43 (X)	75	0	75
				Total Trips for Existing Land Use- Scenario 1		75
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
RPI	710	453,241.8 SF	T = 10.84 (X) / 1000	4,913	0	4,913

				Total Trips for Proposed Land Use- Scenario 1		4,913
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
RPI	220	312 DUs	T = 6.74 (X)	2,103	0	2,103
				Total Trips for Proposed Land Use- Scenario 2		2,103
			Scenario 1 Difference in Daily Trips			4,838
			Scenario 2 Difference in Daily Trips			2,028

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

SCHOOL CAPACITY

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 20.81 acre proposed land use map amendment has a development potential of 312 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% 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:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-6026-25C Normandy Blvd Requested By: Jermaine Anderson Reviewed By: Levoine Griggs Due: 4/4/2025							
Analysis based on maximum dwelling units: 312							
School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA ^{2,7,8}
Elementary	1	10,763	53%	37	79%	7,034	2,584
Middle	1	1,656	44%	127	66%	61	87
High	1	6,762	71%	22	69%	770	1,614
				186			

NOTES:

¹ Proposed Development's Concurrent Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

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 1380.06, F.S

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

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

Supplemental School Information:

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

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-6026-25C Normandy Blvd Requested By: Jermaine Anderson Reviewed By: LeYonne Griggs Date: 4/4/2025 Analysis based on maximum dwelling units: <u>312</u>						
SCHOOL¹	CSA	STUDENTS GENERATED (Rounded)³	SCHOOL CAPACITY² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Mamie Agnes Jones ES #236	1	37	455	400	88%	76%
Baldwin Middle-High #38	1	15	575	565	98%	127%
Baldwin Middle-High #38	8	22	884	892	101%	127%
		74				

NOTES:

¹ Attendance school may not be in proposed development's Concurency Service Area (CSA)

² Does not include ESE & room excusions

³ Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrulled in that school type in Duval County (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

ARCHAEOLOGICAL SENSITIVITY

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

AIRPORT ENVIRONMENT ZONE

The site is located within the 150-foot Height and Hazard Zone for Cecil Airport. Zoning will limit development to a maximum height of 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 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would

raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

AQUIFER RECHARGE

Approximately 18 acres of the site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

FLOOD ZONES

Approximately 6.83 acres of the subject site is within Flood Zone A that buffers Yellow Water Creek at Normandy Boulevard. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

Flood Zone A is an area within the 100-year floodplain or SFHA where flood insurance is mandatory.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.

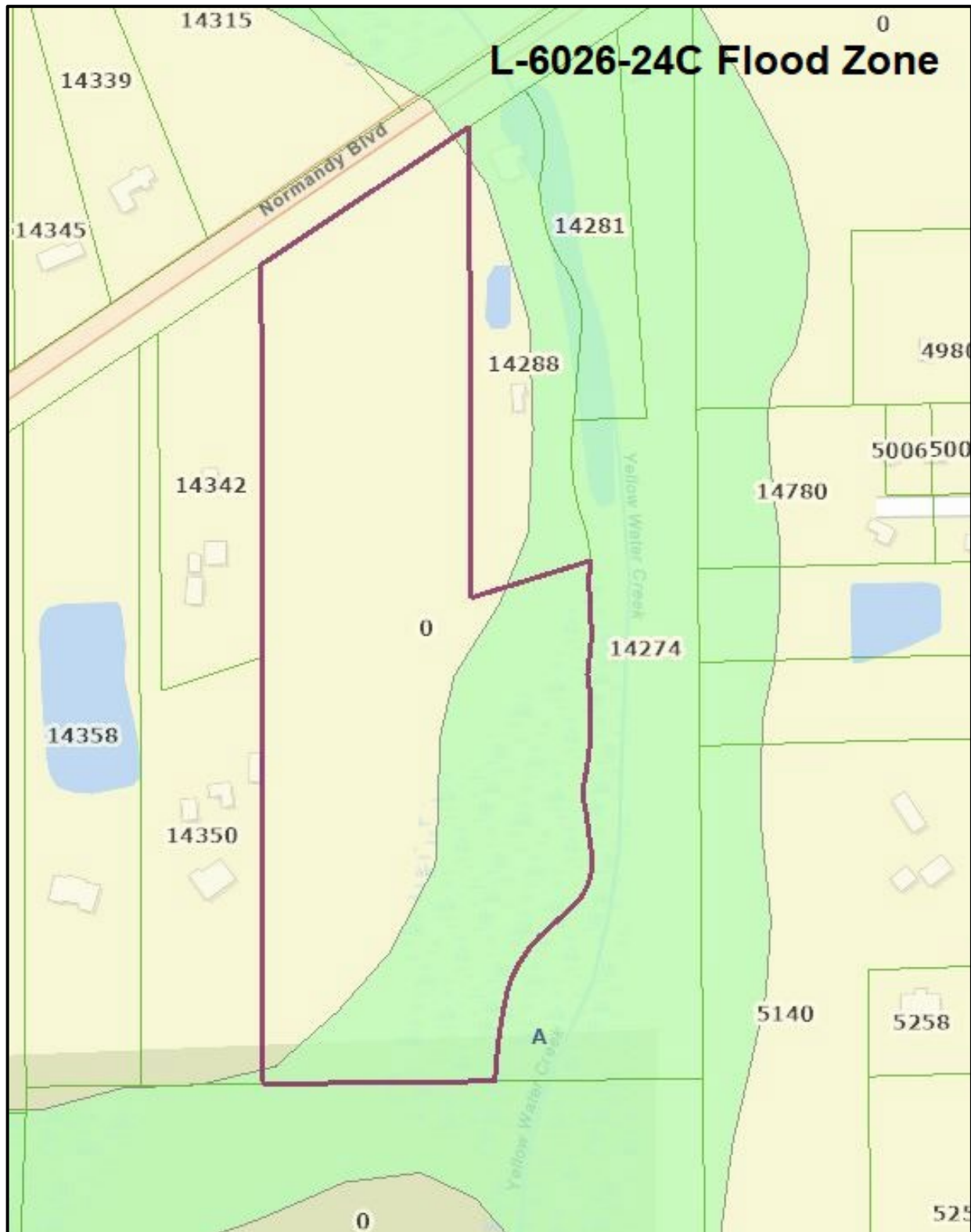
Policy 2.6.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

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

Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and

H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.



WETLANDS

Review of City's GIS data indicates the potential existence of wetlands on the subject site and as such, indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. The application is scheduled to be reviewed by the Waterways Commission on May 15, 2025.

Wetlands Characteristics:

Approximate Size: 2.60 acres; Category II Wetlands
4.94 acres; Category III Wetlands

General Location(s): Category II wetlands (2.60 acres) are located at the southeastern area of the application site and is a portion of a larger wetland system that buffer Yellow Water Creek. Category II wetlands soils that frequently flood (Surrency loamy fine sand) that drain their floodwaters back into the source where floodwaters came from.

The Category III wetlands (4.94 acres) are located adjacent to the Category II wetlands. Although these wetlands are part of the wetland system that buffers Yellow Water Creek it differs from the Category II wetland because of the depressional nature of the soils (Goldhead, wet and Lynn Haven soils). Depressional soil drains their floodwater by percolation into the soil and high water table.

Quality/Functional Value:

The Category II wetlands have an extremely high functional value for water filtration attenuation and flood water capacity, are located within the 100-year A Flood Zone and have a direct impact on the City's waterways.

The larger Category III wetlands have a high functional value for water filtration, attenuation and stormwater capacity and are associated with the A Flood Zone but have an indirect impact on the City's waterways. The topography of these wetlands is depressional and if flooded the floodwaters do not drain back into a creek but dissipate by percolation into the soil and high water table.

Soil Types/
Characteristics:

Category II: (67) Surrency loamy fine sand, frequently flooded. The Surrency series consists of nearly level, very poorly drained soils. These soils were formed in thick sandy

and loamy marine sediments. In areas on flood plains, the high-water table generally is at or near the surface and the areas are subject to frequent flooding for brief periods. In areas of depressions, the high-water table generally is at or above the soil surface for long periods of time

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

(80) Goldhead, wet and Lynn Haven soils. This is a complex soil where the Goldhead and Lynn Haven soils are intertwined and often associated with the Mascotte fine sand soils. The Lynn Haven series consists of nearly level and gently sloping, very poorly drained soils. This soil is formed in thick deposits of marine sediment and are located in seep areas on side slopes. The soil is moderately permeable and moderately rapidly permeable. Generally, the high-water table is at or near the surface. The Goldhead series consists of gently sloping, very poorly drained soils formed in thick sandy and loamy marine sediments. The soil is moderately permeable, and the high water table is at or near the soil surface.

Wetland Category:	Category II and III
Consistency of Permitted Uses:	Category II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.5 shown below – conservation uses permitted. Category III Wetlands: All uses subject to CCME Policy 4.1.6
Environmental Resource Permit (ERP):	According to the St. Johns River Water Management District website, no application for permit has been submitted for this recent application. A wetlands boundary determination will be required from the Water Management District prior to design and development.
Wetlands Impact:	None proposed at this time.
Associated Impacts:	The wetland area coincides with Flood Zone A.
Relevant Policies:	CCME Policies 4.1.3, 4.1.5 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 4.1.5

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.

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

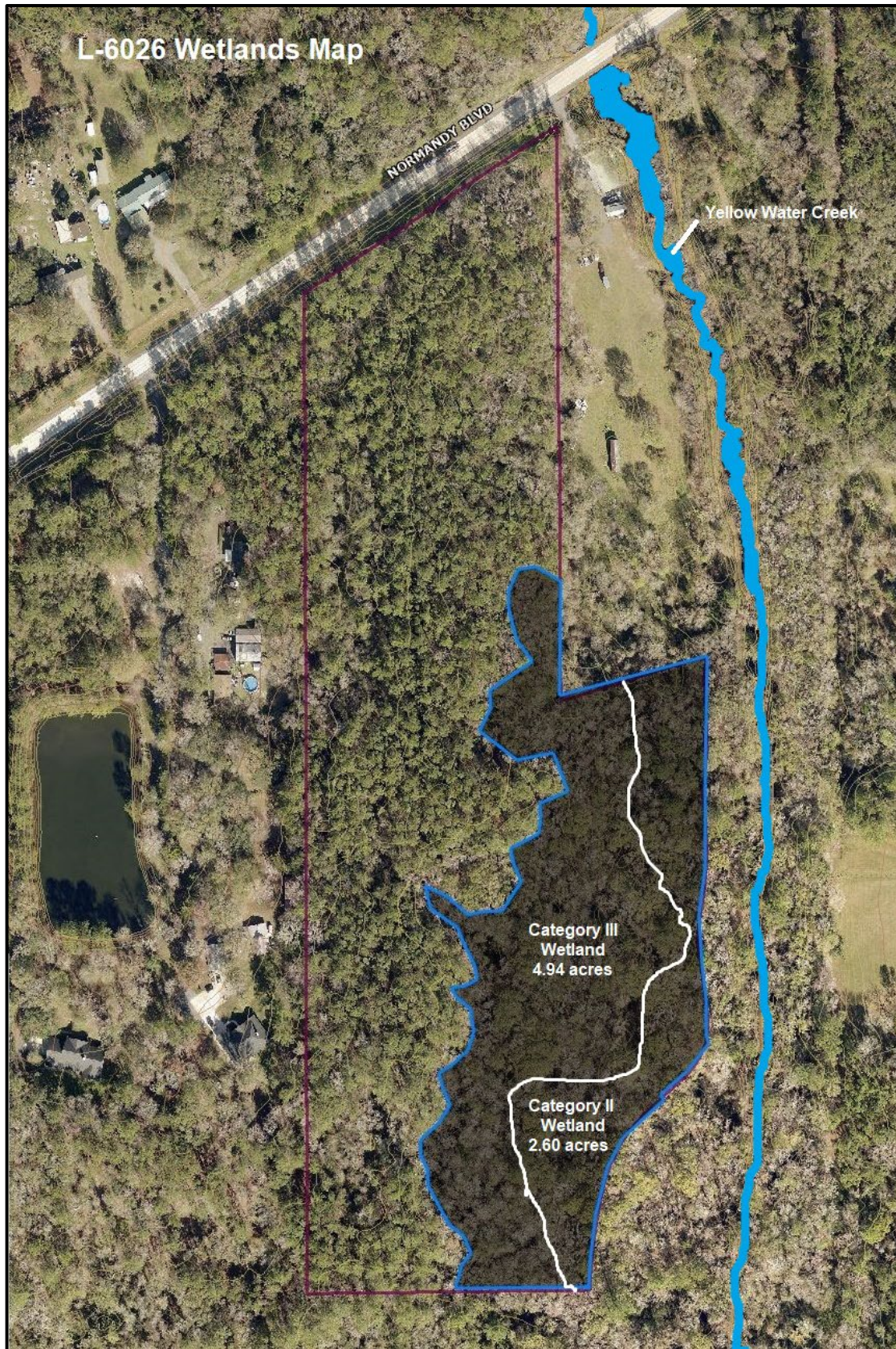
Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(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.



PROCEDURAL COMPLIANCE

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on April 08, 2025. Nineteen (19) 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 April 14, 2025. No members of the public were present to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

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

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

Policy 1.1.21 Rezonings and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:

- a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
- b. Each lot is a minimum of 1/2 acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

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 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.\

Conservation/Coastal Management Element (CCME)

3.4.6 The Planning and Development Department shall encourage innovative site planning techniques such as clustering of development to preserve unique natural site features.

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 Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource dependent uses. In order to preserve the rural character of these areas, residential uses are permitted at very low densities. The maximum gross density is 1 unit/ 2.5 acres.

The RPI land use category within the Suburban Development Area permits mostly low to medium density residential, with a maximum gross density of 20 units/acre, and professional office use. Generally, multi-family dwellings, office, institutional, commercial retail sales and service establishments are permitted in appropriate locations. Plan amendment requests for RPI are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. In the RPI land use category, single use developments are limited to residential, or office uses.

The applicant has provided a JEA availability letter dated March 28, 2024. According to the letter, there is an existing 20-inch water main and a 16-inch force sewer main along Normandy Boulevard. According to the application, the development intends to connect to central water and sewer services. Therefore, the amendment is compliant with FLUE Policy 1.2.8.

The applicant is proposing a land use change from AGR to RPI in the Suburban Development Area. The proposed amendment to RPI results in a compatible development pattern as there are both commercial and residential uses surrounding the subject site. The proposed amendment to RPI would allow for the development of undeveloped and underutilized property for additional housing options as well as office space within the Southwest Planning District. The proposal adds to the total amount of residential designated land for development needed to accommodate future growth through the planning timeframe of the 2045 Comprehensive Plan. Therefore, the

amendment is consistent with FLUE Goal 1, Goal 3, Objective 1.1, and Policies 1.1.21 and 1.1.22, and Objective 3.2.

Amending this property to the RPI land use category provides compatibility with the Low-Density Residential (LDR), Medium-Density Residential (MDR), and Community/General Commercial (CGC) land use designations along Normandy Boulevard. Additionally, the proposed land use designation would preserve the character of existing neighborhoods as well as enhance the viability of non-residential areas. This amendment would follow the current trend in the area, where properties are transitioning to higher densities. Therefore, the amendment is consistent with FLUE Goal 3 and Policy 3.2.6.

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.

As a large portion of the subject site is covered by wetlands, the development of the site will be required to be designed to cluster the development to minimally impact natural site features. Additionally, the proposed amendment will be heard by the Waterways Commission on May 15, 2025. Therefore, the amendment is consistent with the CCME Policy 3.4.6.

Vision Plan

The subject property is located within the boundaries of the Rural Area of the Southwest Jacksonville Vision Plan. The plan recommends the protection of rural character and open spaces in these western areas of the district. Growth and economic activity should be organized in appropriate locations while maintaining the rural character of the area. The Plan provides guidelines to ensure that future commercial activity in the western portion of the district enhances the existing rural character of the area. Buildings and roads should maintain the rural landscape, protect scenic views, and minimize impacts on adjacent properties.

Strategic Regional Policy Plan

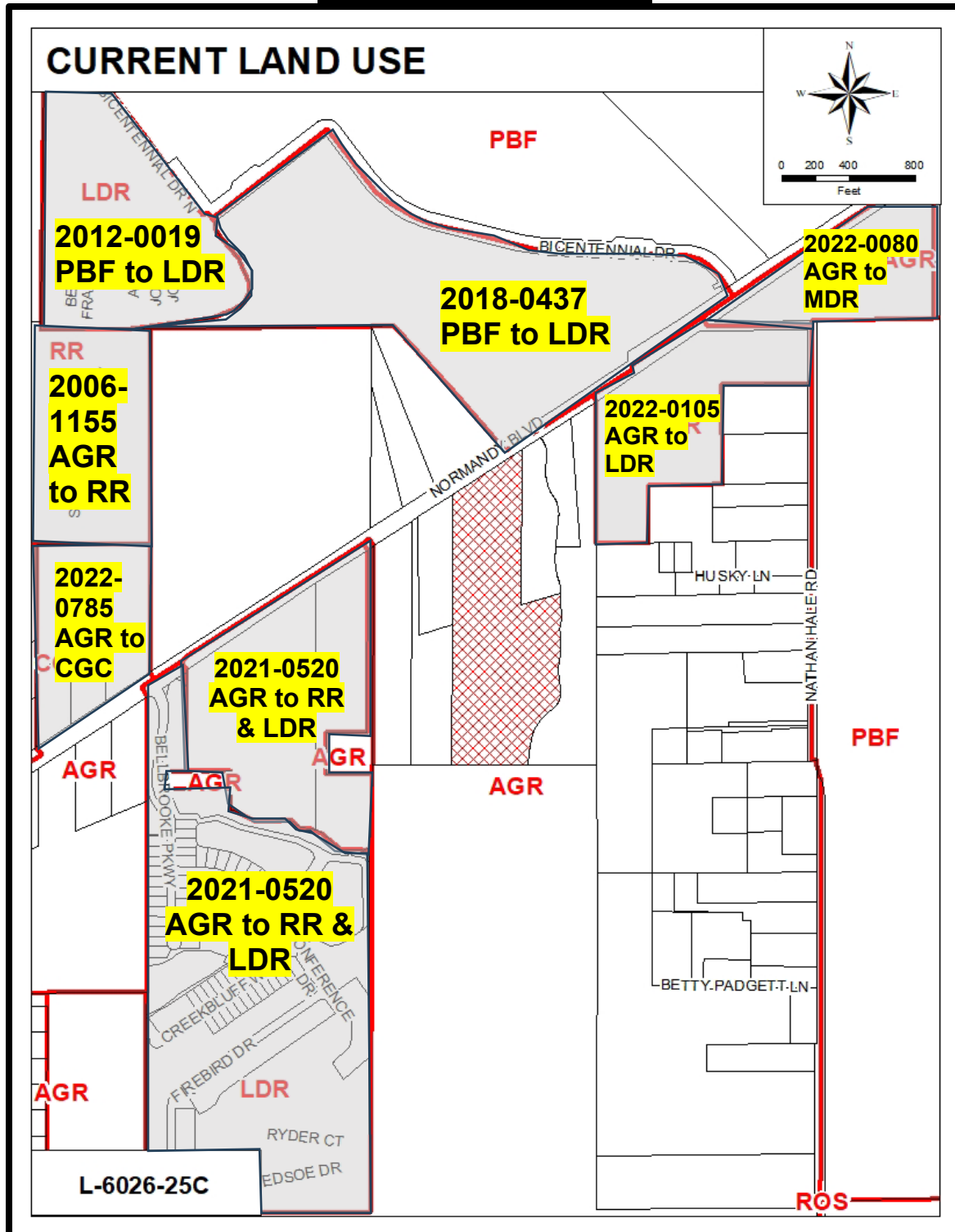
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

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 increase opportunities for residential development, providing a wider range of housing in the southeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



FIELD MAP

