



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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June 5, 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. 2025-307/Application No. L-5989-24A**

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 2025-307 on June 5, 2025.

P&DD Recommendation                      APPROVE

PC Issues:                                      Several members of the public voiced concerns over the loss of agricultural land to development and urban sprawl, as well as environmental concerns such as wildlife, wetlands, and flooding. The public speakers also voiced concern over traffic and schools capacity.

**PC Vote:                                      7-0 APPROVE**

Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Charles Garrison	Aye
Dorothy Gillette	Aye
Julius Harden	Absent

Moné Holder	Aye
Ali Marar	Absent
Tina Meskel	Aye

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

Sincerely,



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

**Large-Scale Future Land Use Map Amendment – May 30, 2025**

**Ordinance/Application No.:** 2025-307 / L-5989-24A

**Property Location:** 0, 4 150, 4 282, 4 300, 451 8, 4534, 4536, 4560, and 4600 Yellow Water Road

**Real Estate Number(s):** 002272 0010; 002272 0020; 002272 0030; 002272 0040; 002272 0045; 002272 0070; 002272 0100; 002275 0020; 002275 0034; 002275 0115; 002275 0510; 002275 0515

**Property Acreage:** 190.29 acres

**Planning District:** District 4, Southwest

**City Council District:** District 12

**Applicant:** Cyndy Trimmer, Esq.

**Current Land Use:** Agriculture (AGR) and Rural Residential (RR)

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

**Current Development Area:** Rural Area

**Proposed Development Area:** Suburban Development Area

**Current Zoning:** Agriculture (AGR)

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

**RECOMMENDATION:** APPROVE

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

Applicant requests this land use amendment to provide for low density residential housing and further requests the extension of the Suburban Development Area to be bounded by Wells Road to the north, Normandy Boulevard to the south and east, and Loblolly Park to the west. Applicants intends to file a rezoning application later during the transmittal phase.

## **BACKGROUND**

The approximately 190.29-acre subject site consists of twelve (12) parcels and is located along Yellow Water Road, a collector roadway, and is situated south of Wells Road, a local roadway, and approximately one mile north of Normandy Boulevard, an FDOT Principal Arterial roadway. Abutting the western property line of the subject site is Loblolly Park / Mitigation Preserve. The site is currently developed with single family dwellings and pasture lands. While the site is currently in the Rural Area, the applicant seeks to extend the Suburban Area boundary to include the site concurrent with the request for a land use amendment. Additionally, the site is located within the Southwest Planning District (District 4) and Council District 12.

The entire site is in the Rural Area, with approximately 160.23 acres of the site in the Agriculture (AGR) land use category, and 30.06 acres of the site in the Rural Residential (RR) land use category. The entire site is in the AGR zoning district. The applicant proposes the entire 190.29 acres of the site be amended to the Low Density Residential (LDR) land use category in the Suburban Area. The applicant is requesting an extension of the Suburban Area to cover the entirety of the subject site, a map of which is shown in Attachment B. This is the transmittal round of the large-scale land use amendment. The proposed Planned Unit Development (PUD) rezoning will be filed for legislation at the adoption round of the land use amendment.

The area around the subject site consists predominantly of residential and agricultural uses, as well as parks and preserves. Most of the properties designated for agricultural use include single family dwellings. Through a series of land use amendments over the last twenty years, the properties east and south of the subject site have gradually transitioned from a rural, agricultural character area to a low-density, suburban character area. In addition to the influx of residential designations and developments, there are new, commercially designated land uses along Normandy Boulevard to serve the surrounding residential communities. Overall, the pattern of development and character of the area has changed to accommodate suburban development.

The Land Use, Location, and Field Notes Map (Attachment A) at the end of this report provides a detailed picture of the existing development pattern for the immediate area. Attachment C at the end of this report shows recent land use changes in the immediate area. See the Consistency Evaluation below for a detailed look into recent land use amendments.

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

North: Land Use: Agriculture (AGR) and Recreation and Open Space (ROS)  
Zoning: AGR and ROS  
Property Use: Single family residential, undeveloped land, and Yellow Water Trailhead

South: Land Use: AGR, RR, and Community / General Commercial (CGC)  
 Zoning: AGR, PUD, and Commercial Neighborhood (CN)  
 Property Use: single-family residential, pasture lands, Loblolly Park, gas station, and convenience store

East: Land Use: RR, Public Building Facilities (PBF), and LDR  
 Zoning: PUD and PBF-1  
 Property Use: undeveloped land entitled for future single-family residential, multi family residential, and undeveloped federal land, Cecil Field Conservation Corridor

West: Land Use: AGR  
 Zoning: AGR  
 Property Use: Loblolly Park and Loblolly Mitigation Preserve

**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.

The development impacts are analyzed for two scenarios under the current land use designation.

- Scenario 1 calculates the current development potential using the AGR land use category and the RR land use category if connected centralized water and sewer services.
- Scenario 2 calculates the current development potential using the AGR land use category and the RR land use category if not connected to centralized water and sewer services.

<b>Development Analysis—190.29 acres: AGR = 160.23 acres &amp; RR = 30.06 acres</b>		
Development Boundary	Rural Area - *requesting extension of Suburban boundary*	
Roadway Frontage Classification / State Road	Yellow Water Road / collector roadway	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Single family dwellings and pasture lands	Proposed: Single family dwellings
Land Use / Zoning	Current: AGR and RR / AGR	Proposed: LDR / PUD

<b>Development Analysis—190.29 acres: AGR = 160.23 acres &amp; RR = 30.06 acres</b>		
Development Standards for Impact Assessment	Current: Scenario 1: 1 DU / 2.5 acres (AGR) & 2 DU / acre (RR w/water & sewer) Scenario 2: 1 DU / 2.5 acres (AGR) & 1 DU / acre (RR w/o water and sewer)	Proposed: 5 DU / acre
Development Potential	Current: Scenario 1: 64 DU (AGR) + 60 DU (RR) = 124 DU Scenario 2: 64 DU (AGR) + 30 DU (RR) = 94 DU	Proposed: 950 DU (LDR)
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 827 DU Scenario 2: Increase of 857 DU	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: Scenario 1: 329 people Scenario 2: 250 people	Proposed: 2,529 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	No	
Airport Environment Zone	300' height restriction for Cecil Airport and 500' height restriction for Herlong Recreational Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, medium, and high	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: 7,789 net new daily trips Scenario 2: 8,072 net new daily trips	
Potential Public School Impact	220 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: increase of 219,716 gpd Scenario 2: increase of 227,696 gpd	

<b>Development Analysis—190.29 acres: AGR = 160.23 acres &amp; RR = 30.06 acres</b>	
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: increase of 164,787 gpd Scenario 2: increase of 170,772 gpd
Potential Solid Waste Impact	Scenario 1: increase of 2,147.6 tpy Scenario 2: increase of 2,225.6 tpy
Drainage Basin/Sub-basin	Major: Brady/Yellow Branch Sub: Unnamed stream, Unnamed Branch, and Yellow Water Creek
Recreation and Parks	Loblolly Park, Loblolly Mitigation Preserve, Yellow Water Trailhead, Cecil Field Conservation Corridor
Mass Transit Access	No
<b>Natural Features</b>	
Elevations	65-88 feet
Land Cover	1100: Residential, low density- less than 2 dwelling units/acre; 2110: Improved pastures (monocult, planted forage crops); 2510: Horse farms; 3300: Mixed upland nonforested; 4340: Upland mixed coniferous/hardwood; 4410: Pine Plantation; 4430: Forest regeneration; 5300: Reservoirs- pits, retention ponds, dams; 6170: Mixed wetland hardwoods; 6210: Cypress; 6250: Hydric pine flatwoods; 6300: Wetland Forested mixed
Soils	38: Mascotte fine sand, 0 to 2 percent slopes 44: Mascotte Pelham complex, 0 to 2 percent slopes 51: Pelham fine sand, 0 to 2 percent slopes 63: Sapelo fine sand, 0 to 2 percent slopes 66: Surrency foamy fine sand, depressionnal, 0 to 2 percent slopes (Category III wetland soil) 67: Surrency foamy fine sand, 0 to 2 percent slopes, frequently flooded (Category II wetland soil) 82: Pelham fine sand, depressionnal, 0-2 percent slopes (Category III wetland soil)
Flood Zones	AO in southwestern portion (approx. 20 acres)
Wetlands	6.34 acres of Category II wetlands and 44.26 acres of Category III wetlands
Wildlife (applicable to sites greater than 50 acres)	Wildlife survey on file with Planning Dept.

## 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 Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The application was routed to JEA for evaluation in accordance with the large-scale land use amendment impact assessment guidelines. JEA provided an assessment showing the change in water and sewer demand based on the potential impacts of the proposed land use change. According to the application, it is the intent of the applicant to serve the development with JEA central water and sewer.

The applicant will be required to provide a JEA service availability letter with the companion rezoning application during the adoption round of this large-scale amendment.

## 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 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 to the JEA Collection Systems available within a five (5) year period.

## Transportation

The subject site is 190.29 acres and is located on Yellow Water Road, a collector roadway. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Agriculture (AGR) and Rural Residential (RR) to Low Density Residential (LDR).

### 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

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

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.

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 and RR land use would result in 1,170 or 887 trips, depending on the scenario. If the land use is amended to allow for this proposed LDR development, this will result in 8,959 daily trips.

### Transportation Planning Division **RECOMMENDS** the following:

The difference in daily trips for the proposed land use amendment is 7,789 or 8,072 net new daily trips when compared to scenarios 1 and 2 for the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A

Trip Generation Estimation Scenarios

Current Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
AGR	210	64 DUs	T = 9.43 (X)	604
RR (w/ water & sewer)	210	60 DUs	T = 9.43 (X)	566
<b>Total Trips for Existing Land Use- Scenario 1</b>				1,170

<b>Current Land Use Scenario 2</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Daily Trips</b>
RR (w/o water & sewer)	210	30 DUs	T = 9.43 (X)	283
AGR	210	64 DUs	T = 9.43 (X)	604
<b>Total Trips for Existing Land Use- Scenario 2</b>				887
<b>Proposed Land Use Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Daily Trips</b>
LDR	210	950 DUs	T = 9.43 (X)	8,959
<b>Total Trips for Proposed Land Use- Scenario 2</b>				8,959
<b>Scenario 1 Difference in Daily Trips</b>				7,789
<b>Scenario 2 Difference in Daily Trips</b>				8,072

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

### School Capacity

The proposed amendment could result in the development of 950 dwelling units and 220 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5989-24A Yellow Water Rd Requested By: Maddie Read Reviewed By: LeVonne Griggs Due: 4/30/2025  Analysis based on maximum dwelling units: 950							
School Type	CSA <sup>1</sup>	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats - CSA <sup>2</sup>	Available Seats - Adjacent CSA 2, 7 & 8
Elementary	1	10,763	54%	114	56%	2,086	2,289
Middle	1	6,288	70%	38	81%	1,131	1,115
High	1	6,762	71%	68	69%	912	1,309
				220			

NOTES:  
<sup>1</sup> Proposed Development's Concurrently Service Area (CSA)  
<sup>2</sup> Available CSA seats include current reservations  
<sup>3</sup> 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.

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis does not reveal a deficiency in capacity.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information:

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

<b>Application Review Request:</b> COJ PDD: Baseline Checklist Review <b>Proposed Name:</b> L-5989-Yellow Water Rd <b>Requested By:</b> Maddie Read <b>Reviewed By:</b> Levonne Griggs <b>Due:</b> 4/30/2025 Analysis based on maximum dwelling units: <b>950</b>						
SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Mamie Agnes Jones ES #236	1	114	455	400	88%	75%
Baldwin Middle-High #38	1	38	1204	1459	121%	124%
Baldwin Middle-High #38	1	68	1204	1459	121%	124%
		220				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)

<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> 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 above table was revised with the correct schools after the Planning Commission meeting held on June 5, 2025. The number of students generated remains the same.

### 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.

### Aquifer Recharge

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

groundwater resource 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 Floridian 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 Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

#### **Airport Environment Zones**

##### **Height Restriction:**

The approximately 132 acres of the southern portion of the site are located within the 300-foot Height and Hazard Zone for Cecil Airport, and approximately 58 acres of the northern portion of the site are located within the 500-foot Height and Hazard Zone for Herlong Recreational Airport. Zoning will limit development to a maximum height of 300 and 500 feet for the respective zones, 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.

**Flood Zones**

Approximately 20.04 acres of the subject site is located in the southwestern portion of the property is within the AO Flood Zone. Flood zone designations are as signed by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AO Flood Zone are areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

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 data and the applicant's environmental report indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the applicant. GIS analysis 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 will be reviewed by the Waterways Commission at their regularly scheduled meeting on June 12, 2025.

#### Wetlands Characteristics:

Approximate Size:           50.60 acres (Total)  
  6.34 acres (Category II Wetlands)  
  44.26 acres (Category III Wetlands)

General Location(s): The wetlands are located throughout the subject site and consist of both Category II and Category III wetlands. The Category II Wetlands are located in the northern portion of the application site and is a portion of a larger wetland system that buffer Moore's Creek draining to the northeast into Yellow Water Creek. The Category III wetlands are located in the southern two thirds of the application site as isolated wetland pockets.

Quality/Functional Value: The Category II wetlands have an extremely high functional value for water filtration, attenuation and flood water capacity. They are located within the FEMA Flood Zone. However, according to the USDA Soil Survey the wetland frequently floods. This wetland has a direct impact on the City's waterways.

The Category III wetlands have a medium functional value for water filtration, attenuation and stormwater capacity. Some of these wetlands are located in the AO Flood Zone but have an indirect impact on the City's waterways. The soils of these wetlands are depressional and if flooded the floodwaters do not drain back but dissipate by percolation into the soil and high water table.

Soil Types/  
Characteristics:

Category II Wetland Soil

(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 Wetland Soil

(66) Surrency loamy fine sand, depressional. The soil series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. The soils occur in depressions. The soils are moderately permeable and moderately slowly permeable. The water table is usually at or above the soil surface for very long periods.

(82) Pelham Fine Sand. The Pelham series are nearly level poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located on flats. The soil

is moderately permeable and moderately slowly permeable. The water table is generally located at a depth of 12 inches.

Wetland Category: Categories 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, a portion of the application site received an Environmental Resource Permit #112947-1 for a proposed single family subdivision. However, since this portion of the property is to be part of a larger development this standing permit is void. A new permit must be granted by the Water Management District for the proposed new design and development prior to site plan approval and permitting.

Wetlands Impact: None proposed at this time.

Associated Impacts: AO Flood Zone.

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 developments, 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 Categories 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 fills 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.

## **Wildlife**

The applicant submitted a “Natural Resources Report for the Yellow Water Parcels; June 20, 2024, Project Number EQ247235” for the determination of potential habitat for or threatened or endangered wildlife species (on file with the Planning Department). According to the report the probability of presence of species is based on habitat derived from on site assessment and the Florida Department of Transportation “Florida Land Use Cover and Forms Classification System (FLUCFCS). Various threatened or endangered species habitat were listed. However, the gopher tortoise habitat was listed as unsuitable due to the site’s soils high water table. If a St. Johns River Water Management District (SJRWMD), Florida Department Environmental Protection (FDEP) and/or local government permits are required for the project, US Fish and Wildlife Service (USFWS) and/or Florida Wildlife Commission (FWC) may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, bald eagle, gopher tortoise, eastern indigo snake, Florida pine snake, wood stork, little blue heron, tricolored heron, and tricolored bat.

The assessment listed various upland and wetland habitat communities found on-site and the potential wildlife species that may utilize those habitats. Development of portions of the site for residential uses will alter and impact the existing various habitat communities; to what extent, it is presently not known.

### Conservation Coastal Management Element

Excerpt from

Policy 3.6.5 The City shall maintain a land development review process for the assessment and protection of listed species and their habitat, which shall apply to issuance of development permits and land clearing, excluding bona fide silvicultural and agricultural activities. Projects which contain areas identified for protection shall be required to incorporate creative project designs through utilization of such measures as clustering, mixed land use designations and transfer of development rights programs. For purposes of the policy, the term listed species shall be limited to listed animal species as defined in the Definitions Section of the Comprehensive Plan.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning Department on May 12, 2025, the required notices of public hearing signs were posted. Forty (40) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

A virtual Citizen Information Meeting was held via Zoom on May 19, 2025. Three (3) members of the public attended the meeting as well as the applicant. Two members of the public asked questions regarding drainage, and the third person stated their opposition to the proposed amendment. The applicant answered questions regarding drainage and the availability of renderings for the proposed development.

## **CONSISTENCY EVALUATION**

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

### Future Land Use Element (FLUE)

#### *Development Areas*

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

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as 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 1.1.3 The Development Areas should be reviewed for expansion during updates to the Comprehensive Plan planning timeframe and during updates to the mobility system. In addition, because the development capacity of the Future Land Use map fluctuates with time, Development Areas will be periodically reevaluated as part of the Plan review and amendment process.

Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

Policy 1.1.18 Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in FLUE Policies 1.1.19 and 1.1.21.

Policy 1.1.19 Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with FLUE Policy 1.1.21, inclusion of the following areas is discouraged:

1. Preservation Project Lands

2. Conservation Lands

3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.
2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA premium transit station.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

Policy 1.1.21 Rezoning and amendments to the Future Land Use Maps 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 1.2.8

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 to 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 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category D descriptions of the Operative Provisions of the Comprehensive Plan and Land Development Regulations.

Policy 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.

4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description in the FLUE, Agriculture (AGR) is a category that 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.

Rural Residential (RR) is a category intended to provide rural estate residential opportunities in the Suburban and Rural Development Areas of the City. Generally, single-family detached housing will be the predominant development typology in this category. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein. Plan amendment requests for new RR designations in the Suburban Development Area are preferred in locations which are supplied with full urban services.

Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided. Plan amendment requests for new LDR designations are preferred in locations which are supplied with full urban services.

The maximum gross density for LDR in the Suburban Area shall be seven (7) units per acre when centralized potable water and wastewater services are available to the site and there shall be no minimum density. However, the maximum gross density shall be two (2) units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be four (4) units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

The amendment site is located within the Rural Area with a request to extend the Suburban Area boundary to include the entire subject site. Extension of the Suburban Area would be congruent with the development typology of suburban neighborhoods. Additionally, it would allow for development that supports the growth of jobs at the nearby Cecil Commerce Center. The request to extend the Suburban Development Area to include the entire site is appropriate and consistent with FLUE Policies 1.1.3, 1.1.18, and 1.1.19. Exhibit 3 of the subject Ordinance 2025-307 depicts the proposed Suburban

Development Boundary with the extension utilizing natural features and roadways as boundary lines.

The proposed amendment to LDR would allow for the development of an underutilized property for additional housing options in the Southwest Planning District. The proposal adds to the total amount of LDR designated land for residential development needed to accommodate future growth through the planning timeframe of the 2045 Comprehensive Plan. Therefore, the amendment is consistent with FLUE Objective 3.1 as well as Policies 1.1.21 and 3.1.5.

The Florida Department of Transportation (FDOT) has future plans to widen Normandy Boulevard to a four-lane divided facility extending from the Equestrian Center to US 301 Highway South. The intended widening of the roadway indicates that infrastructure is being designed to accommodate the influx of residents associated with the proposed residential developments. Based upon FDOT's plans to expand existing public infrastructure, the proposed amendment is consistent with FLUE Objective 1.1, Policy 1.1.21, and Goal 3.

The proposed LDR land use is consistent with the trend away from agricultural uses in the area. Two of the parcels within the proposed land use amendment were a part of a larger land use amendment in 2007 which changed the land use from AGR-IV to RR, per Ordinance 2007-358-E. North of the subject site is land designated for agriculture as well as recreation and open space. Ordinance 2004-236-E changed the land use on two sites north of the property from AGR-III and AGR-IV to ROS in 2004.

The property abutting the eastern boundary of the subject site was part of a large-scale land use amendment in 2006 to change the land use from AGR-I, II, and III to RR, per Ordinance 2006-1155-E. Further east of the subject site are other properties previously amended and developed with low density residential uses. Ordinance 2012-019-E amended the land use designation on one site from PBF to LDR in 2012. Ordinance 2018-437-E amended the land use designation on the other site from PBF to LDR in 2018.

Abutting the southern property line of the subject site are single family residences. Also south of the property is Loblolly Park. Further south of the site and Loblolly Park are single family residences, with some commercial uses along Normandy Boulevard. The land use designation on one commercial site south of the subject site on the north side of Normandy Boulevard was amended from AGR to CGC in 2023, per Ordinance 2023-783-E. Similarly, the land use designation of a nearby property on the south side of Normandy Boulevard changed from AGR-IV to CGC in 2004, per Ordinance 2004-914-E. The land use designation on a site southwest of the subject property was also amended from AGR-IV to CGC in 2022, per Ordinance 2022-785-E. Southwest of the subject site, across Normandy Boulevard, a land use and zoning change from 2021 (Ordinances 2021-276-E and 2021-277-E) includes over 3,000 acres and is called The Trails Planned Community. This PUD allows 6,540 dwelling units and approximately 22 acres of commercial uses.

Abutting the western property line of the subject site is Loblolly Park and Loblolly Mitigation Preserve. Further west of the subject site is a Multi-Use land designation, 301 Villages Multi-Use Area, with a Site Specific Policy (SSP) which includes over 7,000 acres of land and allows for a mix of uses, including both single and multi-family dwellings, commercial, and industrial uses, per Ordinance 2021-302-E and FLUE SSP 4.3.20.

Additionally, there are two proposed, small-scale land use amendments in the vicinity of the subject site. Southwest of the subject site is a property proposing a land use amendment and Suburban Area extension from AGR in the Rural Area to LDR in the Suburban Area, pursuant to pending Ordinance 2025-271. South of the subject site is a property seeking to change the land use from AGR to CGC, pursuant to pending Ordinance 2025-305. The surrounding area and recent land use amendments listed above are evidence of the gradual transition of density and suburban development trends, therefore, the proposed LDR land use and Suburban Area extension is consistent with FLUE Goals 1 and 3.

The application was routed to JEA for evaluation in accordance with the land use amendment impact assessment guidelines. JEA provided an assessment showing the change in water and sewer demand based on the potential impacts of the proposed land use change. According to the application, it is the intent of the applicant to serve the development with JEA central water and sewer. Providing consistency with FLUE Policy 1.2.8, the applicant will be required to provide a JEA letter with the companion rezoning application during the adoption round of this large-scale amendment.

A companion PUD rezoning will be submitted with the adoption round of this land use application and will provide an opportunity for innovative site planning and development strategies that integrate the proposed uses, consistent with the LDR land use category, into the surrounding area consistent with FLUE Policy 1.1.9.

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

### **Vision Plan (2003)**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan. The Southwest Planning District of Jacksonville embraces village and community-based developments while protecting and appreciating the surrounding environmental features. The Plan identifies the subject site as a part of the Rural and Conservation Character Area. The Plan strongly encourages village-based subdivisions surrounded by a rural landscape with land for agricultural, forest, recreational, or environmental protection purposes.

Abutting the western property line is Loblolly Park, abutting the northern property line is Yellow Water Trailhead, and abutting the southern property line is Loblolly Mitigation Preserve. Additionally, approximately one mile east of the subject site is the Cecil Field Conservation Corridor, Taye' Brown Regional Park, and Cecil Field. Southeast of the subject site is Sal Taylor Creek Preserve. To comply with the Southwest Vision Plan, the proposed residential development should be developed in a village-based design with small lots toward the center of the community, and larger lots on the perimeter. The Plan also recommends preserving views of the surrounding natural environment. Changing the land use category from AGR to LDR is not in conflict with the Southwest Vision Plan so long as the proposed development follows the rural community design recommendations as outlined in the Rural and Conservation Character Area portion of the Plan.

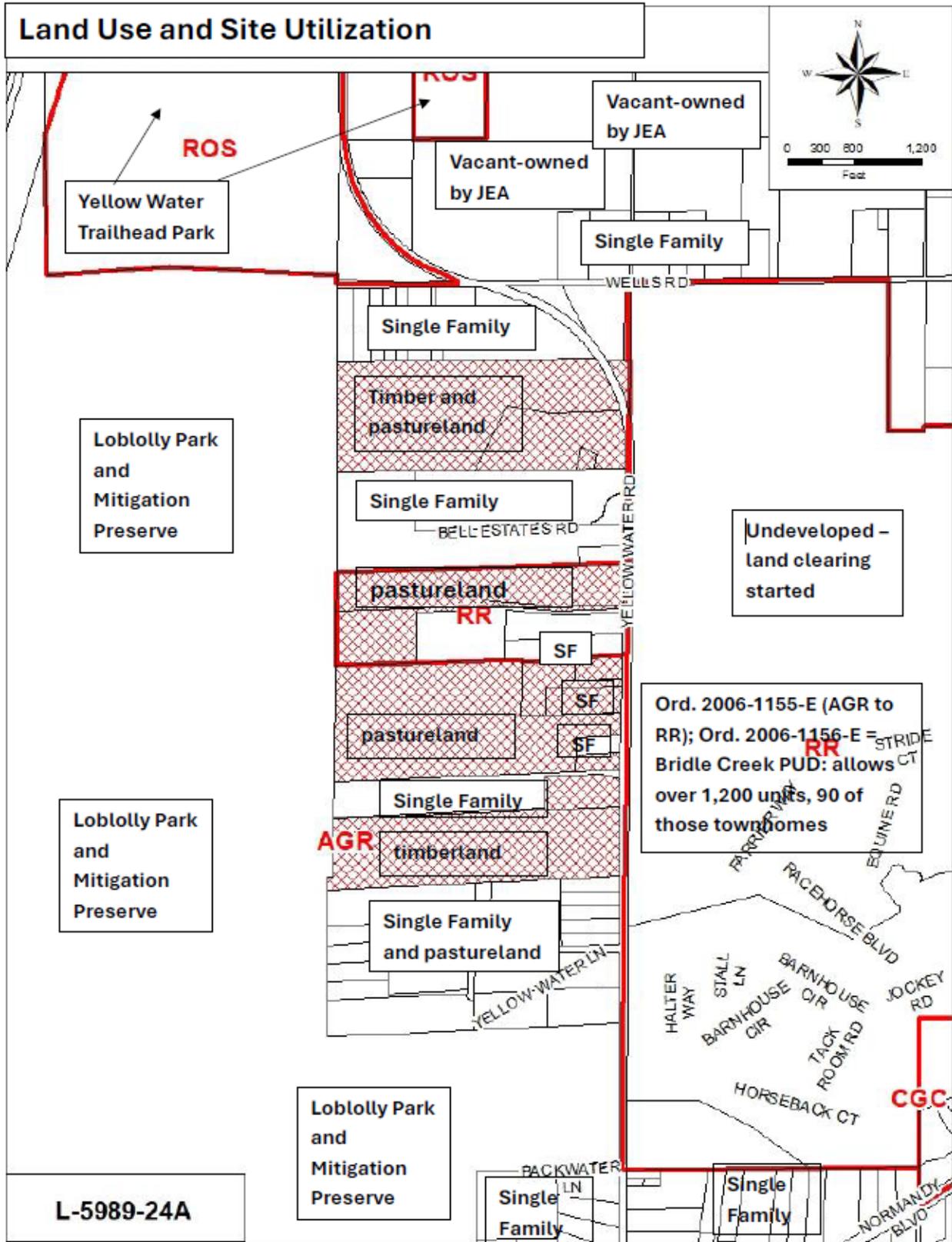
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Goal of the Communities and Affordable Housing component of the Strategic Regional Policy Plan:

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing to provide lifestyle choice and options to meet the needs in northeast Florida and create additional space for the development of housing in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

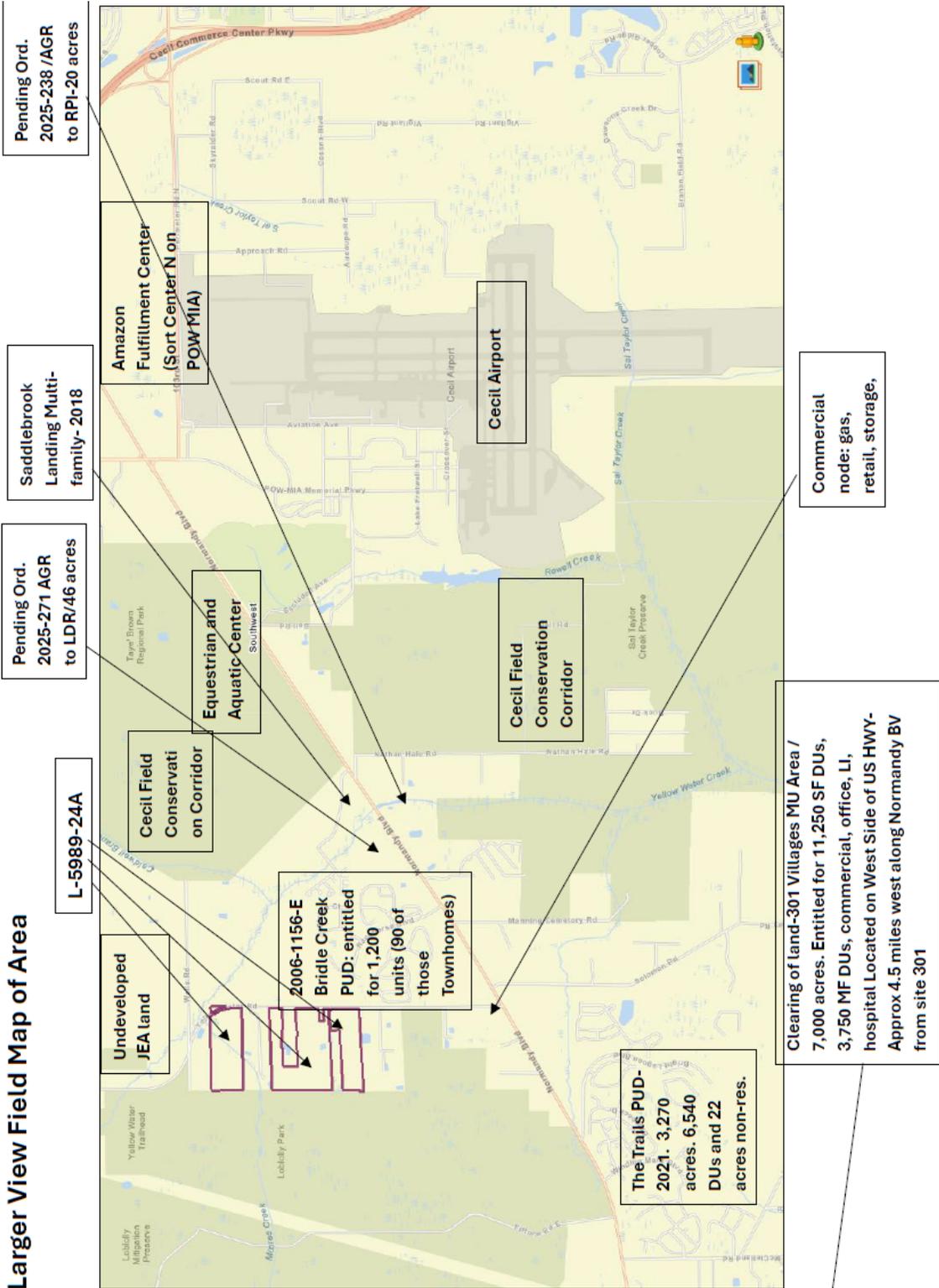
# ATTACHMENT A - LAND USE, LOCATION, AND FIELD NOTES MAP



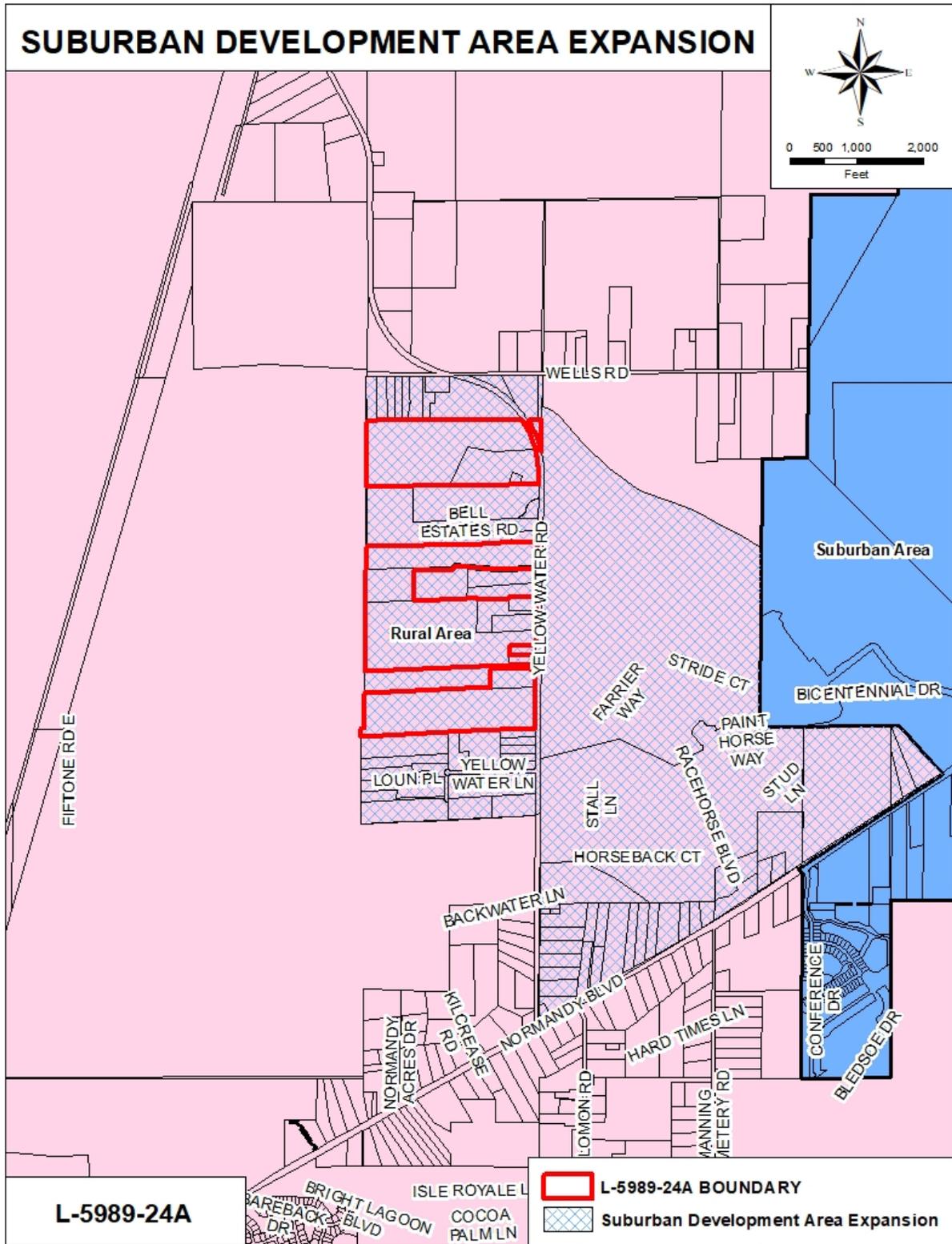
# ATTACHMENT A - LAND USE, LOCATION, AND FIELD NOTES MAP (BROAD VIEW)

## L-5989-24A – Proposed AGR/RR to LDR with Suburban Boundary Extension

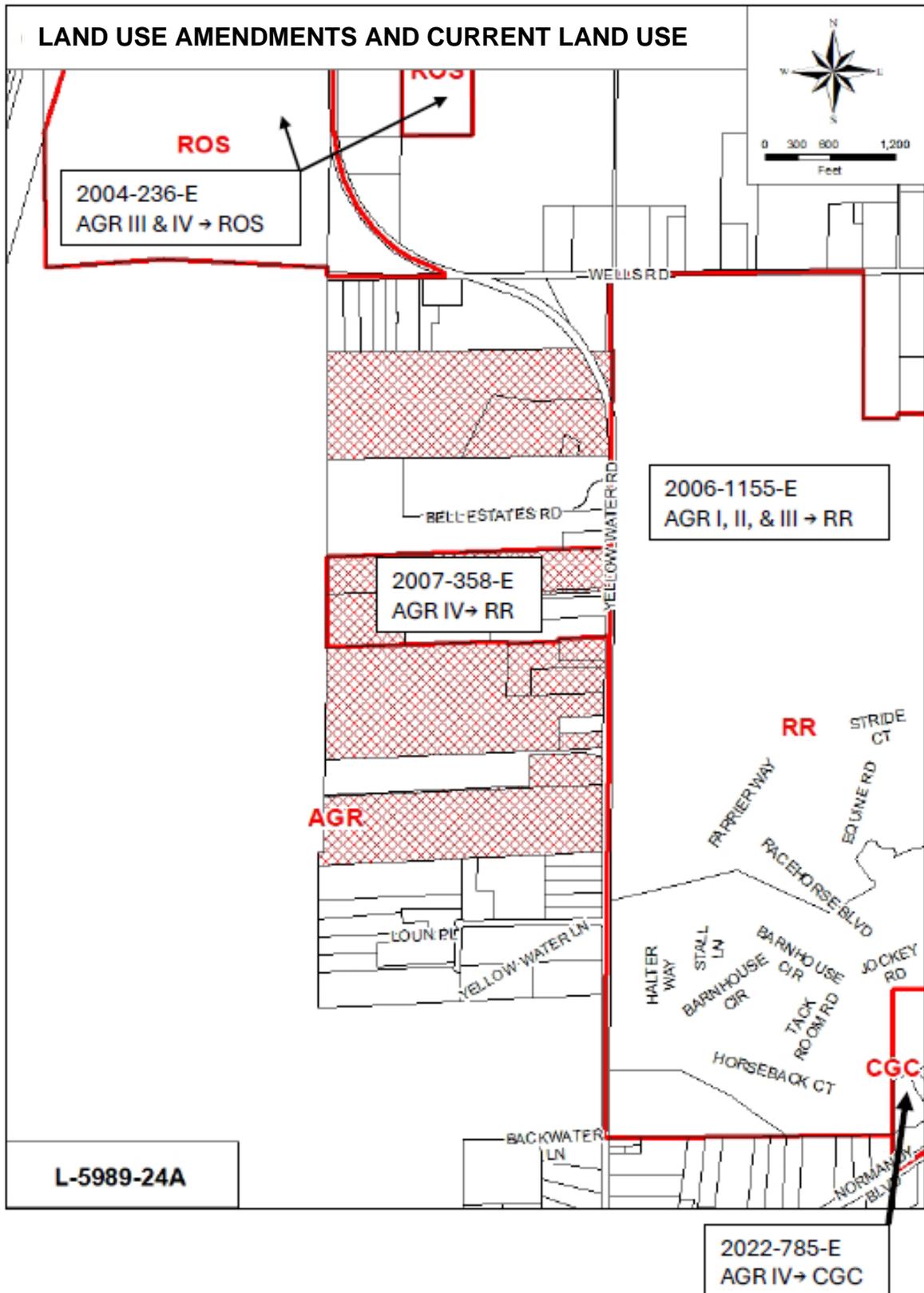
### Larger View Field Map of Area



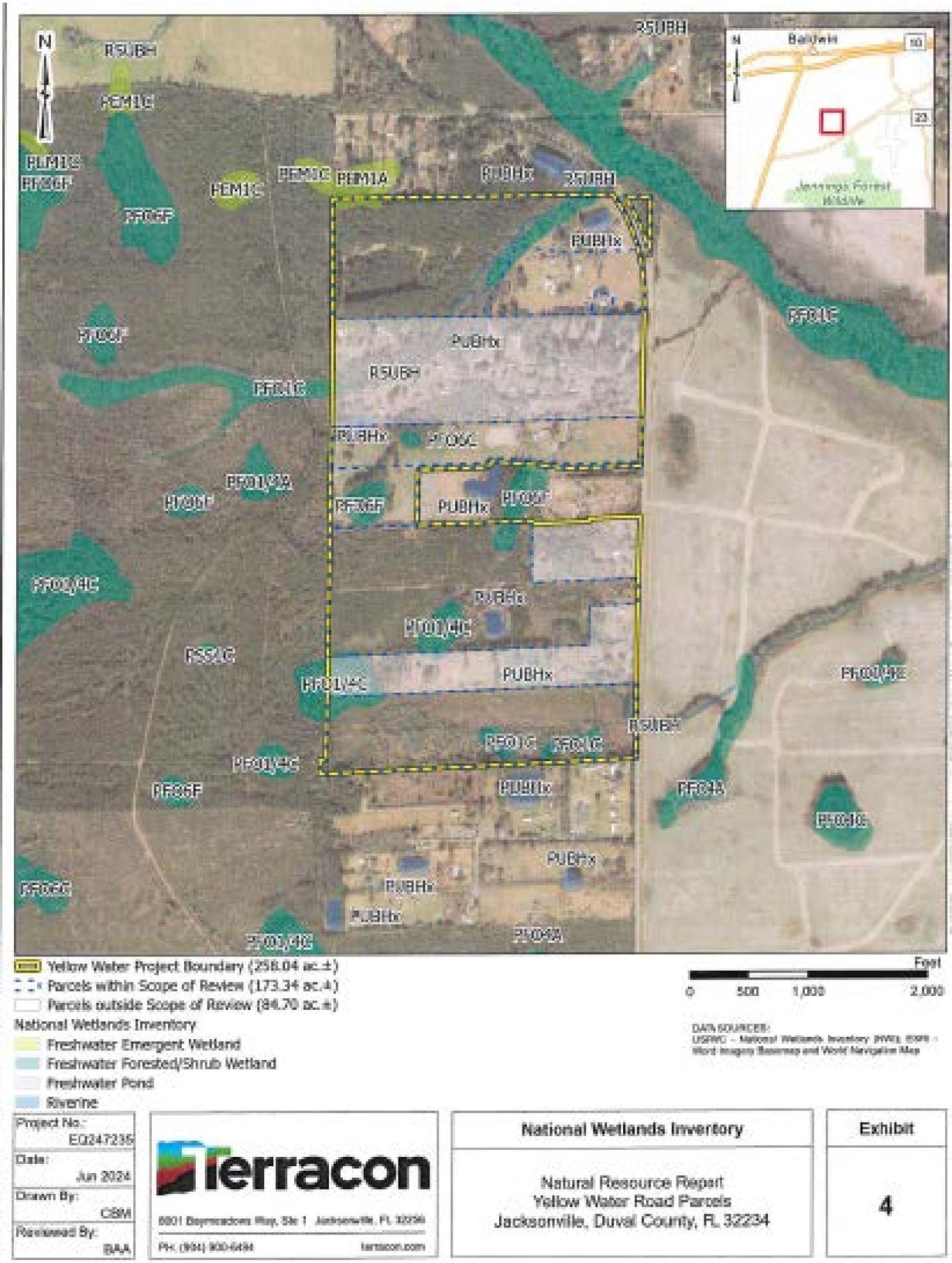
# ATTACHMENT B - PROPOSED DEVELOPMENT AREA BOUNDARY EXTENSION



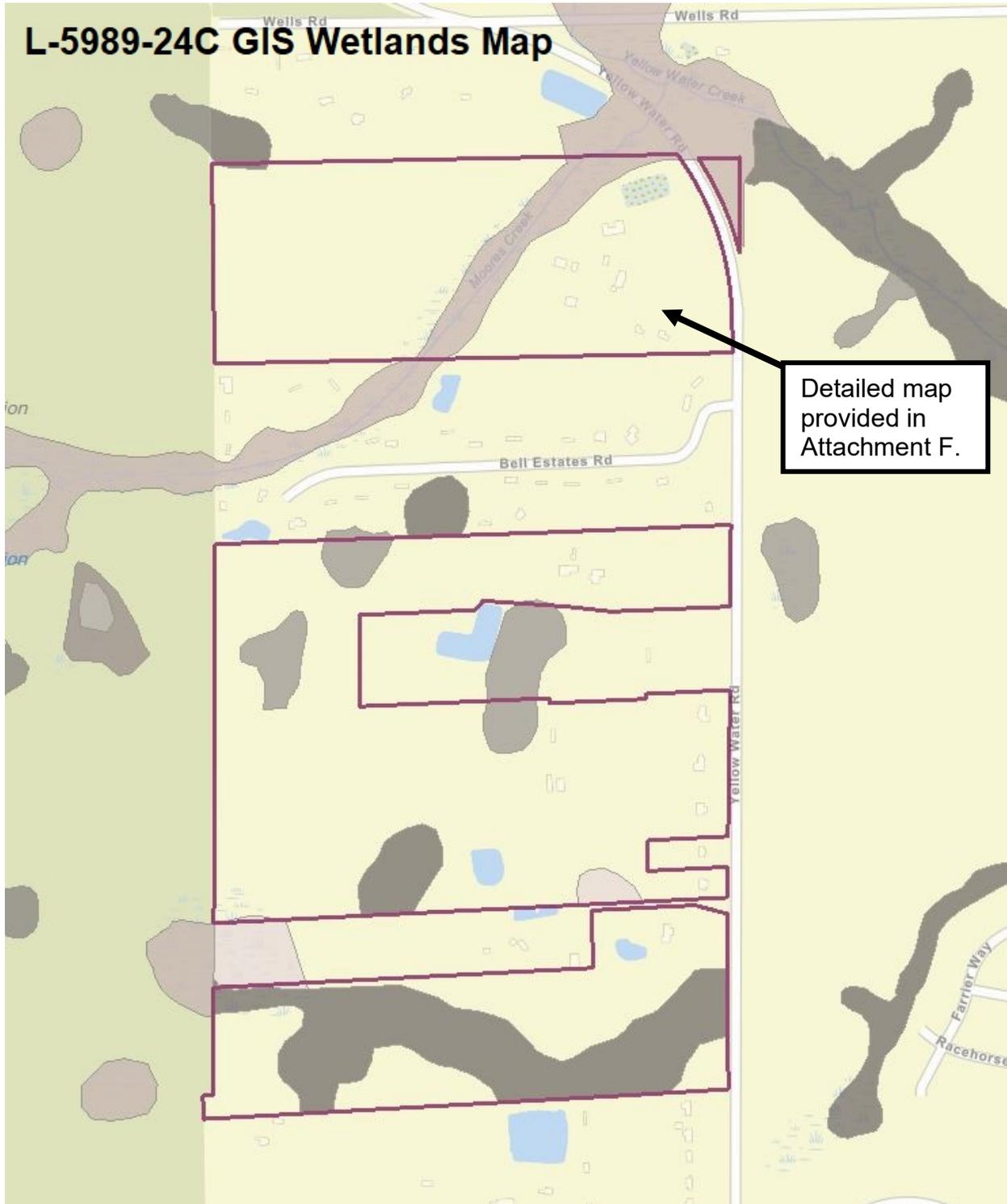
# ATTACHMENT C- MAP OF LAND USE AMENDMENTS



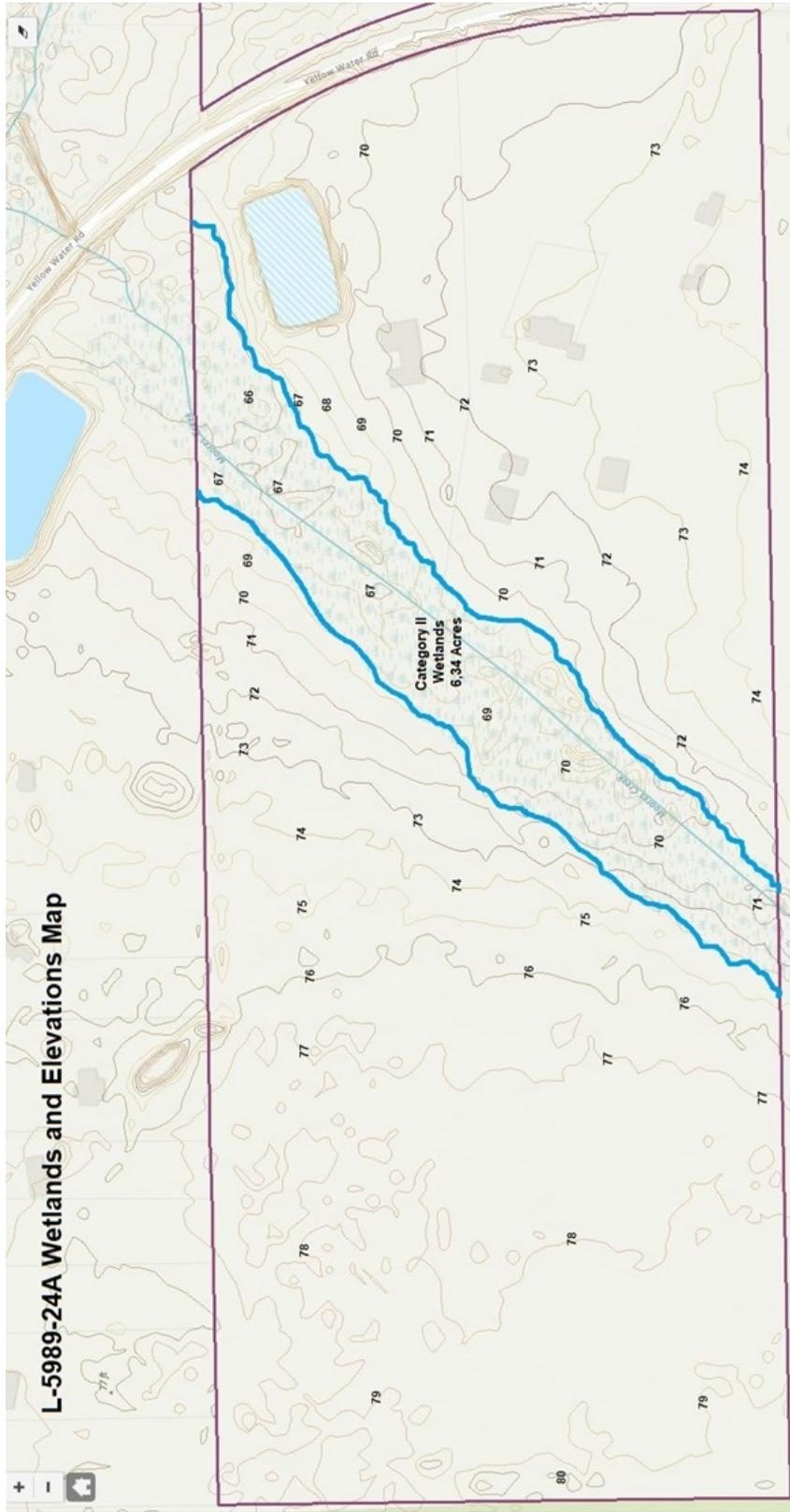
# ATTACHMENT D - WETLAND MAP PROVIDED BY THE APPLICANT



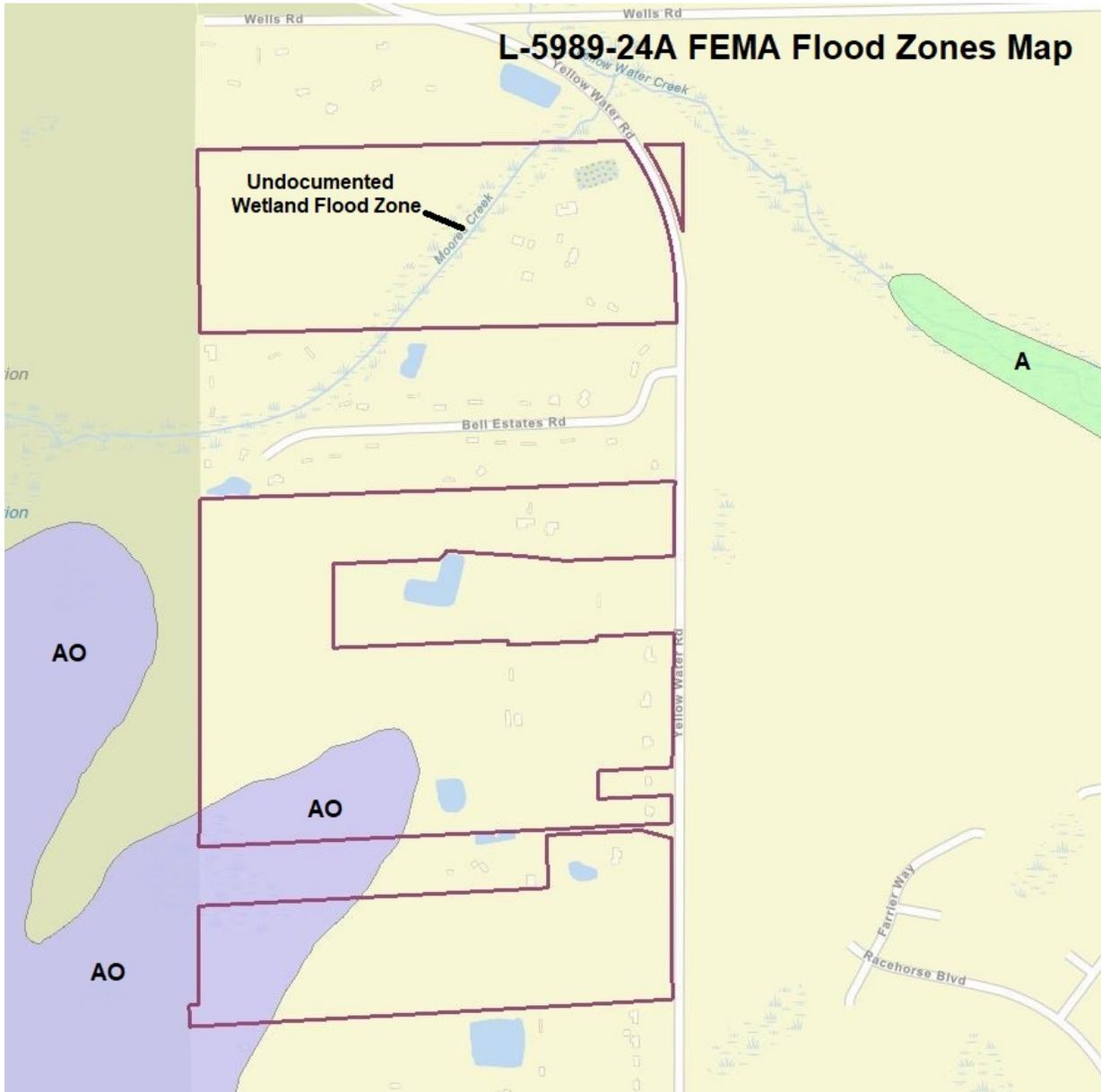
**ATTACHMENT E - WETLAND MAP FROM JAX GIS**



**ATTACHMENT F- SUPPLEMENTAL WETLAND MAP FROM JAX GIS**



**ATTACHMENT G – FLOOD ZONE MAP FROM JAX GIS**



**Application Review Request:** COJ PDD: Baseline Checklist Review

**Proposed Name:** L-5989-Yellow Water Rd

**Requested By:** Maddie Read

**Reviewed By:** Levonne Griggs

**Due:** 4/30/2025

Analysis based on maximum dwelling units: **950**

SCHOOL <sup>1</sup>	CSA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Mamie Agnes Jones ES #236	1	114	455	400	88%	75%
Baldwin Middle-High #38	1	38	1204	1459	121%	124%
Baldwin Middle-High #38	1	68	1204	1459	121%	124%
		220				

**NOTES:**

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)

<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate

ES-.120

MS-.041

HS-.072

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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.