



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

May 22, 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. 2025-271/Application No. L-6023-25C

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 2025-271 on May 22, 2025.

P&DD Recommendation APPROVE

PC Issues: None. Minimal questions to understand the Development Boundary change.

PC Vote: 7-0 APPROVE

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

Chief of Community Planning

City of Jacksonville - Planning and Development Department

214 North Hogan Street, Suite 300

Jacksonville, FL 32202

(904) 255-7842

HParola@coj.net

Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – May 16, 2025

Ordinance/Application No.:	2025-271 / L-6023-25C
Property Location:	0 Normandy Boulevard
Real Estate Number(s):	002314-0000
Property Acreage:	46.54 acres
Planning District:	District 4, Southwest
City Council District:	District 12
Applicant:	Paul Harden, Esq.
Current Land Use:	Agriculture (AGR)
Proposed Land Use:	Low Density Residential (LDR)
Current Zoning:	Agriculture (AGR)
Proposed Zoning:	Planned Unit Development (PUD)
Development Boundary:	Rural Development Area
Proposed Development Boundary:	Suburban Development Area

RECOMMENDATION: **Approve**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks this land use amendment to develop as residential property.

A justification from the applicant for the extension of the Suburban Development Area Boundary is included as Attachment A to this report.

BACKGROUND

The 46.54-acre subject site is located along the north side of Normandy Boulevard, a FDOT principal arterial roadway, approximately one (1) mile east of Yellow Water Road, a collector roadway, and two and a half (2.5) miles west of POW-MIA Memorial Parkway, a minor arterial roadway. While the site is currently within the Rural Area, it is surrounded

on three (3) sides by land within the Suburban Development Area. In addition to the request for a land use amendment from AGR to LDR, the applicant also seeks to extend the Suburban Development Area boundary to include the subject site. The site is located within the Southwest Planning District (District 4) and Council District 12. Pending concurrently with this application is companion rezoning from Agriculture (AGR) to Planned Unit Development (PUD), pursuant to Ordinance 2025-272.

The property is used as timberland. Adjacent to the north of the property are residential parcels entitled for development designated Low Density Residential (LDR). Adjacent to the south and west of the parcel are parcels entitled for development of larger, Rural Residential (RR) lots. The abutting properties west of the subject site were amended from AGR to LDR pursuant to Ordinance 2006-1155-E. The properties south of the subject site were amended to RR and LDR pursuant to Ordinance 2021-520-E. The properties north of the subject site were amended from Public Building Facilities (PBF) to LDR pursuant to Ordinances 2012-019-E and 2018-437-E

The subject site is located next to Yellow Water Creek and is adjacent to Flood Zone A. Furthermore, wetlands are in the northeast corner of the property. The portion of the property that is in the floodway and contains wetlands is not part of the land use amendment site, and development will be clustered away from it.

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

North: Land Use: LDR , AGR, and PBF

Zoning: PUD and Public Building Facilities—1 (PBF-1)

Property Use: Multi-family residential, undeveloped land, and Cecil Field Conservation Corridor

South: Land Use: AGR, LDR, and RR

Zoning: AGR and PUD

Property Use: Single-family residential and undeveloped land

East: Land Use: AGR, LDR, PBF, and Medium Density Residential (MDR)

Zoning: PUD, AGR, and Residential Medium Density—D (RMD-D)

Property Use: Single-family residential and undeveloped land

West: Land Use: AGR, RR, and Community / General Commercial

Zoning: AGR and PUD

Property Use: Single-family residential, undeveloped land, and Cecil Field Conservation Corridor

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 potential as shown in this section.

Land Use Amendment Impact Assessment - Application Number L-6023-25C

Development Analysis – 46.54 acres		
Development Boundary	Current: Rural Area	Proposed: Suburban Area
Roadway Frontage Classification / State Road	Normandy Boulevard – FDOT Principal Arterial	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Timberland	Proposed: Single-family dwellings
Land Use / Zoning	Current: AGR/AGR	Proposed: LDR/PUD
Development Standards for Impact Assessment	Current: 1 DU / 2.5Acre	Proposed: 5 DU / Acre
Development Potential	Current: 18 Dwelling Units	Proposed: 232 Dwelling Units
Net Increase or Decrease in Maximum Density	Increase of 214 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 47 People	Proposed: 617 People
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	No	
Airport Environment Zone	Cecil Airport; 150 feet height restriction	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	Yes, 750-foot buffer	
Boat Facility Siting Zone	No	
Brownfield	No	

Development Analysis – 46.54 acres	
Public Facilities	
Potential Roadway Impact	Increase of 2,018 net new daily trips
Potential Public School Impact	52 students
Water Provider	JEA
Potential Water Impact	Increase of 56,924 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 42,693 gallons per day
Potential Solid Waste Impact	Increase of 556.4 tons per year
Drainage Basin/Sub-basin	Brady/Yellow Branch; Yellow Water Creek
Recreation and Parks	Cecil Field Conservation Corridor; Loblolly; Yellow Water Trailhead; Cecil Field; Taye Brown Regional Park; Sal Taylor Creek Preserve
Mass Transit Access	No
Natural Features	
Elevations	54 to 77 feet above mean sea level
Land Cover	4110: Pine Flatwoods 6300: Wetland Forested Mix
Soils	14: Boulogne fine sand 51: Pelham Fine Sand 63: Sapelo Fine Sand 80: Goldhead, wet, and Lynn Haven Soils
Flood Zones	No
Wetlands	0.81 of an acre of Category III Wetlands
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 and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA Availability Letter, dated January 16, 2025, as part of the companion rezoning application. According to the letter, there is an existing 20-inch water main along Normandy Boulevard, and an existing 16-inch sewer force main along Normandy Boulevard. The letter also states that connection to the JEA owned sewer system will require the design and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter).

Both the land use amendment application and the companion PUD rezoning application indicate that the site will be served by JEA water. It is the intent of the applicant, with the

companion PUD rezoning, to develop the property with up to 325 units. The maximum gross density in the Suburban Area shall be 7 units per acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.

The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units per acre and the minimum lot size shall be $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available.

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 $\frac{1}{4}$ mile from the proposed subdivision.
 - b. Each lot is a minimum of $\frac{1}{2}$ 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 46.54 acres and is located on 0 Normandy Boulevard, an FDOT Principal Arterial. 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 Agricultural (AGR) 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 land use would result in 170 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 2,188 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 2,018 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the Florida Department of Transportation 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	18 DUs	T = 9.43 (X)	170	0	170
				Total Trips for Existing Land Use- Scenario 1		170
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LDR	210	232 DUs	T = 9.43 (X)	2,188	0	2,188
				Total Trips for Proposed Land Use- Scenario 1		2,188
			Scenario Difference in Daily Trips			2,018

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

SCHOOL CAPACITY

The 46.54-acre proposed land use map amendment has a development potential of 232 dwelling units and 52 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-6023-25C Normandy Blvd Requested By: Maddie Read Reviewed By: LeVonne Griggs Due: 4/22/2025 Analysis based on maximum dwelling units: <u>232</u>							
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	2,086	54%	27	56%	2,086	1,990
Middle	1	6,288	70%	9	81%	1,131	1,115
High	1	6,762	71%	16	69%	912	1,349
				52			

NOTES:

¹ Proposed Development's Concurrency 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.

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. 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 is provided by the Duval County School Board. This information 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.

Application Review Request: COJ PDD: Baseline Checklist Review						
Proposed Name: L-6023-25C 0 Normandy BLvd						
Requested By: Maddie Read 0						
Reviewed By: Levonne Griggs						
Due: 4/22/2025						
Analysis based on maximum dwelling units: 232						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Mamie Agnes Jones ES#236	1	27	455	400	88%	75%
Baldwin Middle-High #38	1	9	575	565	98%	97%
Baldwin Middle-High #38	1	16	884	892	101%	97%
		52				

NOTES:

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

² Does not include ESE & room exclusions

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.

AIRPORT ENVIRONMENT HEIGHT RESTRICTION ZONE

The site is located within the 150' 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

The site is located within an area identified as being in the 0-4 inches 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.

ARCHAEOLOGICAL SENSITIVITY

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

Historic Preservation Element

Policy 1.2.2 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.

WELLHEAD BUFFER ZONE

The land use amendment site is within the 750-foot buffer of a wellhead. The Environmental Quality Division (EQD) reviewed the application for possible impacts. While the review did not find issues with the proposed application, information was provided for the applicant's use if a well is intended on this property.

EQD Response:

The proposed project is located within a Wellhead Protection Area, as defined by City of Jacksonville Environmental Protection Board Rule 8 – Groundwater Resource Management, Section 8.102(zz). Therefore, the proposed project must comply with City of Jacksonville Ordinance Code (COC) Chapter 366, Part 4 –Wellhead Protection, and Chapter 62-521.400, Florida Administrative Code (F.A.C.) – Ground Water Protection Measures in Wellhead Protection Areas.

Some notable conditions in COC Chapter 366, Part 4 include, but are not limited to:

- provisions for maintaining and protecting existing wells
- prohibitions against construction or modifications of groundwater wells
- requirements for inspection, backflow prevention, and other protective measures for wells
- notices of releases or spills of contaminants in Wellhead Protection Areas.

Some notable conditions in 62-521.400, F.A.C., include, but are not limited to:

- prohibitions against certain:
 - discharges of industrial wastewater to ground water
 - underground injection control wells
 - hazardous waste treatment, storage, disposal, and transfer facilities
 - aboveground and underground tankage of hazardous wastes
 - solid waste disposal facilities
 - underground storage tanks

- aboveground storage tanks
- Secondary containment requirements for hazardous wastes

The applicant must be advised to review and comply with all provisions of COC Chapter 366, Part 4 and Chapter 62-521.400, F.A.C. EQD has no objection to the approval of the subject land use amendment application, provided provisions are made for long-term, continuous compliance with COC Section 366.406 and Chapter 62-521.400, F.A.C.

Infrastructure Element, Sanitary Sewer Sub-Element

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

Within Wellhead Protection Areas, the following shall apply:

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

WETLANDS

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

Wetlands Characteristics:

Approximate Size:	0.81 acres
General Location(s):	The wetlands are in northeast corner of the application site and is a portion of a larger wetland system associated with Yellow Water Creek. However. This wetland of the subject site is located at the upper slopes of the system.
Quality/Functional Value:	The wetland has a high functional value for water filtration attenuation and stormwater capacity. It is not located in a flood zone and has an indirect impact on the City's waterways.
Soil Types/ Characteristics:	<p>(51) 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.</p> <p>(63) Sapelo fine sand. The Sapelo series consists of nearly level, poorly drained soils that occur in depressions or flatlands. The soil is moderately slowly permeable and has a high water table at a depth of 6 to 18 inches.</p>
Wetland Category:	Category III
Consistency of Permitted Uses:	Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	According to the St. Johns River Water Management District website no Environmental Resource Permit issued or applied for at this time.
Wetlands Impact:	None.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 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 Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

- (e) Septic tanks
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

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

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

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

Best Management Practices: Silviculture

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

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

Best Management Practices: Agriculture

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

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

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning Department on April 24, 2025, the required notices of public hearing signs were posted. 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 28, 2025. One member of the public was in attendance and had questions about the maximum number of units, the site's access to city water and sewer, amenities, and the timeline of the development. The applicant was able to answer questions about the number of units and confirmed the site would have access to city water and sewer. The applicant stated there was neither a timeline for the development, nor were there solidified plans for amenities. After voicing her concerns about the pattern of development in the area, the member of the public exchanged contact information with the applicant.

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 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.
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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,
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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 1.1.7 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.9 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

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 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 1.2.8

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 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 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 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 in AGR is 1 unit / 2.5 acres.

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 $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available. According to the JEA letter submitted as a part of the companion PUD application, the development will be utilizing JEA for potable water and septic for sewer. Plan amendment requests for new LDR designations are discouraged in the Rural Areas because they would potentially encourage urban sprawl. LDR in the Urban Area and Suburban Area is intended to provide for low density residential development.

The proposed amendment of the subject site from AGR to LDR will result in a compatible development pattern with residential land uses surrounding the property and served by Normandy Boulevard, an FDOT principal arterial roadway. The intention of the applicant to develop a residential subdivision of up to 325 single family dwellings on the subject site

is consistent with the density limitations of the LDR land use category. The proposed amendment to LDR would also 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 Goals 1 and 3, Objective 1.1, Objective 3.1, and Policies 1.1.7, 1.1.21, and 3.1.5.

The amendment site is located within the Rural Area with a request to extend the Suburban Development Area boundary to include the entire subject site. The subject site abuts land within the Suburban Development Area on both the northern and southern property lines; there is approximately 800 feet between the eastern property line and the Suburban Area. The Suburban Development Area description states that development should occur at low and medium densities promoting a compact and interconnected land development form. Extension of the suburban boundary would be congruent with the development typology of the surrounding area and would allow development to support the growth of jobs and housing in the surrounding area. Due to the proposed amendment extending LDR beyond the confines of the existing Suburban Development Area boundaries, the request to extend the Suburban Development Area to include the entire site is appropriate and therefore consistent with FLUE Policies 1.1.3, 1.1.18 and 1.1.19.

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 this area is preparing to accommodate the influx of residents associated with the proposed residential developments. Additionally, the widening of the roadway is likely to attract expansion of private infrastructure. 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.

South of the subject site, across Normandy Boulevard is a residential subdivision that is currently under development. Ordinances 2021-520-E and 2003-521-E changed the land use on the site from AGR to RR and LDR, and the zoning on the site from AGR to PUD in 2003 to develop the land with up to 250 single family lots.

Abutting the northern property line of the subject site are two multi-family residential developments. Ordinance 2012-019-E and 2012-020-E changed the land use on one site from PBF to LDR, and the zoning on the site from PBF-1 to PUD in 2012. Ordinances 2018-437 and 2018-438 changed the land use on the other site from PBF to LDR, and the zoning from PBF-1 to PUD in 2018.

Abutting the western property line of the subject site is undeveloped land entitled for commercial and residential development. There is a large PUD encompassing both RR and CGC land uses. Ordinance 2006-1155-E changed the land use from AGR to RR in the larger parcel in 2003, and Ordinance 2022-785 changed the land use in the smaller parcel from AGR IV to CGC in 2022. Ordinance 2022-786, which includes both the RR

and CGC parcels mentioned above, rezoned the entire property from PUD and AGR to PUD in 2022. Based on the land use and zoning in the surrounding areas listed above, the proposed LDR land use is consistent with the suburban development trends and land use patterns in the area.

Consistent with FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter, dated January 16, 2025, as part of the companion rezoning application. According to the letter, there is an existing 20-inch water main along Normandy Boulevard, and an existing 16-inch sewer force main along Normandy Boulevard. The letter also states that connection to the JEA owned sewer system will require the design and construction of an onsite, JEA owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter).

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

Vision Plan

The subject 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.

The western portion of the subject site is close to Loblolly Park, Yellow Water Trailhead, and Loblolly Mitigation Preserve. East of the subject site is Taye Brown Regional Park, and 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.

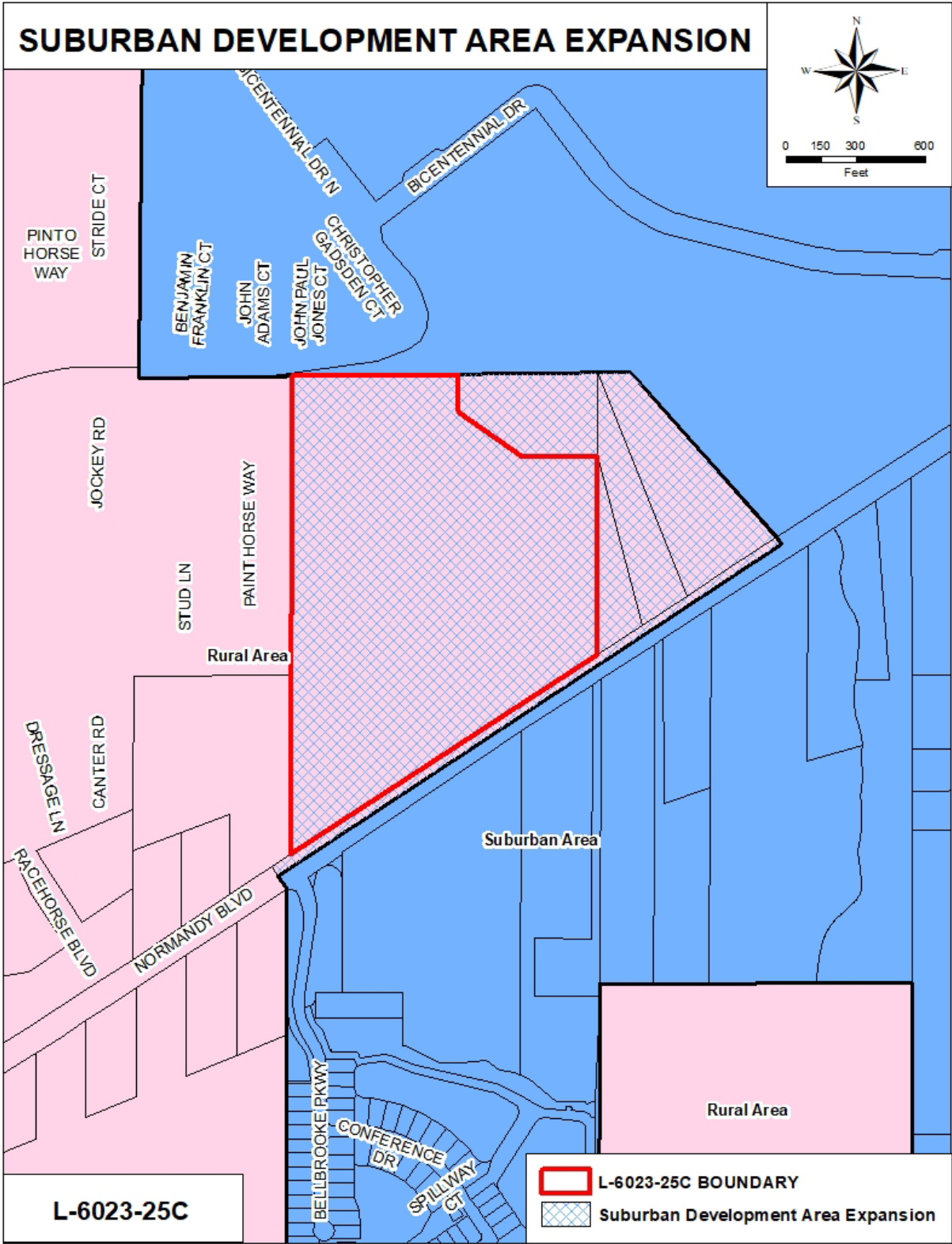
Strategic Regional Policy Plan

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

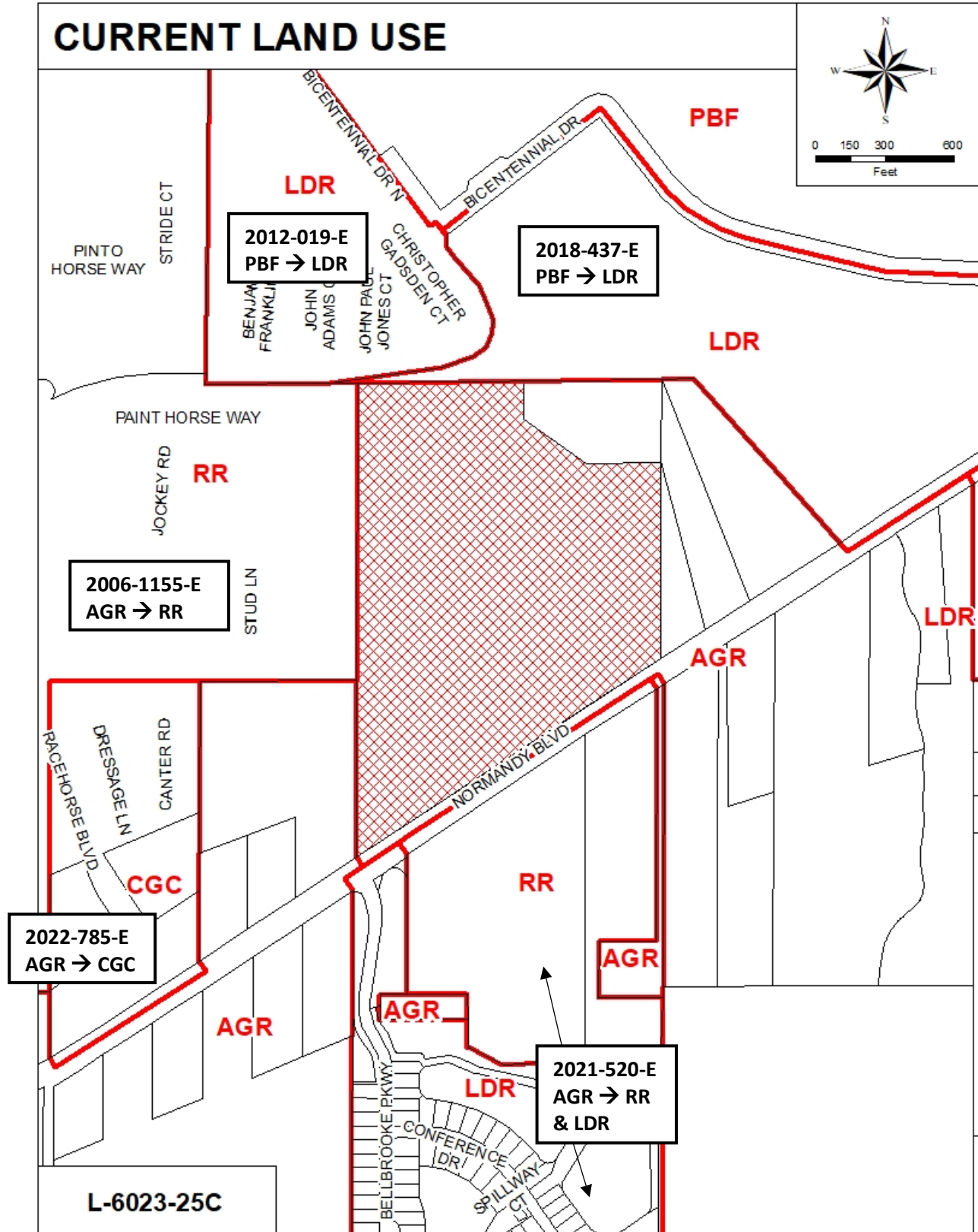
Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and

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 in the northeast Florida region and create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

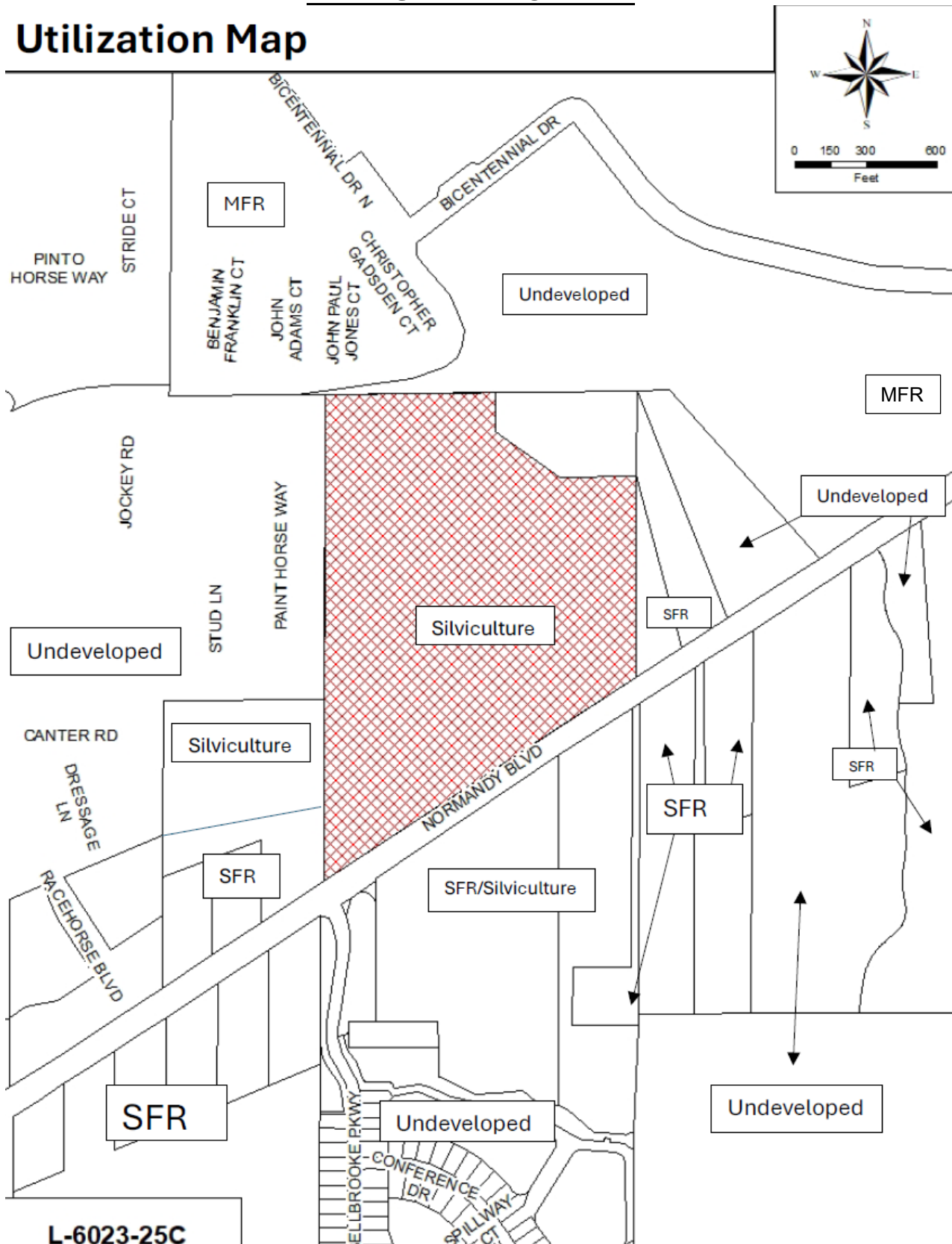


CURRENT LAND USE MAP



LAND UTILIZATION MAP

Utilization Map



MAP OF WETLANDS



ATTACHMENT A

Applicant's Justification for Extension of Suburban Boundary Tracking No. L-6023

Policies 1.1.18, 1.1.19, and 1.1.21 support the extension of the development area to include the lands proposed in this application.

While the land in question is AGR, where normally development expansion would be discouraged, the current amendment request is to LDR and adjoining lands on three sides are designated for single family.

The site is a logical extension of existing single family cluster. There are public services nearby.

In accordance with Policy 1.1.21, the land proposed for development expansion is currently in an outdated development pattern. The proposal provides a logical development pattern. These lands would also provide adequate choices for continued growth needs in the area, as the land is proximate to compatible uses, development scale and is likely to further the growth management and mobility goals of the City of Jacksonville.