



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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117 W. Duval St.  
Jacksonville, FL 32203  
(904) 630-CITY  
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August 21, 2025

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

**RE: Planning Commission Advisory Report / Ordinance No. 2025-483/Application No. L-6018-25A**

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairman Carlucci 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 2025-483 on August 21, 2025.

PD Recommendation

APPROVE

PC Issues:

The applicant explained the access to the project and the location and maintenance of the conservation area.

**PC Vote:**

**7-0 APPROVE**

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

Planning Commission Report  
August 21, 2025  
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If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in cursive script that reads "Susan Kelly".

**Susan Kelly, AICP**  
*Acting Chief of Community Planning*  
City of Jacksonville - Planning Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KSusan@coj.net](mailto:KSusan@coj.net)

## **Report of the Jacksonville Planning Department**

### **Large-Scale Future Land Use Map Amendment – August 15, 2025**

**Ordinance/Application No.:** 2025-483 / L-6018-25A

**Property Location:** 0 Butch Baine Drive

**Real Estate Number(s):** 019569-0000, 106123-0000, and 108113-0100

**Property Acreage:** 344.60 acres

**Planning District:** District 6, North

**City Council District:** District 8

**Applicant:** T.R. Hainline, Esquire

**Current Land Use:** Agriculture (AGR)

**Proposed Land Use:** Low Density Residential (LDR) and Conservation (CSV)

**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**

To allow for residential development. Concurrently with this application, the applicant is seeking to extend the Suburban Development Area to this property. The applicant has included justification and support documentation for the land use amendment and overall development project.

A justification from the applicant is included as Attachment D to this report.

The Preliminary Development Plans for the site are included as Attachment E to this report.

## **BACKGROUND**

The approximately 344.6-acre subject site consists of three (3) parcels and is located on the west side of I-95, between Pecan Park Road and Thomas Creek. The site is currently undeveloped, and while it is currently within the Rural Area, it is surrounded on three (3) sides by land within the Suburban Development Area. Concurrent with the request for a land use amendment, the applicant also seeks to extend the Suburban Development Area boundary to include the subject site. Additionally, the site is located within the North Planning District (District 6) and Council District 8.

The site is currently accessed by Butch Baine Drive, which is an unclassified road, approximately 3/4-mile north of Pecan Park Road, which is classified as a collector road according to the City's Functional Highway Classifications Map. As previously mentioned, the site abuts I-95, which is an FDOT interstate.

The entire site is currently categorized as AGR land use in the Rural Area and AGR zoning. The applicant proposes that approximately 312.87 acres of the site be amended to the LDR land use category in the Suburban Development Area and 31.73 acres to the CSV land use category, also in the Suburban Development Area. The CSV designation would be located along the northern property line, on the edge of the Timucuan Ecological and Historic Preserve. The applicant is requesting an extension of the Suburban Development Area to cover the entirety of the subject site, a map of which is shown in Attachment B.

This is the adoption round of the large-scale land use amendment. The proposed Planned Unit Development (PUD) rezoning has been filed concurrently with this amendment as Ordinance 2025-484. The City's Parks Department has been working with the applicant to achieve a net positive public benefit for the adjacent Seaton Creek Historic Preserve. Ordinance 2025-484 includes donated lands (referenced in the Written Description of the PUD), and as such, this Ordinance is supported by the Parks Department. A narrative from the Parks Department is included in this report as Attachment F.

As previously mentioned, the subject site is currently undeveloped. I-95 borders the site to the east; north of the site is national park land; residential is located to the south of the site; and a mix of residential and undeveloped land is to the west of the site.

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

North: Land Use: AGR  
Zoning: AGR  
Property Use: undeveloped and conservation lands

South: Land Use: LDR  
Zoning: PUD and AGR  
Property Use: single-family residential

**East (across I-95):** Land Use: mix of Light Industrial (LI), Community / General Commercial (CGC), Medium Density Residential (MDR), and LDR (recently approved with Ordinance 2024-970-E)  
 Zoning: PUD  
 Property Use: I-95 and undeveloped land

**West:** Land Use: MU and AGR  
 Zoning: PUD and AGR  
 Property Use: single-family residential, undeveloped, and conservation lands/Seaton Creek Historic Preserve

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.

## **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.

<b>Development Analysis</b>		<b>344.60 acres (312.87 LDR / 31.73 CSV)</b>
Development Boundary	Rural Area - *requesting extension of Suburban boundary.	
Roadway Frontage Classification / State Road	I-95 (FDOT interstate), abuts but no direct access	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Residential and Conservation
Land Use / Zoning	Current: AGR / AGR	Proposed: LDR and CSV / PUD
Development Standards for Impact Assessment	Current: 1 DU / 2.5 acres	Proposed: 5 DU / acre (N/A for CSV)
Development Potential	Current: 137 dwelling units	Proposed: 1,564 dwelling units (N/A for CSV)
Net Increase or Decrease in Maximum Density	Increase of 1,427 dwelling units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 364 people	Proposed: 4,160 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No, but SMA abuts northern property line	
Septic Tank Failure Area	No	
Evacuation Zone	Zones A, C, and E	
Airport Environment Zone	150' height and hazard zone for JIA	
Industrial Preservation Area	No	
Cultural Resources	No	

Development Analysis		344.60 acres (312.87 LDR / 31.73 CSV)
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard	Yes, at the northern property line (approx. 19 acres) – proposed for CSV land use	
Adaptation Action Area	Yes, the northern portion of property (approx. 87.4 acres) – proposed for CSV land use	
Groundwater Aquifer Recharge Area	No, discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	13,457 net new daily trips	
Potential Public School Impact	385 new students	
Water Provider	JEA	
Potential Water Impact	Increase of 379,582 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 284,687 gpd	
Potential Solid Waste Impact	Increase of 3,710.2 tons per year	
Drainage Basin/Sub-basin	Nassau River / Seaton Creek (stream)	
Recreation and Parks	Seaton Creek Historic Preserve & Timucuan Preserve	
Mass Transit Access	No	
Natural Features		
Elevations	10 – 20 feet	
Land Cover	4410: pine plantation; 6250: hydric pine flatwoods; 6110: bay swamp; 6210: cypress; and 6300: wetland forested mixed	
Soils	38 (Mascotte fine sand); 66 (Surrency loamy fine sand, depressional); 51 (Pelham fine sand); 82 (Pelham fine sand, depressional); 67 (Surrency loamy fine sand, frequently flooded); 81 Stockade fine sandy loam); and 32 (Leon fine sand)	
Flood Zones	AE at northern property line (approx. 37.4 acres)	
Wetlands	Approx. 63 acres of Category III wetlands, throughout the site (6250: hydric pine flatwoods; 6110: bay swamp; 6300: wetland forested mixed; 6210: cypress)	
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 provided a JEA service availability letter, dated June 23, 2025, with the companion rezoning application. The letter states that two potable water connections are available to the subject site – one existing 16 inch water main along Pecan Park Road and one proposed 16 inch water main along Seaton Creek Drive. Two sewer connections are also available – one existing 16 inch force main along Pecan Park Road and one proposed 16 inch water main along Sean Creek Drive.

#### Future Land Use Element

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

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

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

#### **Transportation**

The subject site is 344.60 acres and is located on Butch Baine Drive, a local facility, west of Interstate 95 (I-95), an FDOT Interstate facility. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 4. The applicant proposes to change the existing land use from Agriculture (AGR) to Low Density Residential (LDR) and Conservation (CSV).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with 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 1,292 daily trips depending on the scenario. If the land use is amended to allow for this proposed LDR and CSV development, this will result in 14,749 daily trips.

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

The difference in daily trips for the proposed land use amendment is 13,457 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to determine if a traffic operational analysis is needed.



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

<b>Current Land Use-Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Diverted &amp; Pass-By Trips</b>	<b>Daily Trips</b>
AGR	210	137 DUs	T = 9.43 (X)	1,292	0	1,292
				<b>Total Trips for Existing Land Use- Scenario 1</b>		<b>1,292</b>
<b>Proposed Land Use-Scenario</b>	<b>ITE Land Use Code</b>	<b>Potential Number of Units</b>	<b>Estimation Method</b>	<b>Gross Trips</b>	<b>Less Diverted &amp; Pass-By Trips</b>	<b>Daily Trips</b>
LDR & CSV	210	1,564 DUs	T = 9.43 (X)	14,749	0	14,749
				<b>Total Trips for Proposed Land Use- Scenario 1</b>		<b>14,749</b>
<b>Scenario Difference in Daily Trips</b>						<b>13,457</b>

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

### **School Capacity**

The proposed amendment could result in the development of 1,564 dwelling units and 385 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-6018-25A Butch Blaine Dr Requested By: Susan Kelly Reviewed By: LeVonne Griggs Due: 3/12/2025  Analysis based on maximum dwelling units: <b>1,564</b>							
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	53%	186	55%	7,057	2,617
Middle	1	6,288	70%	78	81%	1,862	101
High	7	2,103	95%	121	73%	618	2,252
				385	64		

NOTES:

<sup>1</sup> Proposed Development's Concurrency Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate

ES-.119

MS-.050

HS-.078

0.248

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 (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

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.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-6018-25A Butch Blaine Dr Requested By: Susan Kelly Reviewed By: LeVonne Griggs Due: 3/12/2025 Analysis based on maximum dwelling units: <b>1,564</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
Biscayne ES#269	1	186	667	814	122%	100%
Highlands MS#244	1	78	1148	664	58%	45%
First Coast HS#265	7	121	2207	2103	95%	85%
		385				

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-.119

MS-.050

HS-.078

0.248

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 (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

## 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.

## Airport Environment Zones

### Height Restriction:

The site is located within the 150-foot Height and Hazard Zone for Jacksonville International Airport (JIA). 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.

### **Evacuation Zone**

The subject site is within Evacuation Zones A, C and E. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment change. EPD found that there was sufficient access to I-95, the primary evacuation route and that mitigation techniques to reduce flood vulnerability should be incorporated into the site development. Their comments are included below.

### EPD Review

The scenario proposed by FLUM Amendment L-6018-25A indicates a maximum development potential of 1,564 dwelling units. The supplemental Property and Access map furnished by the applicant indicates sufficient access to primary evacuation route I-95 will be available (approximately 1.8 road miles via Butch Blaine Drive, Tison Road, Pecan Park Road).

In consideration of the existing evacuation zone designations (Zones A, C, E) and nearest evacuation routes, future development proposed under this scenario would have a

minimal impact on countywide evacuation clearance times. Site development should incorporate appropriate mitigation techniques to reduce flood vulnerability to roadways and infrastructure while minimizing impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

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

**Coastal High Hazard Area (CHHA)**

According to the City's GIS 2021 CHHA Map, approximately 19.0 acres of the northern portion of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The applicant is requesting that this area be designated as Conservation (CSV) land use. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on the Coastal High Hazard Areas (CHHA) and Hurricane Evacuation Zones Map.

Conservation/Coastal Management Element

Policy 7.2.3        In the event that the Chief of Emergency Preparedness determines that the shortage of shelter space requires mitigation, then policies 7.2.5, 7.2.6                      and                      7.2.7                      shall                      apply.

Policy 7.2.5        The City shall require that all new development located in the Coastal High Hazard Area in land use categories that permit residential density greater than Low Density Residential shall contribute to the cost of emergency shelter space in existing school sites.

Policy 7.2.6        For purposes of determining an owner's assessment for the cost of emergency shelter space in new and existing school sites and community centers, the City shall use a quantitative formula where:

- A equals the total number of residential units proposed;
  - B equals number of persons per household; and
  - C equals average cost to retrofit one shelter space;
  - D owners assessment
- $A \times B \times C = D$  Owner's Assessment

Policy 7.2.7        The City shall use the most recent U.S. Census data related to average household size, population in households and households. In calculating

the assessment owed, the City shall use the full unit count of the proposed development, the county-wide average household size from the U. S. Census, and the average shelter retrofit cost as provided by the City's Emergency Preparedness Division in consultation with the Duval County School District Facilities Services Division. The City shall not allow a reduction of the shelter space required based on assumptions of smaller household sizes than the county-wide census data or reduced uses of public shelters for certain developments. These factors shall be updated as warranted by the City to ensure accuracy of costs and population factors.

The City will continue to enforce building standards and requirements to minimize structural damage to property in hazardous coastal areas. Future City expenditures for infrastructure improvements will be limited to meeting the needs of existing residents and resource protection. Land use decisions will direct new development to areas outside of hazardous coastal areas.

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

Policy 7.4.8      The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

### **Adaptation Action Area (AAA)**

Approximately 87.40 acres located in the northern portion of the amendment site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

The applicant has provided justification and support documentation regarding the proposed land use amendment which includes additional information regarding the development of the property regarding the AAA. The applicant's justification is included as Attachment D to this report.

#### Conservation/Coastal Management Element

- Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.
- Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.
- Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

#### **Flood Zones**

Approximately 37.40 acres of the northern portion of the subject site is within the AE Flood Zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

AE Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory. This flood zone is associated with the upper reach of Little Trout River.

#### 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 indicates the potential existence of wetlands on the subject site and as such, a wetlands map has been submitted by the applicant (Attachment C), and a wetlands survey has been provided by the City's 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: 63.36 acres

General Location(s): The wetlands are located throughout the application site. Some wetlands are isolated wetland pockets, and some wetlands of the subject site are associated with a much larger wetland system located to the north adjacent to the Timucuan Ecological and Historic Preserve.

Quality/Functional Value:

The wetlands located within the Coastal High Hazard Area have an extremely high functional value for water filtration attenuation and flood water capacity and is located in flood zones yet have an indirect impact on the City's waterways. According to the elevations and soils of the wetland's systems, once flooded the floodwaters do not drain back into Seaton Creek but instead dissipate by percolation into the high water table that is close to the soil surface.

The remaining wetlands of the application property are not within flood zones. The larger wetland systems have a high functional value for water filtration attenuation and stormwater capacity while the smaller isolated pocket wetlands would be considered to have a medium functional value for water filtration attenuation and flood water capacity due to their isolation and size. All these systems also have an indirect impact on the City's waterways

Soil Types/  
Characteristics:

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

(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. The soil is moderately permeable

moderately slowly permeable. 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.

(81) Stockade fine sands loam, depressional: The Stockade series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. They are located in depressions and are slow permeable sandy and loamy marine sediments. Generally, the high water table is generally at or above the soil surface for very long periods of time.

(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: 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): Not provided by the applicant and none exists according to the St. Johns River Water Management District web site.

Wetlands Impact: The Cypress wetlands (6.61 acres) and a portion of a larger wetland system (20.9 acres) that lie within the Coastal High Area are to be placed in the Conservation (CSV) land category where no impacts are expected from development. The remaining wetlands are isolated wetlands with no connection to the wetlands associated with the Timucuan Ecological and Historic Preserve located adjacent to the north of the application site. No impacts to these wetland areas are proposed currently.

Associated Impacts: Some of the more valuable wetlands, approximately 16.0 acres, found along the northern portion of the application site that are proposed to be placed in the Conservation (CSV) land use category are associated with the AE Flood Zones, Coastal High Hazard Areas, and Adaptation Action Area.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

Conservation /Coastal Management Element (CCME)

Policy 4.1.3 The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(a) Encroachment

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

(b) No net loss

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

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

(c) Floodplain protection

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

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

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

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean

high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

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 wildlife survey, dated March 17, 2022 (on file with the Planning Department). According to the report, an evaluation of wildlife habitat was based on a literature review of the soil units mapped on-site and 2017 aerial photographs of the property. If a USACE, SJRWMD, FDEP and/or local government permits are required for the project, USFWS and/or 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 most likely to trigger a request for additional information will depend on the nature of the work being proposed.

The assessment determined that bald eagle and gopher tortoise habitat communities are located on-site. The assessment finds that a small population of gopher tortoises existing on the site and will need to be managed appropriately prior to land-clearing activities. With respect to the bald eagle population, the assessment states that no proposed activity is scheduled to occur within 660 feet (distance related to FWS regulations) of an eagle nest and therefore no additional measures need to be addressed at this time.

#### 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 submittal of the notarized sign posting affidavit and accompanying photos on March 17, 2025, the required notices of public hearing signs were confirmed to be posted. Eighty-eight (88) 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 March 17, 2025. Aside from the applicant, one member of the public attended the meeting to receive more information about the project and to ask about the impacts on wildlife.

### **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.

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 1.1.10      Ensure that mixed and multi-use projects enhance, rather than detract from, the character of established developed areas by requiring site plan-controlled zoning such as Planned Unit Developments (PUDs), TODs or TNDs for all mixed and multi-use projects and conforming with the following criteria:

1. The type of land use(s), density, and intensity is consistent with the provisions of the land use category, particularly the category's predominant land use;
2. The proposed development is in conformity with the goals, objectives, policies, and operative provisions of this and other elements of the Comprehensive Plan; and
3. The proposed development is compatible with surrounding existing land uses and zoning.

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 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.

- Objective 1.5      Maintain, enhance and conserve natural and environmental resources, especially coastal resources.
- Policy 1.5.2      Permit no new development, expansion, or replacement of existing development in areas designated on the Future Land Use Map series as Conservation, unless development is undertaken by federal, state or local government in the public interest, and the impacts are mitigated.
- Policy 1.5.10      In accordance with the Conservation/Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.
- 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 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.

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 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.

Conservation (CSV) is a category that consists of areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks and unique coastal areas. Some resource systems are

highly sensitive and easily destroyed by indiscriminate human activity. These will be protected through public or private nonprofit ownership and management over time.

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 three (3) sides – to the west, east, and south. 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. 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.

The proposed LDR land use is consistent with the development trends and land use patterns in the area. Along its southern boundary, the subject site abuts the Bainbridge Park residential subdivision, which contains approximately 527 single-family lots, approved per Ordinances 2003-1217-E and 2003-1218-E. Residential subdivisions are currently under development west of the subject site, approved per Ordinances 2021-0522-E and 2021-0523-E. To the east of the subject site, across I-95, a mixed-use development with both residential and non-residential uses was recently approved, subject to Ordinances 2024-970-E and 2024-971-E.

The subject site is located approximately 2.5 miles from Jacksonville International Airport (JIA). Land is classified for industrial and commercial uses to the south of Pecan Park Road, on both the west and east of I-95. The land use change to LDR would increase the amount of residential land available to accommodate anticipated growth and the projected population as called for in FLUE Objectives 1.1 and 3.1 and Policy 1.1.21.

The property is bound to the north and northwest by public lands (Seaton Creek Preserve and the Timucuan Ecological and Historical Preserve). The northern portion of the application site is associated with the Coastal High Hazard Area (CHHA), the AE flood zone, and the Adaptation Action Area (AAA). This northern portion of the subject site is proposed to be placed in the Conservation (CSV) land use category. Additionally, the Preliminary Development Plans (Attachment E) indicate there will be minimal impact to the wetlands throughout the site. Therefore, FLUE Objective 1.5 and Policies 1.5.2 and 1.5.10 are satisfied.

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 has provided a JEA letter with the companion rezoning application. Details provided in the “Utility Capacity” section of this report.

The proposed land use amendment to LDR allows for the development of a more diverse housing stock on land that is underutilized, given its access to centralized water and sewer and its proximity (3/4 mile) to the I-95 interchange with Pecan Park Road, a

collector roadway. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1 and 3.1, and Policy 3.1.5.

A companion PUD rezoning has been submitted to run concurrently with this proposed land use amendment. A PUD rezoning provides 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**

The application site lies within the North Jacksonville Vision Plan area. The plan does not identify specific recommendations for the subject site. However, the Plan provides a summary of recommendations for future planning efforts in the vision plan area. Transportation connectivity, compact development, quality open space and walkable neighborhoods with a mix of uses is preferred to balance the quality-of-life assets in the area. Additionally, the proposed amendment would provide additional housing stock to meet the growth projections outlined in the Vision Plan. The proposed land use changes could provide the opportunity to achieve these vision plan goals, thereby illustrating the proposed land use amendment's consistency with the North Jacksonville Vision Plan.

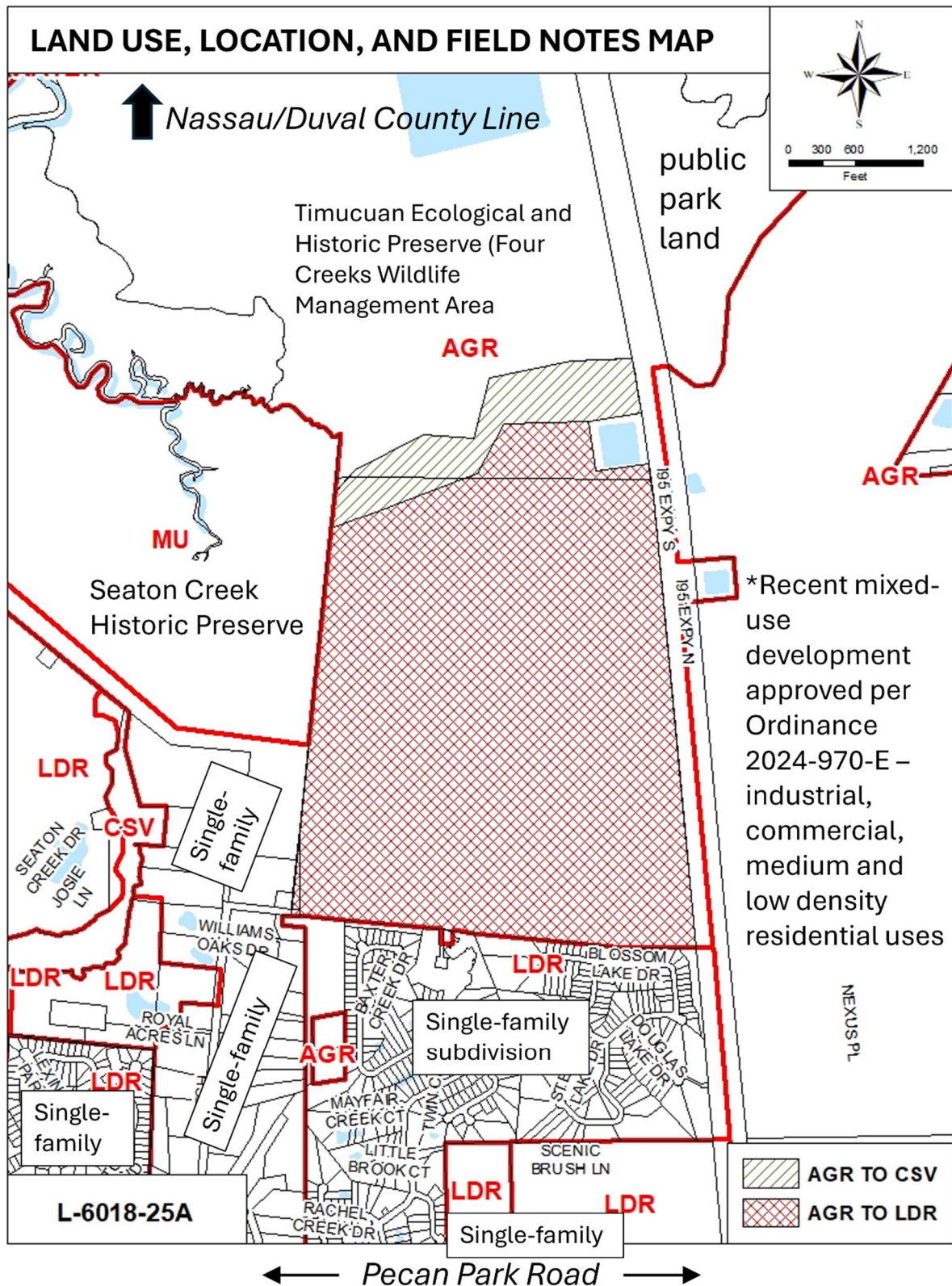
### **Strategic Regional Policy Plan**

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.

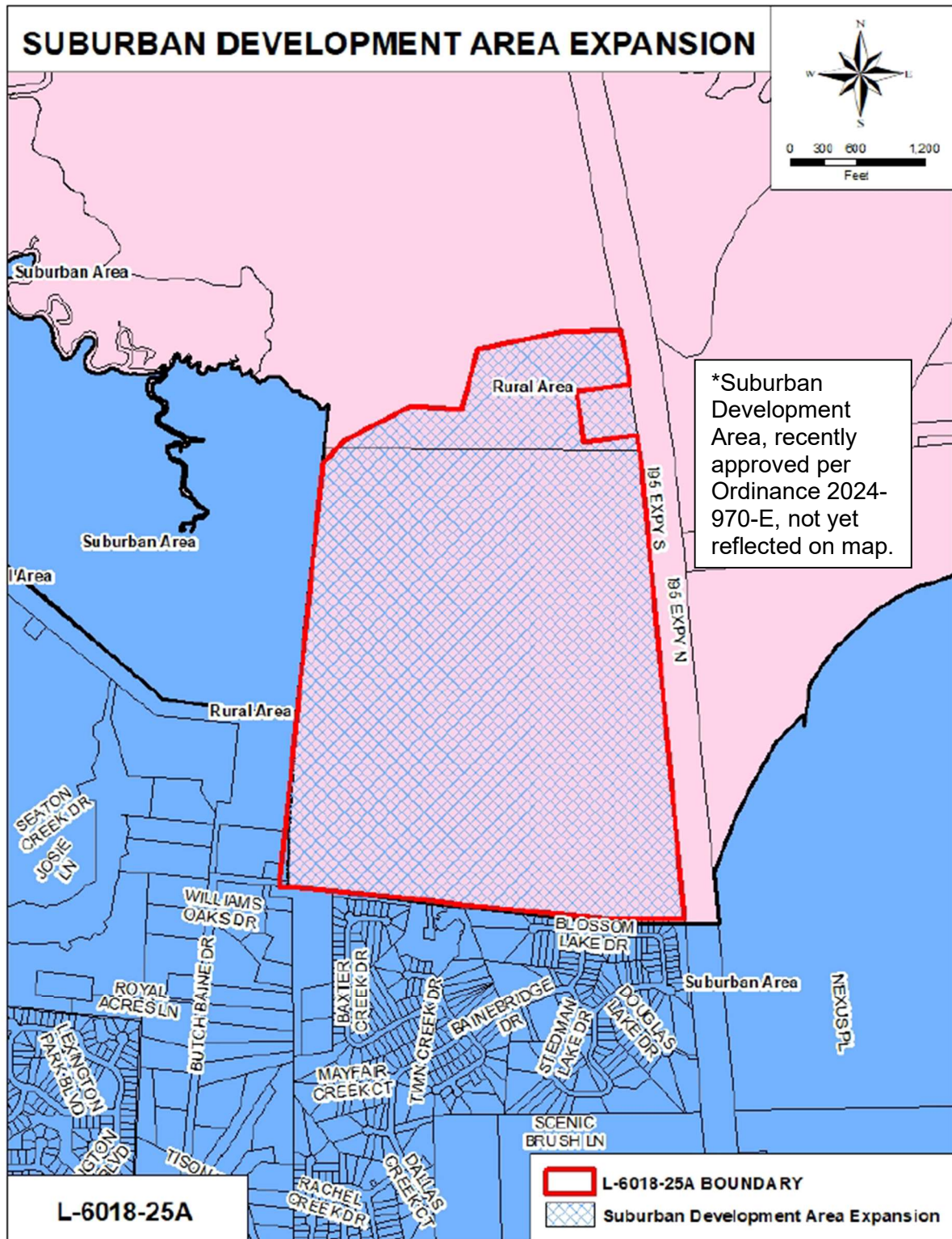
The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing to provide lifestyle choice and options to meet the needs in northeast Florida and create additional space for the development of housing in the area. Therefore, the proposed amendment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

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



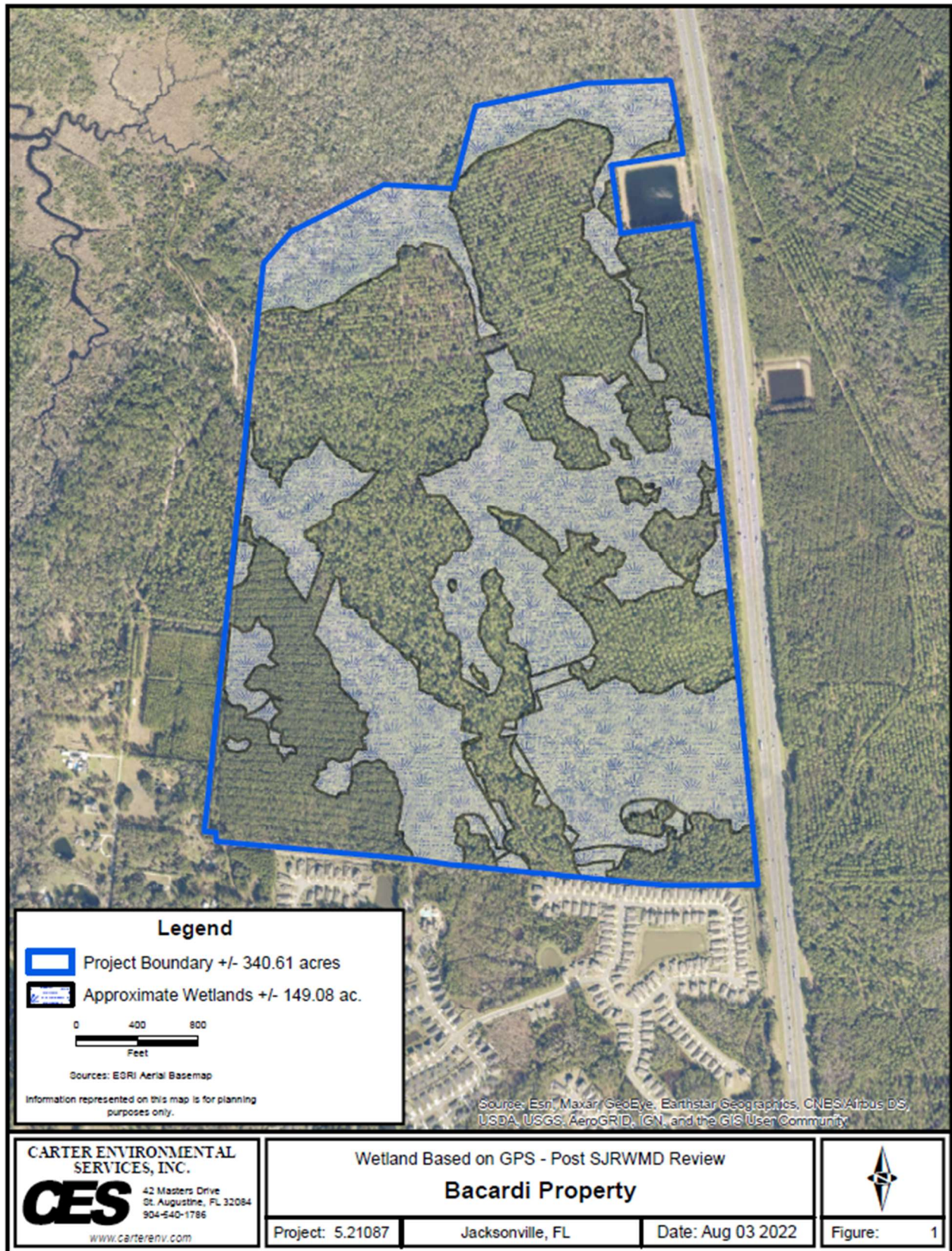


## ATTACHMENT B - PROPOSED DEVELOPMENT AREA BOUNDARY EXTENSION





## ATTACHMENT C - WETLAND MAP PROVIDED BY THE APPLICANT





**ATTACHMENT D**  
**APPLICANT'S JUSTIFICATION AND SUPPORT DOCUMENTATION**  
**(SEE FOLLOWING PAGES)**

### Proposed Comprehensive Plan Amendment – Justification and Support:

The applicant proposes a land use amendment with respect to certain property with real estate numbers 108113-0100; 106123-0000; 019569-0000, as more particularly described in Exhibit 1 to this land use amendment application (the “Property”).

As will be further set forth in the companion PUD rezoning, the applicant will provide alternate access and utilities to the Property. Currently, the only access and frontage on a public street for the Property is at Butch Baine Drive East, which is a narrow road fronted by existing residences. The companion PUD rezoning will provide alternative access from the west through residential subdivisions currently under development per a PUD approved by 2007-386-E and MM-2020-13 and a PUD approved by 2021-523-E. Such alternative access will eliminate the need for the Property to access Butch Baine Drive East or Butch Baine Drive.

The applicant is providing utilities to the Property via the proposed alternative access.

The applicant is aware that a portion of the Property is located within the Adaptation Action Area pursuant to Ordinance 2020-743 (the “AAA Ordinance”). The applicant understands the intent of the AAA Ordinance and addresses the policies and objectives set forth in the AAA Ordinance through clustering of development, site development techniques, and other resiliency measures, which will be more specifically set forth in the companion PUD rezoning. The applicant also is proposing to place 31.73 acres of the Property at its north end and along its boundary with the Timucuan Ecological and Historical Preserve in the Conservation (CSV) land use category. Additionally, the PUD rezoning will provide as offsite commitments: contributions of land to the City to expand preserved areas of Seaton Creek and its watershed; and contributions of land and infrastructure to improve public and maintenance access to Seaton Creek Preserve.

### Proposed Comprehensive Plan Amendment Internal Consistency

The application is consistent with and furthers the following policies in the 2045 Comprehensive Plan:

1. FLUE Policy 1.1.14: “Require public and private infrastructure facilities to be located and designed in a manner that complements surrounding development.”
  - a. As described above, the companion PUD rezoning will provide alternative access and utilities to the Property which will complement existing development in the area.
2. FLUE Policy 1.1.19: “Expansion of Development Areas shall result in development that would be compatible with its surroundings.”
  - a. The Property is adjacent to and north of the Bainbridge Park subdivision containing 527 single family lots (per PUD approved by 2003-11218-E).
  - b. The Property is proposed to be accessed from Pecan Park Road through subdivisions located to the west of the Property which are under development as 800 single family lots (per PUD approved by 2007-386-E and MM-2020-13, and PUD approved by 2021-523-E).

- c. The Property is bounded to the north and northwest by public lands (Seaton Creek Preserve and the Timucuan Ecological and Historical Preserve).
  - d. The Property is bounded on the east by I-95 and across I-95 by a mixed use development with residential and non-residential uses (see pending Ordinances 2024-0970 and 2024-0971).
  - e. The Property is bounded to the south, west, and east by properties within the Suburban Development Area (to the east, pending Ordinance 2024-0970).
  - f. This part of Jacksonville has seen continued growth surrounding the Jacksonville International Airport, and the development of the Property will provide housing options to individuals employed in and around this area.
  - g. For all these reasons, the proposed development of the Property and expansion of the Suburban Development Area to include the Property is consistent with the surroundings.
3. FLUE Policy 1.1.19: “When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged: (1) Preservation Project Lands; (2) Conservation Lands; (3) Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element.”
- a. Per above, a need for this type of development exists.
  - b. This Property is not Preservation Project Land.
  - c. This Property is not Conservation land.
  - d. This Property is in the AGR-II and AGR-III land use categories and zoned AGR.
    - i. However, the Comp. Plan describes the AGR land use category 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.”
    - ii. Here, the Property has (or will have) full urban services and facilities, and is located off of Pecan Park Road, a collector road.
    - iii. Based on the foregoing, full urban services are provided to this Property. As such, concerns relating to infrastructure costs associated with “sprawl,” and which underly the concept of Development Areas, are not present here.
2. FLUE Policy 1.1.19: Lists as land appropriate for inclusion in a Development Area: “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.”
- a. See above 2(a)-(g).
3. FLUE Policy 1.1.19: Lists as land appropriate for inclusion in a Development Area: “Locations having projected surplus service capacity where necessary facilities and services can be readily extended.”

- a. The JEA has confirmed available capacity for the proposed development of the Property. There is a 16-inch water main at the intersection of Pecan Park Road and Arnold Road to service the Property and a 12-inch sewer force main along Arnold Road to service the Property.
  - b. The applicant has partially funded a nearby JEA lift station which has sufficient capacity to serve the Property.
4. FLUE Policy 1.1.19: Lists as land appropriate for inclusion in a Development Area: “Public water and sewer service exists within one-half mile of the site.”
  - a. There is public water and sewer service within one-half mile of the Property.
5. FLUE Policy 1.1.19: Lists as land appropriate for inclusion in a Development Area: “Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. ... 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 ... JEA plans for expansion.”
  - a. As described above, the Property is adjacent to the inward boundaries of Seaton Creek Preserve and the Timucuan Ecological and Historical Preserve. The PUD rezoning will provide as offsite commitments contributions of land to expand preserved areas of Seaton Creek and its watershed and contributions of land and infrastructure to improve public and maintenance access to Seaton Creek Preserve.
6. FLUE 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 of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents ....”
  - a. According to COJ’s website, “North Jacksonville is one of the fastest growing areas of Jacksonville.”
  - b. The area surrounding the Jacksonville International Airport continues to see increased industrial and commercial development supplying jobs to the area.
  - c. The Property is located approximately 2.5 miles from the airport and, therefore, will provide a convenient housing option to individuals who desire to live and work in the area.
  - d. There is land zoned for industrial and commercial uses to the south of Pecan Park Road west of I-95 and for industrial and commercial uses south and north of Pecan Park Road east of I-95.
  - e. This type of development is needed to provide adequate choices for residents and employees in this area and will complement the multi-family developments located closer to the airport.
7. FLUE Policy 1.1.21: “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.”

- a. As stated above, in this localized area, there are limited housing development options to provide housing for those who want to live and work near the airport and growing commercial and industrial uses in the area.

**ATTACHMENT E**  
**PRELIMINARY DEVELOPMENT PLANS**  
**(SEE FOLLOWING PAGES)**


# BACARDI

## Proposed Residential Community



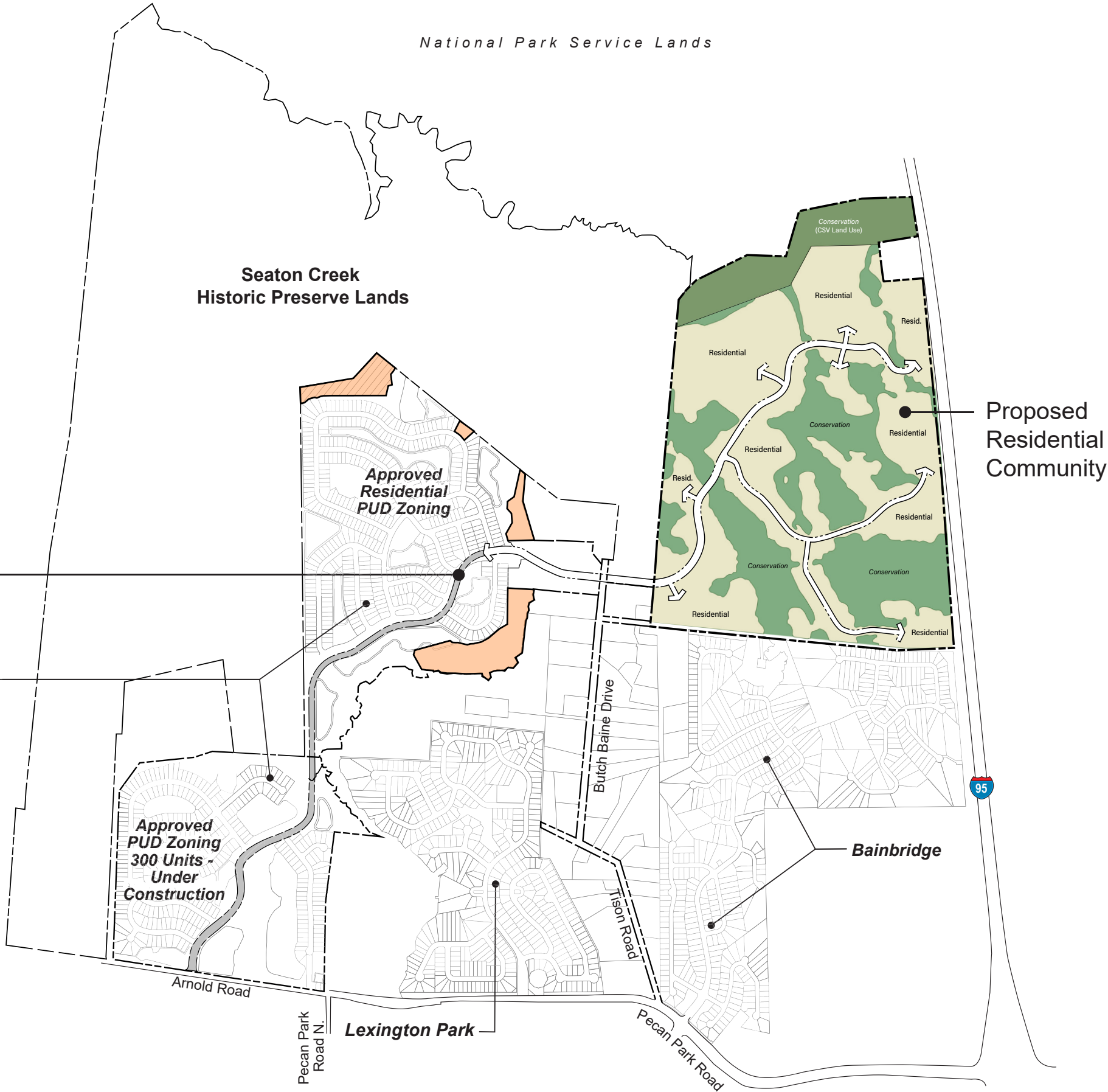
# Vicinity Map

## Bacardi Property and Access

 Properties to be Donated to the City (approximately 23 ac.)

2-Lane Access Roadway and Utility Corridor

Active New Developments





## **ATTACHMENT F**

### **CORRESPONDENCE FROM PARKS DEPARTMENT**

**Kelly, Susan - PDCM**

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**From:** Burket, Brian - RPWF  
**Sent:** Thursday, July 31, 2025 10:20 AM  
**To:** Abney, Erin - PDCU; Kelly, Susan - PDCM  
**Cc:** T.R. Hainline; Hayden Phillips; Joseph, Daryl - RPOD  
**Subject:** RE: Ords. 2025-483 and -484; Comprehensive Plan Amendment and PUD rezoning north of Pecan Park Rd.  
**Attachments:** Application & Exhibits - Seaton Creek Reserve East PUD.pdf  
**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

Erin & Susan,

In case you are not aware, the Parks Department has been working with the applicant for the subject ordinance for the past few years to address any concerns about the proposed development and reach a net positive public benefit for the adjacent Seaton Creek Historic Preserve. The PUD application (Ord. 2025-484) is a result of those efforts which is supported by the Parks Department, particularly the donated lands referenced in the Written Description, Section II, first paragraph on p. 2; Section IV.1. on p. 6; Section IV. 15. on p. 10; and Ex. A to the Written Description showing the 23 acres of land to be conveyed to the City of Jacksonville which includes property abutting Seaton Creek and 0.5 acres adjacent to an already-approved subdivision to allow public access to an otherwise isolated mid-section of the Seaton Creek Historic Preserve.

Let me know if you have any questions and/or if you would request that Parks staff attend any of the public hearings that will review this application.

**Brian Burket**  
Waterfront Project Manager  
City of Jacksonville  
214 N. Hogan Street, 4<sup>th</sup> Floor  
Jacksonville, FL 32202  
(904) 255-7935  
[www.Jacksonville.gov](http://www.Jacksonville.gov)

