



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

December 7, 2023

The Honorable Ronald B. Salem, Pharm. D., President
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. 2023-407/Application No. L-5717-22A

Dear Honorable Council President Salem, 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 2023-407 on December 7, 2023.

P&DD Recommendation DENY

PC Issues: Three citizens spoke in opposition to the amendment. Their concerns related to flooding, wetlands, traffic, and a lack of compatibility with the low density and agricultural nature of abutting properties.

The Commission discussed the need for affordable housing to support development in the Cecil Commerce Center. They also noted that suburban style residential development permitted in the PUD to the east supports the conclusion that the amendment results in a logical transition of densities.

PC Vote: 6-0 APPROVE

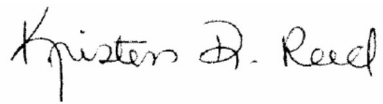
Charles Garrison, Chair	Abstain
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Aye
Ali Marar	Aye
Michael McGowan	Aye

Planning Commission Report
December 7, 2023
Page 2

Jack Meeks	Absent
Tina Meskel	Aye

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

Sincerely,



Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – August 11, 2023

Ordinance/Application No.: 2023-407 / L-5717-22A

Property Location: 0 Yellow Water Road, between Yellow Water Road and Yellow Water Lane.

Real Estate Number(s): 002272-0030

Property Acreage: 37.33 Acres

Planning District: District 4, Southwest

City Council District: District 12

Applicant: Cyndy Trimmer, Esquire

Current Land Use: Agriculture (AGR)

Proposed Land Use: Low Density Residential (LDR)

Current Development Area: Rural Development Area

Proposed Development Area: Suburban Development Area

Current Zoning: Agriculture (AGR)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: Deny

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

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

BACKGROUND

The 37.33 acre subject property is undeveloped and is located on the west side of Yellow Water Road, a collector roadway. The site is north of Normandy Boulevard and abuts Loblolly Park to the west. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Agriculture (AGR) in the Rural Development Area to Low Density Residential (LDR) in the Suburban Development Area. The applicant is requesting an extension of the Suburban Development Area from the east to include the subject site and additional land with Wells Road as the northern boundary, Loblolly Park and Yellow Water Road as the western boundary and Normandy Boulevard as the southern boundary. The development boundary extension is further described with Exhibit 3 map to the subject ordinance (2023-407) and is attached to this staff report. A justification for the boundary extension was provided by the applicant and is included as an attachment to the staff report. A companion rezoning application from Agriculture (AGR) to Planned Unit Development (PUD) will be filed with the adoption round of this large-scale land use amendment.

The dominant adjacent use to the east, south, and north of the application site is single-family residential or undeveloped lands in the AGR and Rural Residential (RR) land use categories within the boundaries of the Rural Development Area. Just north of the site, the land use was changed on 49.73 acres from AGR to RR with Ordinance 2007-358-E; a remedial amendment was adopted on this site with Ordinance 2008-609-E allowing no more than 22 units on the 49.73 acre site. Just east of the site, the land use was changed on approximately 569 acres from AGR to RR with Ordinance 2006-1155-E. The companion Bridle Creek PUD zoning, Ordinance 2006-1156-E, allows for over 1200 residential units with ninety of those being townhomes. West of the site is Loblolly Park-Mitigation Preserve.

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

North: Land Use: AGR, RR
Zoning: AGR
Property Use: single-family residential, agriculture

South: Land Use: AGR, Community/General Commercial (CGC) (abutting Normandy Boulevard)
Zoning: AGR, Commercial Neighborhood (CN)
Property Use: Single-family residential with agriculture, Loblolly Park, Vacant, Undeveloped, convenience store/gas (abutting Normandy Boulevard)

East: Land Use: RR
Zoning: Bridle Creek PUD
Property Use: Undeveloped

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

IMPACT ASSESSMENT

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

Land Use Amendment Impact Assessment

Development Analysis 37.33 acres		
Development Boundary	Rural Area	
Roadway Frontage Classification / State Road	Yellow Water Road – collector roadway	
Plans and/or Studies	Southwest Jacksonville Vision Plan	
Site Utilization	Current: undeveloped	Proposed: Single-family residential
Land Use / Zoning	Current: AGR / AGR	Proposed: LDR / PUD
Development Standards for Impact Assessment	Current: 1 unit / 2.5 acres	Proposed: 5 units / acre
Development Potential	Current: 14 units	Proposed: 186 units
Net Increase or Decrease in Maximum Density	Increase of 172 units	
Net Increase or Decrease in Potential Floor Area	Not Applicable	
Population Potential	Current: 37 people	Proposed: 494 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	NO	
Airport Environment Zone	300-foot Height Restriction Zone for Cecil Field	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Mostly Low with some High and Medium Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	

Development Analysis 37.33 acres	
Brownfield	NO
Public Facilities	
Potential Roadway Impact	1,622 net new daily trips
Potential Public School Impact	45 new students
Water Provider	JEA
Potential Water Impact	Increase of 45,752 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 34,314 gallons per day
Potential Solid Waste Impact	Increase of 447.2 tons per year
Drainage Basin/Sub-basin	Brady / Yellow Branch
Recreation and Parks	Loblolly Mitigation Preserve – west and south of site; Yellow Water Trailhead – north of the site; Cecil Field Conservation Corridor and Taye Brown Regional Park –east of site
Mass Transit Access	NO
Natural Features	
Elevations	81-88 feet
Land Cover	6300: Wetland forested mixed
Soils	51: Pelham fine sand; 63: Sapelo fine sand; 66: Surrency loamy fine sand
Flood Zones	AO
Wetlands	6170: Mixed Wetland Hardwoods (Category III)
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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 established shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the applicant, the site will utilize central JEA water and sewer services. A JEA Availability Letter will be required for the companion PUD rezoning that will be submitted with the adoption round of this land use amendment. According to the City’s GIS Infrastructure Maps, water lines and sewer lines currently run south of the site along Normandy Boulevard.

The LDR land use category includes density regulations regarding the connection to central water and sewer services. The maximum gross density in the proposed Suburban Development Area for the LDR land use category shall be 7 units/acre when centralized potable water and wastewater 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/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/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

Infrastructure Element- Sanitary Sewer Sub-Element

Policy 1.1.2

The JEA shall not invest in sanitary sewer facilities in the Rural Area as defined in the Future Land Use and Capital Improvements Element, except where necessary to protect the public health or safety or encourage mixed use or regional economic development. On an annual basis and as substantial updates to related policies are adopted, the Planning and Development Department shall provide JEA with a copy of the most current Development Areas Map and Comprehensive Plan policies relating to the provision of water and sewer facilities in relation to the Development Areas.

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.

Policy 1.2.9 Development within the Rural Development Area is permitted where connections to centralized potable water and/or wastewater are not available subject to the condition that the minimum lot size shall be one (1) acre of unsubmerged property.

Transportation

The subject site is 37.33 acres and is accessible from Yellow Water Rd, a collector facility. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Agriculture (AGR) 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 land use would result in 132 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 1,754 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 1,622 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 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 Pass-By Trips	Daily Trips
AGR	210	14 SF DUs	T = 9.43 (X)	132	0	132
				Existing Scenario Total		132
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	186 SF DUs	T = 9.43 (X)	1,754	0	1,754
				Proposed Scenario Total		1,754
Proposed Net New Daily Total						1,622

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

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 37.33 acre proposed land use map amendment has a development potential of 186 dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% 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-5717-22A Yellow Water Road Requested By: Ed "Luke" Lukacovic Reviewed By: W. Randall Gallup Due: 7/23/2023							
Analysis based on maximum dwelling units: 186							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ²	5-Year Utilization (%)	Available Seats - CSA ³	Available Seats - Adjacent CSA 2, 7&8
Elementary	8	5,666	75%	23	83%	2,144	4,805
Middle	7	1,018	71%	9	79%	335	98
High	8	2,697	89%	13	84%	284	2,260
Total New Students				45			

NOTES:

¹ Proposed Development's Concurrently Service Area (CSA)

² Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

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 (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

³ Available CSA seats include current reservations

The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

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 on Review Request: COJ PDD: Baseline Checklist Review
Proposed Name: L-5717-22A Yellow Water Road
Requested By: Ed "Luke" Lukacovic
Reviewed By: W. Randal Gallup
Due: 7/23/2023

Analysis based on maximum dwelling units: **186**

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Mamie Anger Jones #236	8	23	455	419	92%	89%
Baldwin Middle/High	7	9	432	594	138%	125%
Baldwin Middle/High	8	13	572	787	138%	125%
		45				

NOTES:

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

² Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074
 0.250

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 (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

³ Does not include ESE & room exclusions

Archaeological Sensitivity

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

Historic Preservation Element

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

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

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for Cecil Field. Zoning will limit development to a maximum height of 300', 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 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

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

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

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

Flood Zones

Approximately 8.8 acres of the subject site is located within the AO 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.

The AO flood zone is defined as areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone. Any

development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

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

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

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

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

- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
- B. Require the use of construction practices that will prevent or minimize future flood damage;
- C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
- D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
- E. Minimize damage to public and private facilities and utilities;
- F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
- G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
- H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site.

Wetlands Characteristics:

Approximate Size: 16.3 Acres, Category III Wetlands

General Location(s): The wetlands run from the northwest of the site through the middle of the site.

Quality/Functional Value: The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways.

Soil Types/
Characteristics: Pelham fine sand (51) – This soil series consists of nearly level, poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located on flats and are moderately permeable and moderately slowly permeable. The water table is at a depth of 12 inches on flats and at or above the surface in depressions. Slopes range from 0 to 2 percent. Wetland vegetation for this soil grows when the water table is close or at the soil surface; generally in depressions.

Sapelo fine sand (63) – This soil series consists of nearly level, poorly drained soils. These soils formed in thick loamy and sandy sediments. They are in flatwoods. The soils are moderately slowly permeable. Generally, the high water table is at a depth of 6 to 18 inches. Slopes are linear and range from 0 to 2 percent. The Sapelo soils are sandy, siliceous, thematic Ultic Alaquods.

Surrency loamy fine sand, depressionnal (66) – This soil series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. The soils occur in depressions and are subject to frequent flooding for brief periods. The soils are moderately permeable and moderately slowly permeable. The water table is usually at or above the soil surface for very long periods. Slopes are concave and range from 0 to 2 percent.

Wetland Category: Category III

Consistency of Permitted Uses: Category III Wetlands: All uses permitted subject to the of CCME Policies 4.1.3 and 4.1.6 shown below –

Environmental Resource Permit (ERP): ERP not provided by applicant

Wetlands Impact: Not enough information provided to determine.

Associated Impacts: A portion of the wetland coincides with the AO flood zone on site.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6.

CCME Policy 4.1.3

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

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
 - i the habitat of fish, wildlife and threatened or endangered species,
 - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii the food sources of fish and wildlife including those which are threatened or endangered,
 - iv the water quality of the wetland, and
 - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality
In the design and review of developments which will discharge stormwater

into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
 - ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) **Septic tanks**
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) **Hydrology**
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

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

The Planning and Development Department received the sign posting affidavit and photos of the signs on August 2, 2023. Seventeen (17) 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 July 31, 2023 for the transmittal of the large-scale land use amendment. Members of the public attended the meeting expressing opposition to the land use change. The speakers were concerned with drainage issues, urban development encroachment in an agriculture area and taking away rural opportunities for the area.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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.

Development Area

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

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

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban

sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

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

Policy 1.1.15 Prohibit scattered, unplanned, urban sprawl development without provisions for facilities and services at levels adopted in the Comprehensive Plan in locations inconsistent with the overall concepts of the Future Land Use Element and the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.1.17 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

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

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

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

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of 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 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.

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 within the Future Land Use Element (FLUE), Agriculture (AGR) in all of the Development Areas is intended to provide 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 timeframe. 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. The maximum gross density is 1 unit/ 2.5 acres.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single family and multi-family dwellings; commercial retail sales and service. The maximum gross density in the

Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available. According to the amendment application the applicant will be utilizing JEA central water and sewer services.

The proposed land use amendment is located in the Rural Development Area with a request to extend the Suburban Development Area boundary to include the subject site and additional land with Wells Road as the northern boundary, Loblolly Park and Yellow Water Road as the western boundary and Normandy Boulevard as the southern boundary. The applicant provided an analysis to support the boundary extension and a copy of the development area extension justification is included as an attachment to this report. The justification notes that the development area extension is a logical expansion of the abutting Suburban Development Area. The justification identifies the abutting property to the east, the Bridle Creek PUD, which is in the RR land use category, Rural Development Area, and allows 1,132 single family residential units, 90 townhomes and some retail development clustered over 587 acres, as an example of the residential demand in the area. The justification continues looking just east of the Bridle Creek PUD and identifies the Saddlebrook Landings PUD that is currently in the Suburban Development Area and was approved for LDR land use with Ordinance 2018-437-E. The Trails PUD (Ordinance 2021-0277) in the RR land use category and the Rural Development Area allows 4,856 residential units clustered over approximately 3,270 acres. The justification concludes that the area is approved for developments with Suburban characteristics and the proposed LDR land use and Suburban Area extension are appropriate for the area.

While the justification provided by the applicant identifies suburban characteristics that are found in the area and identifies residential and commercial development moving westward down the Normandy Boulevard corridor, the predominant land use in the area of the subject site is Agriculture (AGR) and Rural Residential (RR) in the Rural Development Area. The immediate area is rural land agricultural in nature making the land use change and boundary extension premature for this area and inconsistent with FLUE Policies 1.1.2, 1.1.3, 1.1.17, 1.1.18 and 1.1.19.

While the proposed amendment to LDR would provide an opportunity for additional housing stock in the area, consistent with FLUE Objective 3.1, the change does not provide a compatible nor a gradual transition of densities and land uses in the surrounding area making the proposed amendment inconsistent with FLUE Goal 1, Objective 1.1 and Policies 1.1.7 and 1.1.21. The immediate area includes land in the AGR and RR land use categories with the subject site accessed through Yellow Water Road, a collector roadway. A change to LDR would not provide a compatible land use pattern with an efficient urban service delivery system in the area and may encourage urban sprawl inconsistent with FLUE Policies 1.1.22 and 1.1.5

Consistent with FLUE Policy 1.1.9, a PUD rezoning will be submitted at the adoption round of this land use amendment allowing for innovative site planning allowing for the consideration of the density of the site.

According to the applicant, the site will utilize central JEA water and sewer services. A JEA Availability Letter will be required for the companion PUD rezoning that will be submitted with the adoption round of this land use amendment. According to the City's GIS Infrastructure Maps, water lines and sewer lines currently run south of the site along Normandy Boulevard. In order to provide consistency with FLUE Policy 1.2.8, the site must connect to central water and sewer services. The connection to central water and sewer services with JEA will be confirmed at the Adoption Round of this land use amendment.

Approval or denial of 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.

Southwest Jacksonville Shared Vision and Master Plan

The site is within the boundary of the *Southwest Jacksonville Vision Plan*. However, the plan does not identify specific recommendations for the subject site. The plan recommends the protection of rural character and open spaces in these western areas of the district. To protect existing natural and cultural resources, village based subdivision designs should be promoted. Development should protect the character of the existing corridor. Consistency with the Vision Plan will be further reviewed during the adoption round of the land use amendment with the companion PUD rezoning and accompanying site plan.

Strategic Regional Policy Plan

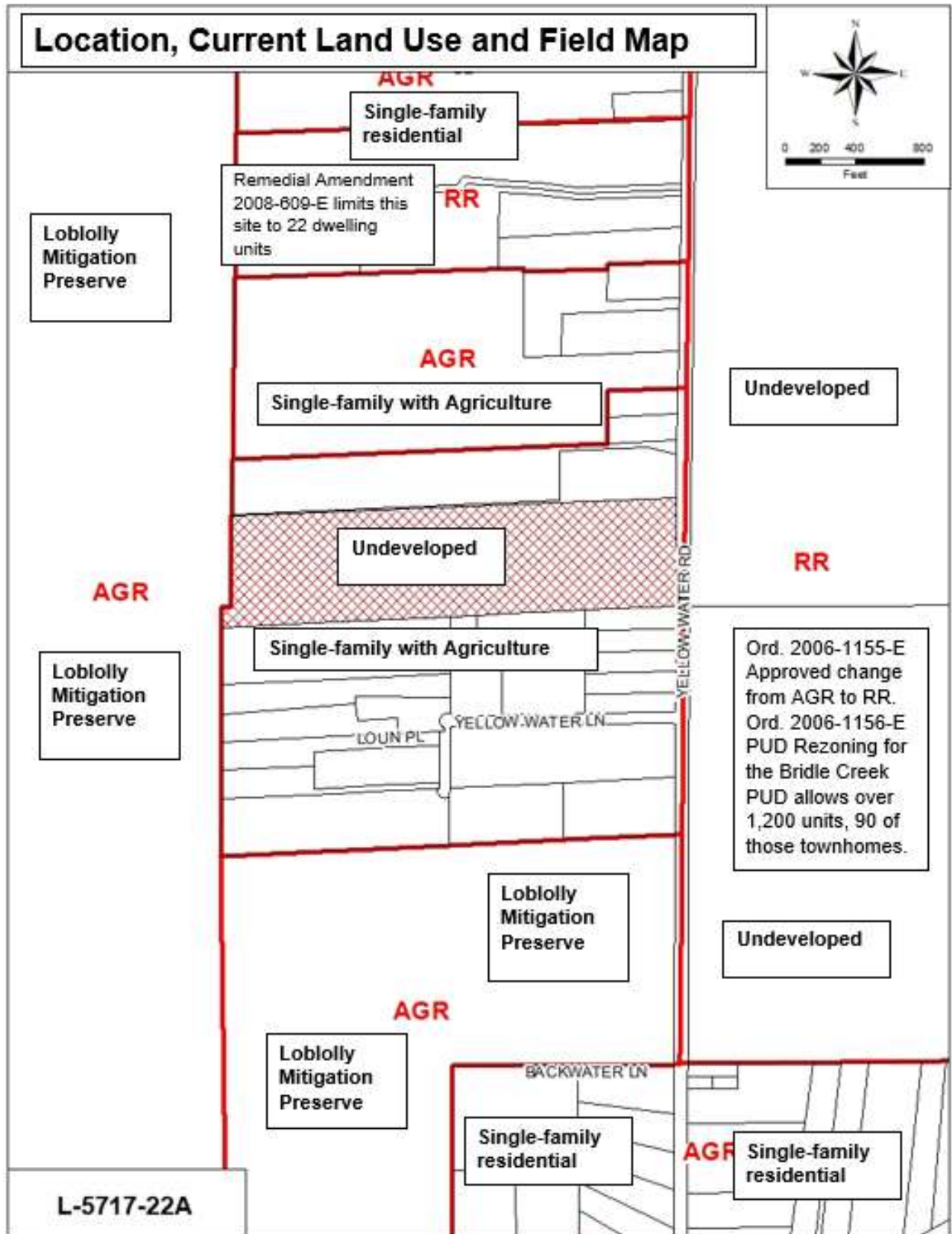
The proposed amendment is consistent with the follow Objective and Policy of the Strategic Regional Policy Plan, Regional Health Subject Area:

Objective: Housing Options That Provide Choices to All of Our Residents and Promote Demographic and Economic Diversity as One Way to Ensure that Our Communities are Viable and Interesting Places for the Long Term.

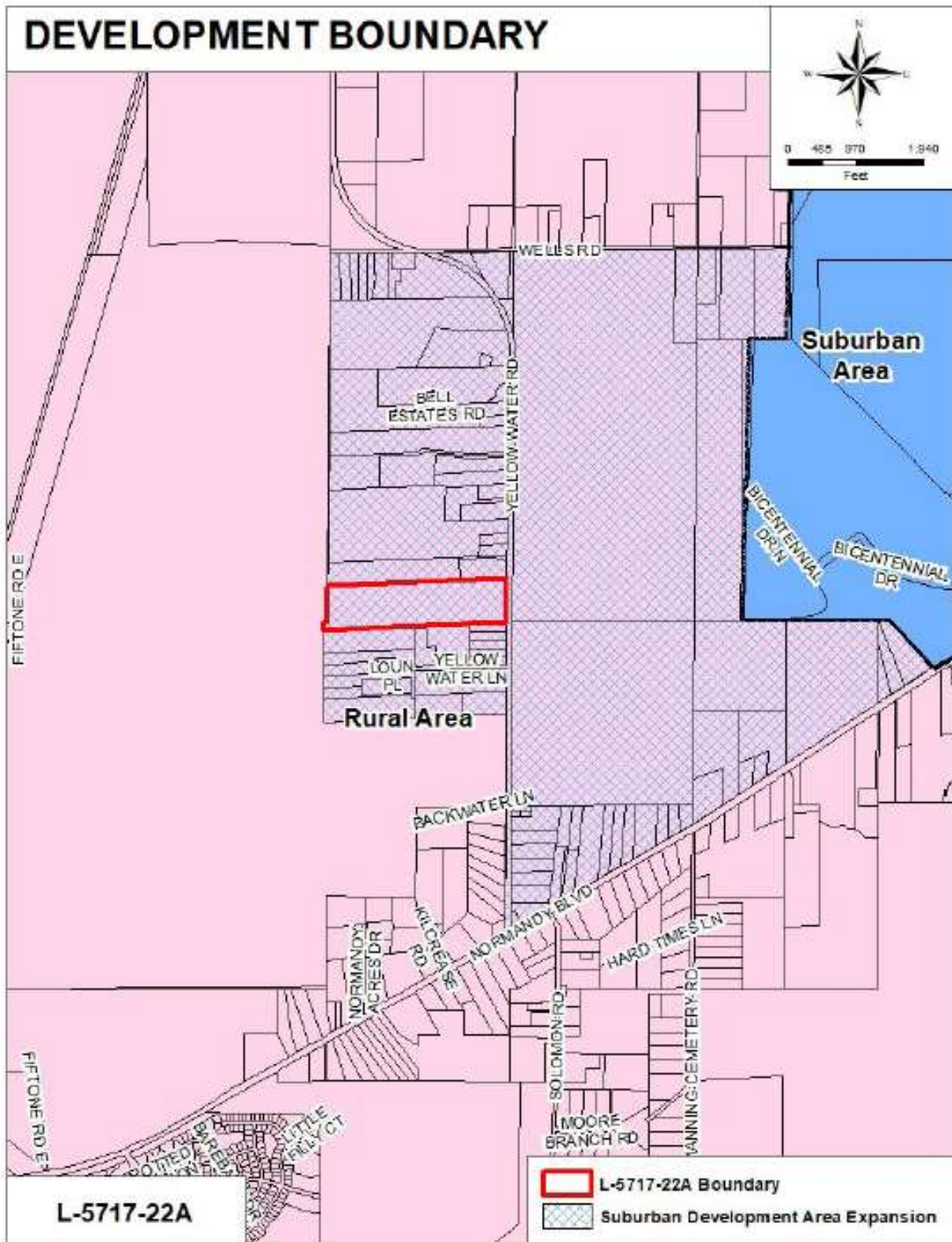
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment is consistent with Policy 21 of the Regional Health Subject Area as it encourages providing more housing options in the Southwest Planning District.

Location, Current Land Use and Field MAP



BOUNDARY EXTENSION MAP



BOUNDARY EXTENSION JUSTIFICATION FROM THE APPLICANT