

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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September 9, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-520/Application No. L-5482-20A

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2021-520 on September 9, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	5-0 APPROVE

Joshua Garrison, Chair	Absent
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – September 3, 2021

Ordinance/Application No.: 2021-520 / L-5482-20A

Property Location: 14410, 14380, 14370 Normandy Boulevard (S.R. 228)

Real Estate Number(s): 002315-0000, 002315-0022, 002315-1000, 002316-0000, 002316-1000

Property Acreage: 103.85 Acres

Planning District: District 4, Southwest

City Council District: District 12

Applicant: T.R. Hainline, Esquire

Current Land Uses: Agriculture-3 (AGR-3) (100.96 acres)
Agriculture-4 (AGR-4) (2.89 acres)

Development Area: Rural Area

Proposed Land Uses: Rural Residential (RR) (28.5 acres)
Low Density Residential (LDR) (75.35 acres)
Extension of the Suburban Development Area.

Current Zoning: Agriculture (AGR)

Proposed Zoning: Planned Unit Development (PUD) on 81.34 acres

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Concurrently with this application the applicant is seeking to extend the Suburban Development Area.

BACKGROUND

The 103.85-acre subject site is located on the south side of Normandy Boulevard (S.R. 228) a state roadway, approximately 1.6 miles west of Cecil Airport, the Jacksonville Equestrian Center and Cecil Commerce Center. This portion of Normandy Boulevard is a two-lane principal arterial roadway. The site consists of five (5) parcels, four that abut Normandy Boulevard. The applicant seeks an amendment to the Future Land Use Map

series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from AGR-3 and AGR-4 to LDR and RR in order to develop a subdivision. The amendment also requests an extension of the Suburban Development boundary to include the application site. (See Applicant's justification for extending the Suburban Development Area on page 26)

At this time, the area surrounding the subject site is rural in character. Most of the surrounding land uses are in the agricultural land use category. In addition, there are several large tracts of land set aside for conservation and recreation. To the east of the subject property is Sal Taylor Creek Preserve and St. Johns River Water Management District land. South of the amendment site is St. Johns River Water Management District land and northwest of the site is the Loblolly Mitigation Preserve.

Cecil Commerce Center, located 2.5 miles east of the amendment site, has become the economic driver and job creator for the southwest area of the City. With more than 17,000 acres available for development. Several major companies have constructed over 1 million square feet of manufacturing and warehouse buildings creating over 2,500 jobs generated by the various entities.

Several large housing developments to the west are planned to meet the employment demand. Just east of the site along the north side of Normandy Boulevard, Ordinance 2018-437-E approved a land use amendment to LDR in the Suburban Development Area for 53 acres. Southwest of the subject site, 939.50 acres was rezoned to Planned Unit Development-Satellite Community (PUD-SC), the Trails Rural Village PUD, with Ordinance 2004-318-E. The PUD allows up to 989 residential units to be developed into a Rural Village pursuant to the AGR land use category of the FLUE. The Rural Village was approved with an allowed mix of uses, including, residential, village centers, neighborhood center and public facilities (schools, fire stations and public safety facilities). This PUD has not been developed, and is currently a portion of an approved land use amendment, Ordinance 2021-267-E, which extends east along Normandy Boulevard. Ordinance 2021-276 seeks changed the land use designation of approximately 2,167 acres from Rural Residential (RR), AGR-2, AGR-3, AGR-4, and Light Industrial (LI) to RR, AGR-4, Community/General Commercial (CGC), and Conservation (CSV) in order to develop the site with mostly residential uses, some commercial uses planned along Normandy Boulevard, and conservation uses.

The 301 Villages, a planned development located approximately 6 miles to the west on Highway 301, is a 7,022 acre proposed development. Ordinance 2021-302-E changed the land use category to Multi-Use (MU) and include 11,250 single-family units and 3,750 multi-family units along with commercial development.

The current zoning for the subject site is AGR. The companion rezoning is pending concurrently with this application pursuant to Ordinance 2021-521 for 81.34 acres of the amendment site proposed for LDR land use.

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

North: Land Use: AGR-3
 Zoning: AGR
 Property Use: Undeveloped land

South: Land Use: AGR-2
 Zoning: AGR
 Property Use: SJRWMD undeveloped land

East: Land Use: AGR-3, AGR-4
 Zoning: AGR
 Property Use: Single-family homes and SJRWMD undeveloped land

West: Land Use: AGR-4
 Zoning: AGR
 Property Use: Single-family homes

The Land Utilization Map 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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Rural Area- proposed expansion of Suburban area	
Roadway Frontage Classification / State Road	1568 ft. Principal roadway Normandy Blvd.	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Timber and single family homes	Proposed: Single Family Residential
Land Use / Zoning	Current: AGR III and IV/AGR	Proposed: LDR and RR/PUD

Development Analysis		
Development Standards for Impact Assessment	Current: AGR III : 1 Du per 10 acres AGR IV : 1 DU per 2.5 acres	Proposed: LDR – 5 Du per acre RR- 2 DU per acre
Development Potential	Current: 11 DU	Proposed: 433 DU
Net Increase or Decrease in Maximum Density	Increase of 422 DU	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 29 people	Proposed: 1,151 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	Yes 150 ft. height and Noise contours Cecil 60 DB, Notice Zone	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	High and Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 3,984 net new daily trips	
Potential Public School Impact	Increase of 143 students	
Water Provider	JEA	

Development Analysis	
Potential Water Impact	Increase of 112,252 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Increase of 84,189 gallons per day
Potential Solid Waste Impact	Increase of 1097.20 tons per year
Drainage Basin/Sub-basin	Brady/Yellow Branch / Unnamed Stream
Recreation and Parks	Taye' Brown Regional Park
Mass Transit Access	No
Natural Features	
Elevations	72 feet
Land Cover	6300 wetland forested mixed 4110 Pine flatwoods 1180 residential rural, 2110 Improved pastures, 7410 rural land in transition, 3300 Mixed upland nonforested
Soils	14 Boulogne fine sand, 22 Evergreen-Wesconnett, 67 Surrency loamy fine sand, 51 Pelham fine sand , 44 Mascotte-Pelham complex
Flood Zones	Yes 7.4 acres zone A
Wetlands	Yes 16 acres
Wildlife (applicable to sites greater than 50 acres)	Yes

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition). According to a JEA letter dated May 14, 2021 there is an existing 20 inch water main and an existing 16 inch sewer force main within the Normandy Boulevard right-of-way.

Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.3.2 No development order authorizing new development or a significant expansion of an existing user shall be issued for any area of the City served by a water facility which does not meet regulatory standards. Specifically, the necessary facilities, including adequate water supplies, will be in place and available to serve the new development when the development impacts

occur, or the necessary facilities are guaranteed by an enforceable development agreement, issued pursuant to Chapter 163.3220, F.S.; or Chapter 380, F.S. Prior to approval of a building permit or its functional equivalent, the City shall consult with the applicable water supplier to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance of a certificate of occupancy or its functional equivalent.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment will result in an increase of 3,984 net new daily vehicular trips. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

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

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use

amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 6.

The subject site is accessible via Normandy Boulevard (SR 228), classified as a principal arterial facility, which is subject to FDOT review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with the FDOT and COJ Traffic Engineer Division to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

School Capacity

The Planning and Development Department determined that the proposed amendment from AGR-3, and AGR 4 to LDR and RR has the development potential of 433 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:

- Elementary School
 - Concurrency Service Area (CSA) 8
 - 2020/2021 enrollment: 4,753
 - Current utilization: 67%
 - New student development from amendment: 72
 - 5-year utilization: 81%
 - Available seats in CSA 8: 2,598
 - Available seats in adjacent CSA(s) 1 and 2: 8,433

- Middle School
 - CSA 7

- 2020/2021 enrollment: 1,073
- Current utilization: 71%
- New student development from amendment: 31
- 5-year utilization: 95%
- Available seats in CSA 7: 545
- Available seats in adjacent CSA(s) 1 and 2: 712
- High School
 - CSA 8
 - 2020/2021 enrollment: 2,764
 - Current utilization: 91%
 - New student development from amendment: 40
 - 5-year utilization: 75%
 - Available seats in CSA 8: 174
 - Available seats in adjacent CSA(s) 1 and 2: 2,100

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

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

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

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.

- Mamie Agnes Jones Elementary #236
 - CSA 8
 - Amendment student generation: 72
 - School Capacity including permanent spaces and portables: 455
 - Current enrollment 20 day county for 2019/2020: 327
 - Percent Occupied: 72%
 - 4-year projection: 68%
- Baldwin Junior/Senior #38

- CSA 7/8
- Amendment student generation: 71
- School Capacity including permanent spaces and portables: 1,003
- Current enrollment 20 day county for 2019/2020: 1,293
- Percent Occupied: 129%
- 4-year projection: 124%

Airport Environment Zone

The southern portion of the site is located within the 150-foot Height and Hazard Zone for Cecil Field Airport. Zoning will limit development to a maximum height of less than 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).

The southern half of the amendment site is located within the 60-64.99 Day-Night Sound Level (DNL) noise contour range and civilian notice zone. As such, this area is within the Civilian Influence Zone for Cecil Field Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

Objective 2.5 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.

Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required

to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

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 protections. 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 –Natural Groundwater Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

Flood Zones

Approximately 7.4 acres of the subject site are located within the A 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 A flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 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 2.7.3 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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and 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. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 10.81 Acres (1 area 8.73 acres of Category II wetlands, 3 areas 2.08 acres of Category III wetlands)

General Location(s): Wetlands are located in four different areas throughout the amendment site. The largest wetland of the site is a Category II wetland. It is a portion of a larger wetland system associated with Yellow Water Creek.

Quality/Functional The Category II wetlands (8.73 acres) has a high functional value for water filtration attenuation and flood water capacity and has a direct impact on the City's waterways.

The Category III wetlands (2.08 acres) have a medium functional value for water filtration attenuation and flood water capacity due to isolation, size and indirect impacts on the City's waterways.

Soil Types/
Characteristics: Evergreen-Wesconnett complex, depressional (22) – The Evergreen series consists of nearly level, very poorly drained soils. These soils formed in decomposed organic materials underlain by thick sandy marine sediments. They are in depressions. The soils are moderately slowly permeable to

rapidly permeable. Generally, the high water table is at or above the surface for very long periods.

Surrency loamy fine sand, (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. The soils are moderately permeable and moderately slowly permeable. The water table is usually at or above the soil surface for very long periods.

Surrency loamy fine sand, (67) – 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 flood plains 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 II (8.73 acres) and III (2.08 acres)

Consistency of Permitted Uses: Category II Wetlands: CSV, Residential at 1 unit per 5 acres. Must meet CCME Policies 4.1.3 and 4.1.5. Category III Wetlands: All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6

Environmental Resource Permit (ERP): Not provided by the applicant

Wetlands Impact: The companion PUD application to be filed with the adoption round of hearings will provide more detail. However, there will be some impacts to the Category II wetlands. Development will need to cross this wetland system in order to develop the land south of this area. Any future development impacting wetlands will require permits and mitigation by the St. Johns River Water Management District.

Associated Impacts: The A flood zone is found mostly in the northern portion of the site and is associated with the Category II wetland.

Relevant Policies: CCME Policies 4.1.3, 4.1.5 and 4.1.6 – see below

Conservation/Coastal Management Element

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 4.1.5

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

- (1) Conservation uses, provided the following standards are met:

- (a) Dredge and fill
Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

- (b) Vegetation
For Category I wetlands:
All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:
No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

- (2) Residential uses, provided the following standards are met:

- (a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

- (b) Vegetation
For Category I wetlands:
All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:
No more than 10% of the arial extent of the vegetation outside the

development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

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

(6) For Category II wetlands only, silvicultural uses are allowed, provided the following standards are met:

Best Management Practices: Silviculture

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

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 and habitat assessment of the subject site (on file with the Planning and Development Department). The upland and wetland habitat communities found on-site are considered common in the landscape of northeast Florida. Listed wildlife species utilizing the subject property were not observed during the site assessment. If a United States Army Corps of Engineers (USACE) and/or St. Johns River Water Management District (SJRWMD) permit is required for the project, United States Fish and Wildlife Service (USFWS) and/or Florida Fish and Wildlife Conservation Commission (FWC) may be notified and allowed to comment on listed species with the potential to occur on the site. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, the eastern indigo snake and gopher tortoise. If state or federal permits are not required, USFWS and/or FWC consultations regarding listed wildlife species will be at the discretion of the applicant.

Conservation Coastal Management Element

Policy 3.5.5 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 Policy 3.5.5, the term listed species shall be limited to listed animal species as defined in the Definitions Section of this Element.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on November 17, 2020, the required notices of public hearing signs were posted. Twenty-one (21) 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 November 16, 2020. Only one member of the public attended and wanted to know what was going to be developed at the site. The amendment was reviewed by the Waterways Commission on April 14, 2021 and approved in a vote 10 to 0.

CONSISTENCY EVALUATION

Extension of Suburban Development Area

The land use amendment site is located in the Rural Development Area. The land use application is requesting a change from agricultural land (AGR 3 and 4) to Low Density Residential as well as an extension of the Suburban Development Area. The Rural Area corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. The Suburban Development Area corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. The Suburban Development area should generally continue at low densities with medium density development at major corridor intersections.

Expansion of the Development Areas should result in development that would be compatible with the surrounding area and demonstrate that a need exists in accordance with FLUE Policy 1.1.21. In considering the growth needs and the allocation of land, the City shall 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. According to Policy 1.1.20B, expansion of the development area should not include preservation, conservation or agricultural land. The amendment site does include agricultural land, which the application proposes to change to Low-Density Residential and Rural Residential land use categories.

Policy 1.1.3 of the Comprehensive Plan states that Development Areas will be periodically reevaluated as part of the plan review and amendment process as the development capacity of the FLUM fluctuates with time. The extension request is contiguous to existing Suburban Development Area and is a logical extension of the boundary. Extending the Suburban Development Area boundary to incorporate the entire subject property will continue the pattern of urbanized development in the surrounding area especially along Normandy Boulevard (S.R. 228). Normandy Boulevard is a principal arterial roadway with existing water and sewer lines extending west to Maxville. If the proposed land use amendment were approved, the boundary change would not provide additional density to the site since development in the LDR land use category is limited to a maximum of 7 units per acre in both the Rural and Suburban Development Boundaries. With the development of Cecil Commerce Center, the development is a logical extension of

residential growth to support the nearby employment opportunities. The Suburban Development boundary is consistent with FLUE Policies 1.1.2,1, 1.20B and 1.1.3.

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment 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 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides 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.

Policy 1.1.10 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 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth

techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

Policy 1.1.20 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 2030 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 1.1.21 Future 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 and business consistent with FLUE Policy 1.1.5. 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.

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 the citizens. 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 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.6 The City shall provide 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.

Pending Property Rights Element (Ordinance 2021-334)

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 of the Future Land Use Element (FLUE), the Agriculture (AGR) land use categories are intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the city. The Agriculture land use categories, AGR-1, 2, 3 and 4 differ in the maximum allowed density for each category.

Rural Residential (RR) is a category intended to provide rural estate residential opportunities in the suburban and rural areas of the City. Generally, single-family detached housing will be the predominant land uses in this category. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

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 connected to reduce the number of Vehicles Miles.

While the subject property is located in the Rural Development Area, Cecil Airport and the Jacksonville Equestrian Center are approximately a mile and half east of the subject site with POW-MIA Parkway (formerly New World Avenue) and Cecil Commerce Center just beyond Cecil Airport. Cecil Commerce Center is a 17,000-acre industrial and commercial development that is master planned to become a significant economic driver in the City of Jacksonville, resulting in the creation of thousands of jobs and an expanded tax base. Development of the Cecil Commerce Center creates the need for a variety of housing types in the area, increasing the amount of land necessary to accommodate anticipated growth for permanent residents and business in the area. The proposed LDR and RR land uses are appropriately located in areas adjacent to Normandy Boulevard, a state road and a principal arterial roadway, providing additional housing options. Therefore the amendment is consistent with Goals 1 and 3, and Policies 1.1.5, 1.1.21 and 3.1.6.

Due to the surrounding land use categories and development, the proposed land use amendment would result in a compatible and appropriate transition of density for the area, meeting FLUE Goal 1 and Policy 1.1.10. The proposed land use categories are consistent with the development trends in the area and are consistent with the intent of the Suburban Development Area as called for in FLUE Objective 1.1 and 3.1 and Policy 1.1.20.

The applicant intends to submit a companion rezoning application to Planned Unit Development (PUD) during the adoption round of public hearings for the land use amendment. The PUD rezoning should provide for buffers and site design techniques to promote compatibility with the surrounding agricultural areas of the amendment site and a gradation of uses and scale transition. The companion PUD must also address design elements, location of uses, internal roads and access points and protection of the wetland basins on the site. The proposed amendment will be further reviewed with the companion PUD rezoning for consistency with the goals and intent of Policies 1.1.10 and 1.1.12 during the adoption round of the land use amendment.

FLUE Table L-20 identifies an excess of agricultural land on a citywide basis, and characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. Therefore, pursuant to FLUE Goal 3, Objectives 1.1 and 3.1 and Policies 1.1.5, 1.1.21 and 3.1.6, the proposed amendment increases housing opportunities to support growth and fosters a well-balanced and organized combination of residential and non-residential uses.

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 Consistency

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 providing a variety of quality housing choices. One of the policies is to promote village-based subdivision design in the district's most environmentally sensitive areas to protect existing natural and cultural resources. Under this option, the City would permit additional growth around the existing rural village at Maxville. The plan suggests that larger-lot; low-density single-family homes can be located beyond the village center, along with large employment or commercial uses. 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.

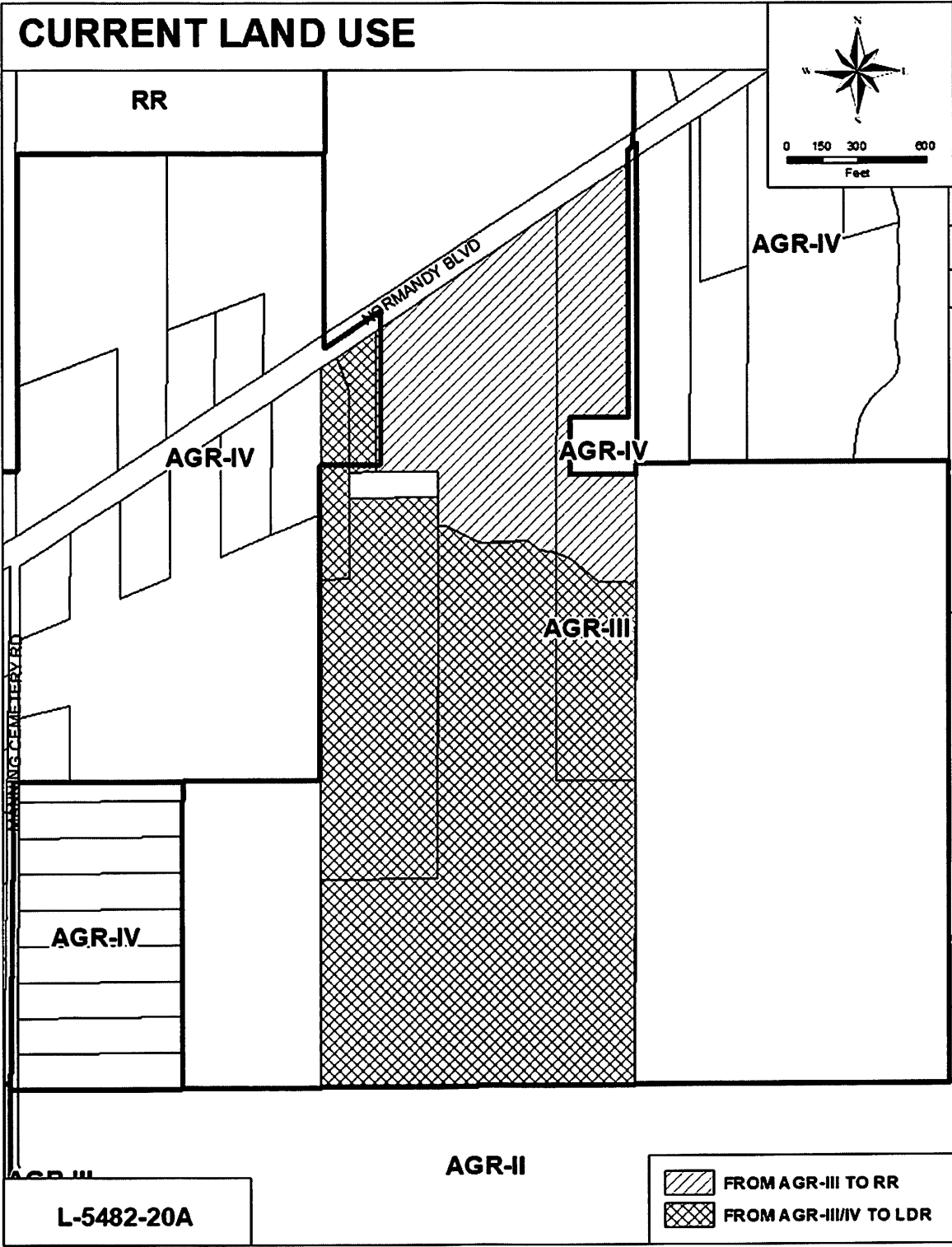
Strategic Regional Policy Plan

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

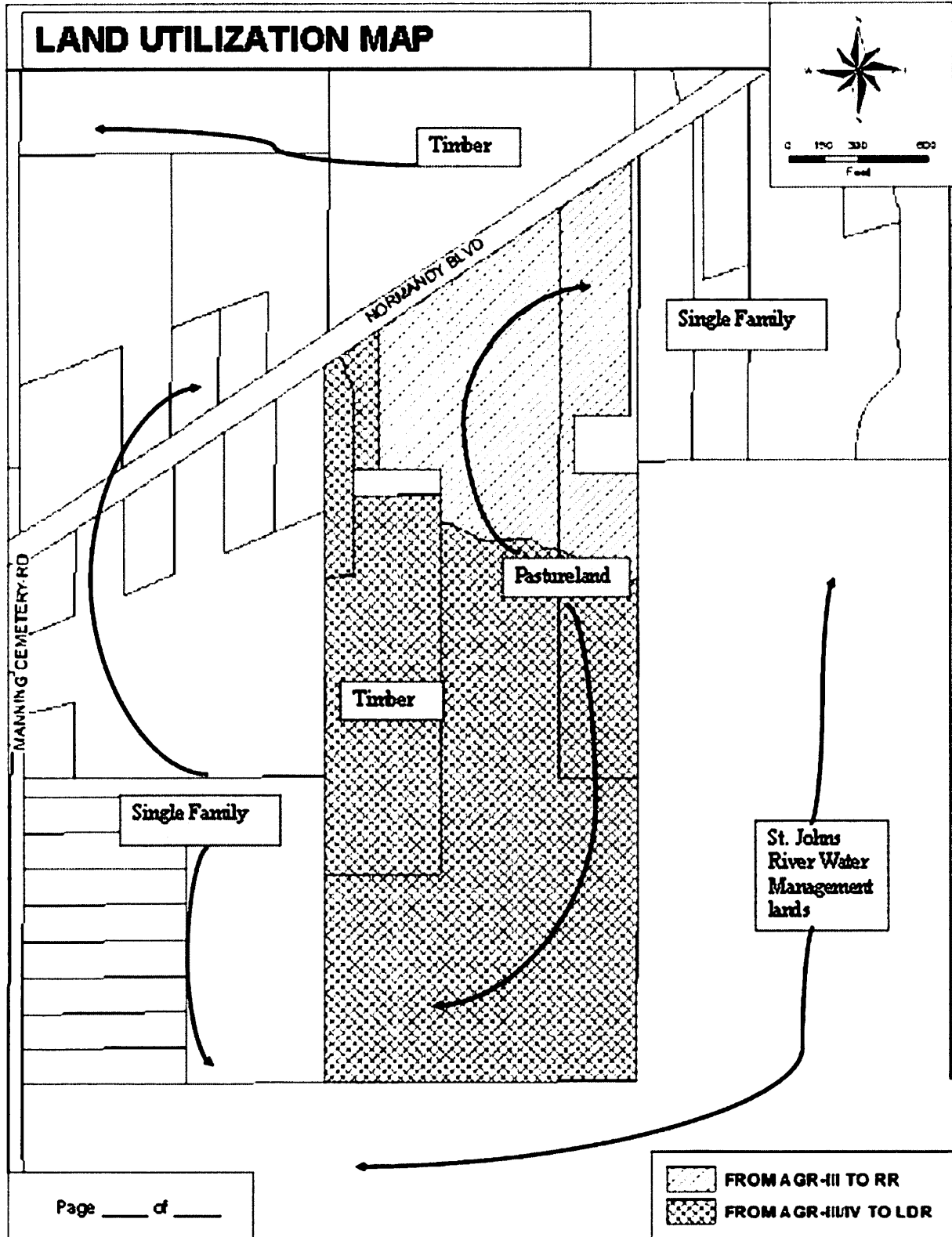
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing needs in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan.

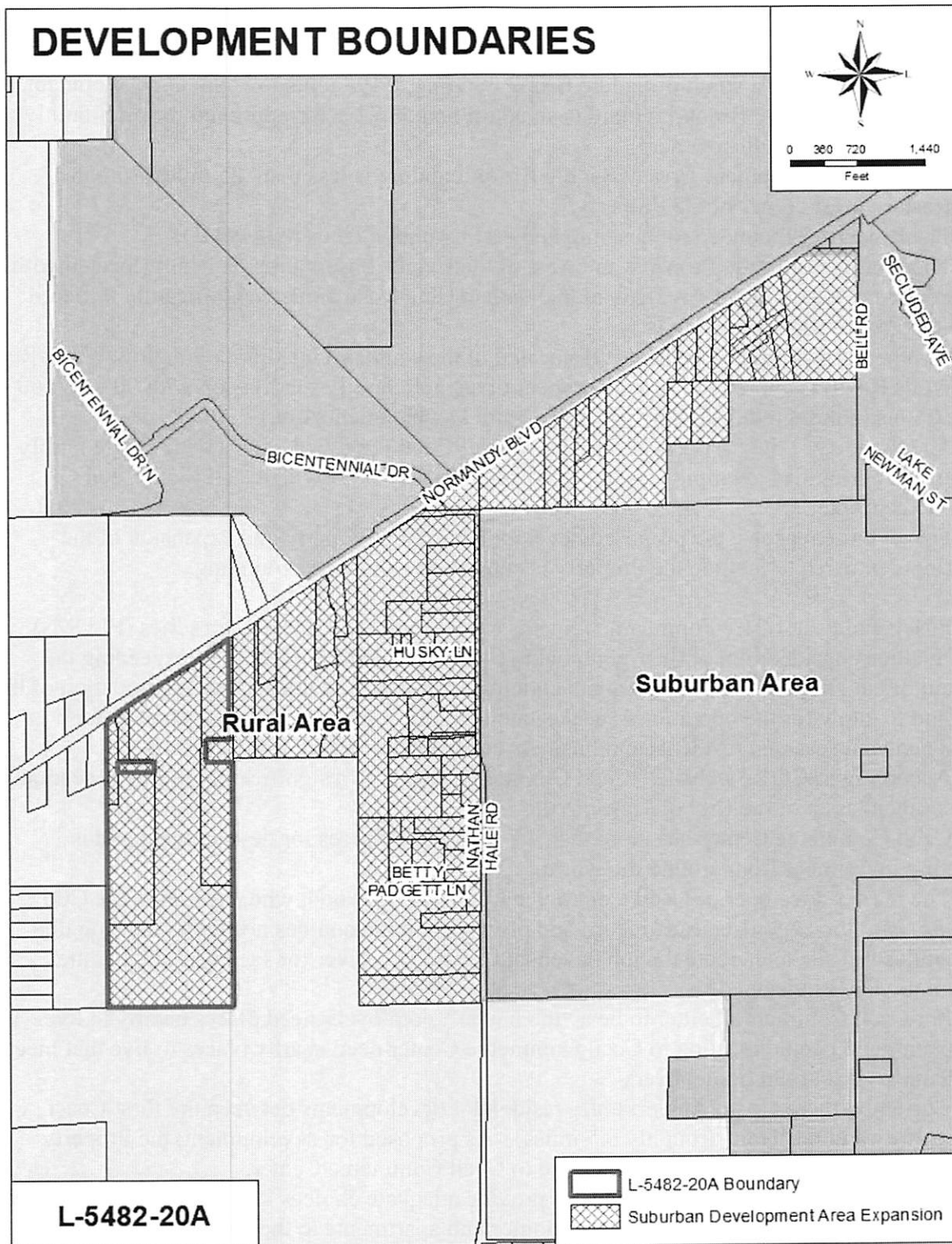
LOCATION AND CURRENT LAND USE AMENDMENT MAP



LAND USE AMENDMENT LAND UTILIZATION MAP



Map of Development Boundary Extension



Applicants Justification of Extending the Suburban Development Area

Arguments in Favor of Extending Suburban Development Area:

1. FLUE Policy 1.1.20B: “Expansion of Development Areas shall result in development that would be compatible with its surroundings.”
 - a. The property is just south of Saddle Brook Landing, a 195 units townhome development.
 - b. Adjacent to Saddle Brook Landing is an additional 53.71 acres approved for multifamily (216 apartments at 4 units per acre).
 - i. Suburban Development Area at Saddle Brook Landing is less than .25 miles from the northeastern most corner of the Property.
 - c. The Property is bounded to the south and east by public lands (SJRWMD).
 - d. The homes east of the Property and west of the Cecil Conservation Corridor (located within the Suburban Development Area) are along Nathan Hale Road and are significantly buffered from the Property by public lands.
 - e. Another large property to the north (located in the southeast quadrant of Yellow Water Road and Wells Road) is approved for development of a single family subdivision with 90’, 70’, 60’ and 50’ lots (although this property is in the Rural Development Area).
 - f. The Property is the first property to the west of Cecil Field that can provide single family housing opportunities to employees in close proximity to the growing Cecil Field/Cecil Commerce Center.
 - g. For all these reasons, the proposed development of the Property and expansion of the Development Area to include the Property is consistent with the surrounding.

2. FLUE Policy 1.1.21: “Future 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 and business consistent with FLUE Policy 1.1.5.”
 - a. According to COJ’s website, “Cecil Commerce Center is a significant, long-term economic development asset of the City of Jacksonville....”
 - b. Cecil Commerce Center has more than 4,700 available acres for development and is targeting investment from around the world.
 - c. The master developer of Cecil Commerce Center is Hillwood, who, according the COJ website, has “the expertise, track record and private capital resources needed to develop this large industrial site and create the job haven and economic driver for Jacksonville that the community has envisioned.”
 - d. For Cecil Commerce Center to be a “job haven”, employees need places nearby to live. The companies and people locating to Cecil Commerce Center need nearby places to live that meet the demands of current homebuyers.
 - e. Currently, there are no single-family residential developments between the First Coast Expressway and the Trails (roughly 6.5 miles). As proposed for development, the Property would be the closest large single-family site to Cecil Commerce Center.
 - f. This type of development is needed to provide adequate choices for residents and employees in this area and will complement the townhomes and apartments to the north.

3. FLUE Policy 1.1.21: “The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology.”

a. Consistent with its stated desire to attract uses to Cecil Commerce Center, the City needs more housing in the area to provide a diverse mix of housing options for employees.

4. 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 no single-family housing developments between the First Coast Expressway and the Trails (roughly 6.5 miles).

5. FLUE Policy 1.1.20B: “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 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 (the SJRWMD property to south and east and western portion of Cecil Commerce are)

c. This property is not Conservation Land.

d. This property is in the AGR-III land use category 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 full urban services and facilities, and is located on Principal Arterial roadway.

1. More specifically, a 16” sewer main and 20” water main are located in the Normandy Boulevard right-of-way to provide services to the Property.

a. The sizes of these mains are consistent with those in the Beach Boulevard right-of-way and similar urban corridors.

b. According to JEA GIS information, these mains were installed in 2007, in apparent anticipation of growth in this area.

c. Based on the foregoing, full urban services are provided to this Property, with surplus capacity. As such, concerns relating to infrastructure costs associated with “sprawl,” and which underly the concept of Development Areas, are not present here.

2. Additionally, the expansion of Normandy Boulevard from two lanes to four lanes, with buffered bike lanes and sidewalks, is included within the FDOT’s 2019 list of priority projects (LOPP).

3. New development is anticipated in this area, and the City, JEA and FDOT have planned and are planning accordingly.

6. FLUE Policy 1.1.20B: “The following areas are deemed generally appropriate for including in Development Areas subject to conformance with Policy 1.1.21:”
- a. 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 the development within the Development Area.
 - i. Although not directly contiguous with the Suburban Development Area, the Property forms a logical expansion of the Suburban Development Area.
 - ii. By extending the Suburban Development Area and allowing for LDR land use, consistent with the multifamily properties to the north, employees at Cecil Commerce Center and other facilities in the area will have an adequate mix of housing options in the immediate vicinity (townhomes, apartments and varying lots sizes of single family).
 - b. Locations having projected surplus service capacity where necessary facilities and services can be readily expanded.
 - i. As noted above, the Property is at a location which has surplus service capacity.
 - c. Public water and sewer service exists within one-half mile of the site.
 - i. As noted above, the Property has existing (and even surplus) water and sewer service and capacity.
 - d. 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.
 - i. This property is not a Multi-Use development, but Cecil Commerce Center is a Multi-Use development and contains a minimal residential component. The proposed development of the Property is intended to serve employees of Cecil Commerce Center and other new development in the area, which will, in effect, reduce trips of employees who currently must travel greater distances to reach such facilities.