



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](http://www.Jacksonville.gov)

September 5, 2024

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

**RE: Planning Commission Advisory Report / Ordinance No. 2024-608/Application No. L-5957-24C**

Dear Honorable Council President White, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2024-608 on September 5, 2024.

|                     |                    |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE            |
| PC Issues:          | None               |
| <b>PC Vote:</b>     | <b>6-0 APPROVE</b> |

|                         |        |
|-------------------------|--------|
| Charles Garrison, Chair | Aye    |
| Lamonte Carter          | Absent |
| Amy Yimin Fu            | Absent |
| Julius Harden           | Aye    |
| Moné Holder             | Aye    |
| Ali Marar               | Aye    |
| Michael McGowan         | Aye    |
| Jack Meeks              | Absent |
| Tina Meskel             | Absent |
| Lisa King (alternate)   | Aye    |

Planning Commission Report  
September 5, 2024  
Page 2

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

Sincerely,



**Helena A. Parola, MAURP**  
***Chief of Community Planning***  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7842  
[HParola@coj.net](mailto:HParola@coj.net)

**Report of the Jacksonville Planning and Development Department**  
**Small-Scale Future Land Use Map Amendment – August 30, 2024**

**Ordinance/Application No.:** 2024-608 / L-5957-24C

**Property Location:** 0 and 7335 Morse Avenue, between Firestone Road and Ricker Road

**Real Estate Number(s):** 015746 0000 and 015747 0000

**Property Acreage:** 9.86 acres

**Planning District:** District 4, Southwest

**City Council District:** District 14

**Applicant:** Josh Cockrell, Agent

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

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

**Development Area:** Suburban Development Area

**Current Zoning:** Residential Rural – Acre (RR-Acre)

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

**RECOMMENDATION:** **APPROVE**

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

The subject property is currently a commercial plant nursery for the sale of potted plants and trees, and bagged mulch, fertilizer with cattle in the rear. The owner has had cattle on the property for many years. The proposed land use amendment would bring the property into code compliance.

**BACKGROUND**

The 9.86-acre subject property is on the north side of Morse Avenue, a collector roadway, between Firestone Road, a collector roadway, and Ricker Road, a collector roadway. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to Agriculture (AGR), with a companion rezoning application from Residential Rural – Acre (RR-Acre) to Planned Unit Development (PUD) to bring the property use into compliance with the land development regulations for the existing plant nursery operating on site. The companion rezoning, Ordinance 2024-609 is pending concurrently with this application.

The land use amendment site includes an existing commercial plant nursery and cattle pasture on the property. More specific uses along with the zoning and land use categories of the surrounding area are listed below.

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

North: Land Use: Low Density Residential (LDR)  
Zoning: Residential Rural - Acre (RR-Acre), Agriculture (AGR)  
Property Use: undeveloped land, timber land, single-family residential

South: Land Use: LDR, PBF, NC  
Zoning: RR-Acre, Planned Unit Development (PUD), Residential Low Density-70 (RLD-70), PBF-I, CO  
Property Use: undeveloped land, single-family residential, electrical substation

East: Land Use: Business Park (BP) – pursuant to Ordinance 2018-406, Neighborhood Commercial (NC), LDR, Community General Commercial (CGC) – pursuant to Ordinance 2022-005  
Zoning: PUD, Commercial Office (CO)  
Property Use: Retail store, church, warehouse storage, single-family residential

West: Land Use: LDR  
Zoning: RR-Acre, RLD-60  
Property Use: undeveloped land, church, single-family residential

## **IMPACT ASSESSMENT**

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

|   |  |                               |
|---|--|-------------------------------|
| <b>Development Analysis</b> <b>4.92 ACRES AND 4.94 ACRES (2 PARCELS) = 9.86 Acres</b> <b>429,501.6 SF</b> |  |                               |
| Development Boundary  | SUBURBAN   |                               |
| Roadway Frontage Classification / State Road  | MORSE AVENUE (COLLECTOR)                                 |                               |
| Plans and/or Studies  | N/A  |                               |
| Site Utilization  | Current:<br>VACANT/NURSERY/CATTLE                        | Proposed:<br>NURSERY / CATTLE |
| Land Use / Zoning   | Current:<br>LDR / RR-ACRE                                | Proposed:<br>AGR / PUD        |
| Development Standards for Impact Assessment   | Current:<br>5 DU / ACRE                                  | Proposed:<br>1 DU / 2.5 ACRE  |
| Development Potential   | Current:<br>49 DU  | Proposed:<br>3 DU             |
| Net Increase or Decrease in Maximum Density   | Net decrease of 46 DU                                    |                               |
| Net Increase or Decrease in Potential Floor Area  | N/A  |                               |
| Population Potential  | Current:<br>130 PEOPLE                                   | Proposed:<br>7 PEOPLE         |
| <b>Special Designation Areas</b>  |  |                               |
| Aquatic Preserve  | N/A  |                               |
| Evacuation Zone   | N/A  |                               |
| Airport Environment Zone  | 300 FEET AND 500 FEET (Herlong Recreational/Cecil Field) |                               |
| Industrial Preservation Area  | N/A  |                               |
| Cultural Resources  | N/A  |                               |
| Archaeological Sensitivity  | HIGH   |                               |
| Historic District   | N/A  |                               |
| Coastal High Hazard   | N/A  |                               |
| Adaptation Action Area  | N/A  |                               |
| Groundwater Aquifer Recharge Area   | 0-4 INCHES   |                               |
| Wellhead Protection Zone  | N/A  |                               |
| Boat Facility Siting Zone   | N/A  |                               |
| Brownfield  | N/A  |                               |
| <b>Public Facilities</b>  |  |                               |
| Potential Roadway Impact  | DECREASE OF 434 DAILY TRIPS                              |                               |
| Potential Public School Impact  | DEMINIMUS  |                               |
| Water Provider  | JEA  |                               |
| Potential Water Impact  | DECREASE OF 12,236 GALLONS PER DAY                       |                               |
| Sewer Provider  | N/A  |                               |
| Potential Sewer Impact  | N/A  |                               |
| Potential Solid Waste Impact  | DECREASE OF 127.4 TONS PER YEAR                          |                               |
| Drainage Basin/Sub-basin  | ORTEGA RIVER / UNNAMED DITCH                             |                               |
| Recreation and Parks  | N/A  |                               |
| Mass Transit Access   | WHEAT ROAD READIRIDE ZONE                                |                               |
| <b>Natural Features</b>   |  |                               |
| Elevations  |  |                               |
| Land Cover  | 2110: IMPROVED PASTURES (MONOCULT, PLANTED FORAGE CROPS) |                               |
| Soils   | (24) HURRICANE AND RIDGEWOOD SOILS                       |                               |
| Flood Zones   | N/A  |                               |
| Wetlands  | N/A  |                               |
| Wildlife (applicable to sites greater than 50 acres)  | N/A  |                               |

## Utility Capacity

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

A JEA letter dated April 25, 2024 was provided by the applicant. There is an existing 16-inch water main within the Morse Avenue right of way. There is no sewer main abutting the property. A sewer main extension would be required from the existing sewer manhole within Mirage Street, approximately 330 linear feet southeast of the property.

## Future Land Use Element

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

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

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

## **Transportation**

The subject site is 9.86 acres and is accessible from Morse Avenue, a collector roadway. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Agriculture (AGR).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

#### Transportation Element

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

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

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These 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.

### **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 462 trips. If the land use is amended to allow for this proposed AGR development, this will result in 28 daily trips.

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

The difference in daily trips for the proposed land use amendment will result in no 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 |
|---|-------------------|---------------------------|-------------------|--|---------------------|-------------|
| LDR                                       | 210               | 49 DUs                    | T= 9.43 (X)       | 462  | 0                   | 462         |
|   |                   |                           |                   | <b>Total Trips for Existing Land Use- Scenario</b>   |                     | <b>462</b>  |
| Proposed Land Use-Scenario                | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips  | Less Pass- By Trips | Daily Trips |
| AGR                                       | 210               | 3 DUs                     | T= 9.43 (X)       | 28   | 0                   | 28          |
|   |                   |                           |                   | <b>Total Trips for Proposed Land Use- Scenario 2</b> |                     | <b>28</b>   |
| <b>Scenario Difference in Daily Trips</b> |                   |                           |                   |  |                     | <b>434</b>  |

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

### **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 –Aquifer Recharge Sub-Element

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

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



### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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. 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 developments 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 and 500-foot Height and Hazard Zone for Herlong Recreational Airport and 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 2.5 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.

### **School Capacity**

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

### **PROCEDURAL COMPLIANCE**

Upon submittal of the sign posting affidavit and photos of the posted signs on August 10, 2024, it was determined that the required notices of public hearing signs were posted. Twenty-Five (25) 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 August 19, 2024. No members of the public were present.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### Future Land Use Element (FLUE)

##### 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.

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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:
- A. Foster vibrant, viable communities and economic development opportunities;
  - B. Address outdated development patterns; and/or
  - C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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

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

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.

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

Objective 1.6      The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

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.

Property Rights Element

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 Descriptions of the Future Land Use Element (FLUE), LDR is intended to provide for low density residential development. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

According to the Future Land Use Element (FLUE), the Agriculture (AGR) land use category is intended to provide for agricultural uses. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource based activities, such as conservation, recreation, and mining activities. In order to preserve the rural character of these areas, residential uses are permitted at very low densities.

The AGR land use is appropriate in the suburban development area and discourages urban sprawl. The amendment to AGR results in a compatible land use for the area that will optimize the potential for economic benefits and will avoid wetlands and protect natural resources. The proposed land use is consistent with the neighboring properties and will allow the continued use of agriculture on the property. Therefore, the amendment is consistent with FLUE Goals 1 and 3 and Policy 1.1.21.

The companion rezoning application indicates an intent to amend the zoning from Residential Rural – Acre (RR-Acre) to Planned Unit Development (PUD). The written description of the PUD for that application includes specific existing uses of the property to include an existing plant nursery and agricultural uses such as the cattle that have been on-site for approximately 10 years. The applicant also indicates the property owner is seeking Agricultural classification from the State of Florida, which supports the owners intended continued use. Thus, the amendment is consistent with Policy 1.1.9. Likewise, the property use is consistent with Policy 1.6 in that it allows the current use in undeveloped and underutilized land and can be considered an essential need (retail agriculture) to the surrounding City residents, providing a mix of uses in the surrounding area.

According to a JEA availability letter, dated April 25, 2024, there is an existing 16-inch water main within the Morse Avenue right of way. There is no sewer main abutting the property. Thus the amendment is consistent with Policy 1.2.8.

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.

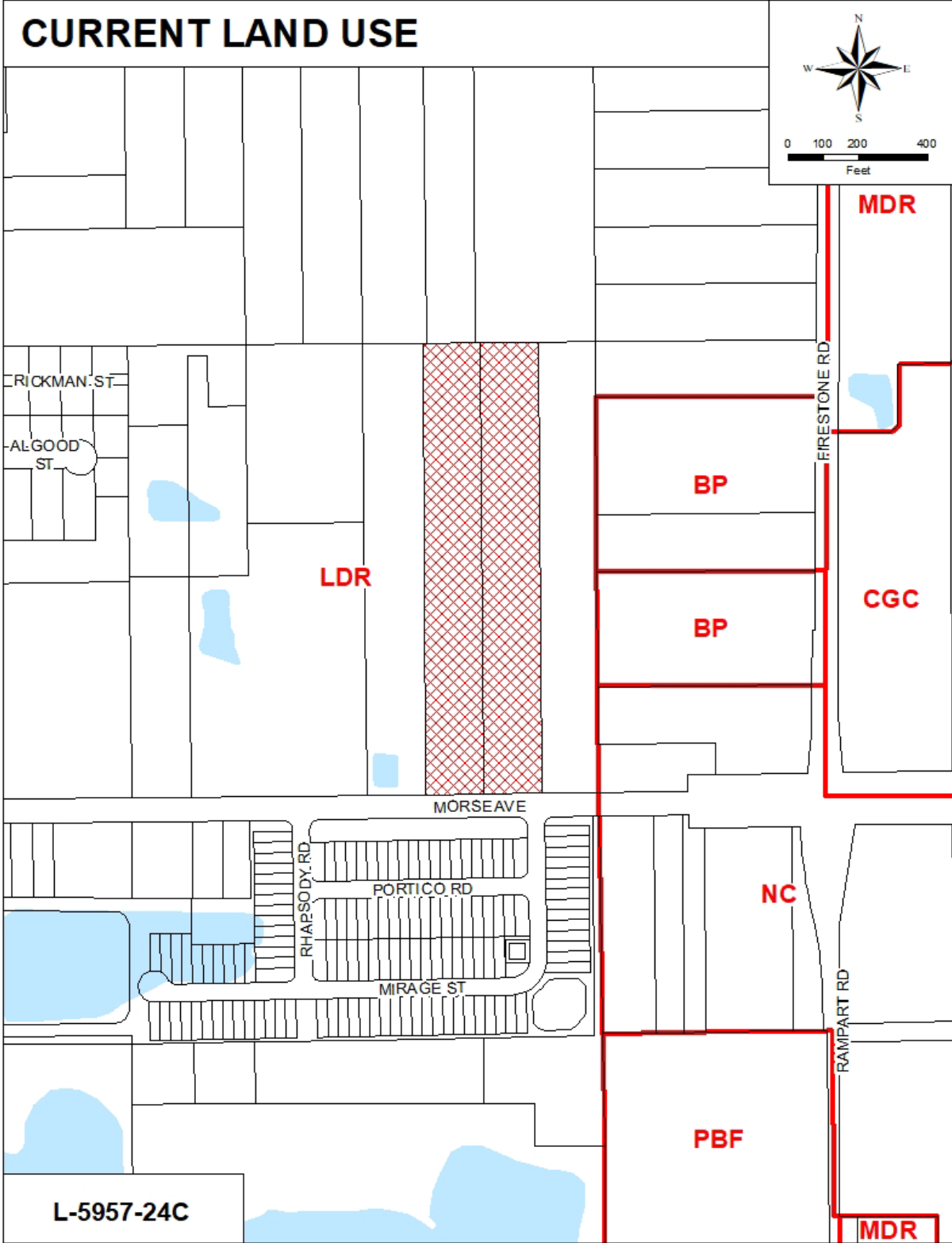
#### Southwest Vision Plan

The Southwest Jacksonville Vision Plan, published by the City of Jacksonville Planning and Development Department in September 2003, identifies specific growth and change expectations by residents of the designated area, via a series of “Guiding Themes” to illustrate the shared vision for the Southwest Jacksonville community. The intended and current use of the property satisfies elements of “Theme 2” of the Plan (page 32), specific to the Policy: “promote village-based subdivision design in the district’s most environmentally sensitive areas to protect existing natural and cultural resources”. By maintaining its agricultural use, the property is contributing to the preservation of agricultural land and natural resources, providing a complimentary and essential service that satisfies the daily household needs of surrounding residents.

#### NEFRC Strategic Regional Policy Plan

One of the elements of this policy plan is Regional Cultivation, with a goal of recognizing the importance of cultivation in Northeast Florida. The proposed land use of the property is consistent with:

Policy 10: Explore innovative land uses that encourage cultivation in the long term, such as agrihoods (neighborhoods designed around a related farm use).



**LAND USE AMENDMENT**  
**FIELD MAP**

