

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 14, 2025

Ordinance/Application No.: 2025-057 / L-5991-24C

Property Location: 8265 Garden Street

Real Estate Number(s): 002839-0020

Property Acreage: 3.15 acres

Planning District: District 5, Northwest

City Council District: District 12

Applicant: Randall Hamel, RH Constructors, Inc.

Current Land Use: Agriculture (AGR)

Proposed Land Use: Low Density Residential (LDR)

Current Zoning: Agriculture (AGR)

Proposed Zoning: Residential Low Density-100A (RLD-100A)

Development Boundary: Suburban Development Area

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks this land use amendment to allow for the development of a second home on the property.

BACKGROUND

The 3.15-acre subject site is located along the north side of Garden Street, a collector roadway, between Helmsley Boulevard and Lilius Circle. The applicant is proposing a Future Land Use Map (FLUM) amendment to the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Agriculture (AGR) to Low Density Residential (LDR) to allow for the development of a second home on the site. The applicant is also proposing a companion rezoning from Agriculture (AGR) to Residential Low Density-100A (RLD-100A), which is pending concurrently with this application, pursuant to Ordinance 2025-058.

The subject site currently has one single-family home on the site. Adjacent to the north, west, and east of the property are residential parcels entitled for development designated Low

Density Residential (LDR), which have established a trend of LDR land use designations along this segment of Garden Street. There are three parcels near the site that changed from AGR to LDR with the following Ordinances: 2006-0478-E (72.53 acres), 2021-0828-E (56.86 acres), and 2024-146-E (1.80 acres).

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

- North: Land Use: LDR and AGR
Zoning: Planned Unit Development (PUD) and AGR
Property Use: Single-family residential
- South: Land Use: AGR and LDR
Zoning: AGR and RLD-100A
Property Use: Single-family residential
- East: Land Use: AGR and LDR
Zoning: PUD and AGR
Property Use: Single-family residential
- West: Land Use: AGR and LDR
Zoning: AGR and Residential Low Density-50 (RLD-50)
Property Use: 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 potential as shown in this section.

Land Use Amendment Impact Assessment - Application Number L-5991-24C

Development Analysis – 3.15 acres		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Garden Street – Collector Road	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Single-Family Dwelling	Proposed: Low Density Residential Use
Land Use / Zoning	Current: AGR/AGR	Proposed: LDR/RLD-100A
Development Standards for Impact Assessment	Current: 1DU/2.5Acre	Proposed: 5DU/Acre

Development Analysis – 3.15 acres		
Development Potential	Current: 1 Dwelling Unit	Proposed: 15 Dwelling Units
Net Increase or Decrease in Maximum Density	Increase of 14 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 2 People	Proposed: 39 People
Special Designation Areas		
Aquatic Preserve	NO	
Evacuation Zone	Zone E	
Airport Environment Zone	NO	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	YES (roughly 2/3 of site)	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	Increase of 113 net new daily trips	
Potential Public School Impact	De minimis	
Water Provider	JEA	
Potential Water Impact	Increase of 3,724 gallons per day	
Sewer Provider	Septic	
Potential Sewer Impact	Increase of 2,793 gallons per day	
Potential Solid Waste Impact	Increase of 36.4 tons per year	
Drainage Basin/Sub-basin	Trout River/ Bay Drain & Trout River	
Recreation and Parks	Dinsmore Center & Park (+/- 8,000 feet away)	
Mass Transit Access	NO	
Natural Features		
Elevations	21 to 23 feet above mean sea level	
Land Cover	1100: Residential Low Density 2120: Unimproved Pastures	
Soils	51: Pelham Fine Sand 82: Pelham Fine Sand, depressional 38: Mascotte Fine Sand	
Flood Zones	AE (2.3 acres of the property)	
Wetlands	NO	
Wildlife (applicable to sites greater than 50 acres)	N/A	

UTILITY CAPACITY

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

The applicant has provided a JEA Availability Letter, dated May 8, 2023, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water main along Garden Street. At the time that the letter was written, it stated that JEA does not have a sewer main available within ¼ mile of the property.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water. It is the intent of the applicant, with the companion RLD-100A rezoning, to develop the property with a total of 2 units. While the intent of the applicant is to allow for a second single-family home on the property, residential development potential will be limited as provided for in the LDR land use category where centralized water and sewer are not available.

The maximum gross density in the Suburban Area shall be 7 units per acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.

The maximum gross density shall be 2 units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.

The maximum gross density shall be 4 units per acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available

Future Land Use Element

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

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

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

2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 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 to the JEA Collection Systems available within a five (5) year period.

TRANSPORTATION

The subject site is 3.15 acres and is located at 8265 Garden Street, which is a collector roadway. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from Agricultural (AGR) to Low Density Residential (LDR).

Comprehensive Plan Consistency:

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

Transportation Element

Objective 2.4	The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.
Policy 1.2.1	The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.
Policy 2.4.2	The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current AGR land use would result in 28 trips. If the land use is amended to allow for this proposed LDR development, this will result in 141 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 113 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	3 DUs	T= 9.43 (X)	28	0	28
				Total Trips for Existing Land Use- Scenario 1		28
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	15 DUs	T= 9.43 (X)	141	0	141
				Total Trips for Proposed Land Use- Scenario 1		141
			Scenario Difference in Daily Trips			113

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

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.

ARCHAEOLOGICAL SENSITIVITY

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

Historic Preservation Element

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

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

EVACUATION ZONE

The subject site is within Evacuation Zone E. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was

provided with the land use application and the development potential of the proposed land use amendment change. Per EPD's attached memo, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. Their complete analysis is provided below.

EPD Response:

The proposed property in land use amendment L-5991-24C will be near a railroad crossing on Trout River Blvd to reach New Kings Road, a secondary evacuation route, leading to I-95 (3.15 road miles), a primary evacuation route.

In consideration of all the surrounding evacuation zones (Zone A, Zone B, Zone C, Zone D, and Zone E), the nearest evacuation routes, the estimate of 113 new daily trips, and the changes proposed through land use amendment application L-5991-24C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

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

ADAPTATION ACTION AREA (AAA)

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

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

Conservation/Coastal Management Element

Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such

regulation would otherwise apply to a development or redevelopment project.

- Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.
- Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

FLOOD ZONES

Approximately 2.3 acres of the subject site are located within the AE flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as areas 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 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 3, 2025, the required notices of public hearing signs were posted. Thirty-five (35) 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 February 3, 2025. Other than the applicant, there were no members of the public in attendance to hear more information on this amendment.

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.

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 1.1.7 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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

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

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

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

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

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the Comprehensive Plan and Land Development Regulations.

Policy 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Property Rights Element (PRE)

- Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products, and other resource dependent uses. In order to preserve the rural character of these areas, residential uses are permitted at very low densities. The maximum gross density is 1 unit/ 2.5 acres.

Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided. 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. According to the subject amendment application, the development will be utilizing JEA for potable water and septic for sewer.

The amendment of the subject site from AGR to LDR results in a compatible development pattern with residential land uses surrounding the property and served by Garden Street, a

collector roadway. The intention of the applicant to develop a total of two single-family homes on the subject site is consistent with the density limitations of the LDR land use category. The proposed amendment to LDR would also allow for the development of an underutilized property for additional housing options in the Northwest Planning District. The proposal adds to the total amount of LDR designated land for residential development needed to accommodate future growth through the planning timeframe of the 2045 Comprehensive Plan. Therefore, the amendment is consistent with FLUE Goals 1 and 3, Objective 1.1, Objective 3.1, and Policies 1.1.7, 1.1.21, and 3.1.5.

The applicant has provided a JEA Availability Letter, dated May 8, 2023, as part of the companion rezoning application. According to the letter, there is an existing 16-inch water main along Garden Street. At the time that the letter was written, it stated that JEA does not have a sewer main available within ¼ mile of the property. While the intent of the applicant is to allow for a second single-family home on the property providing consistency with FLUE Policy 1.2.8, residential development potential will be limited as provided for in the LDR land use category where either centralized water or sewer is not available.

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

Vision Plan

The subject property is located within the boundaries of the Northwest Jacksonville Vision Plan. The Northwest Planning District of Jacksonville embraces a variety of new growth opportunities. The plan does not identify specific recommendations for the subject site. The focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. Changing the land use category from AGR to LDR will protect the residential character of the surrounding area and thus conforms with the intent of the Northwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

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

CURRENT LAND USE MAP

