



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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Jacksonville, FL 32203  
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August 8, 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. 2024-480/Application No. L-5940-24C**

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 2024-480 on August 8, 2024.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Julius Harden	Absent
Moné Holder	Aye
Ali Marar	Aye
Michael McGowan	Aye
Jack Meeks	Absent
Tina Meskel	Aye

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

Planning Commission Report  
August 8, 2024  
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Sincerely,

A handwritten signature in blue ink, appearing to read "Helena A. Parola".

**Helena A. Parola, MAURP**  
***Acting Chief of Community Planning***  
City of Jacksonville - Planning and Development Department  
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**Report of the Jacksonville Planning and Development Department**  
**Small-Scale Future Land Use Map Amendment – August 2, 2024**

**Ordinance/Application No.:** 2024-480 / L-5940-24C

**Property Location:** 0 and 9320 Garden Street, between Sierra Oaks Boulevard and Golden Bamboo Drive

**Real Estate Number(s):** 002893-0025 and 002893-0035

**Property Acreage:** 1.0 acre

**Planning District:** District 5, Northwest

**City Council District:** District 12

**Applicant:** Lara Hipps

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

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

**Development Area:** Suburban Development Area

**Current Zoning:** Agriculture (AGR)

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

**RECOMMENDATION:** **APPROVE**

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

This application is submitted to allow the owner to split this lot for 1 additional single family home.

**BACKGROUND**

The 1.00-acre subject property includes a single-family residential home and is located on the south side of Garden Street, a collector roadway, between Sierra Oaks Boulevard and Golden Bamboo Drive. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Agriculture (AGR) to Low Density Residential (LDR) in the Suburban Area, with a companion rezoning application from Agriculture (AGR) to Residential Low Density-100A (RLD-100A) in order to build a home on each parcel of the property. The companion rezoning, Ordinance 2024-481 is pending concurrently with this application.

Just east of the property, Ordinance 2005-1208-E changed the land use from AGR to LDR on a 98 acre site; there are now single-family neighborhoods in this area. Northwest

of the subject property, across Garden Street, Ordinance 2016-3-E changed the land use from AGR to LDR on a 10 acre site; this site is developed with single-family homes. Northeast of the site, across Garden Street, Ordinance 2024-94-E changed the land use from AGR to NC on a 4 acre parcel; this site is currently undeveloped. West of the site, Ordinance 2023-852-E changed the land use from NC to CGC on a 33 acre site; this site is currently undeveloped. Immediately south of the subject site is land in the AGR land use category that is developed with single-family residential homes.

More specific uses along with the zoning and land use categories are listed below.

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

North: Land Use: Low Density Residential (LDR), Agriculture (AGR),  
Neighborhood Commercial (NC)  
Zoning: AGR, Residential Low Density-80 (RLD-80), Planned Unit  
Development (PUD), Commercial Neighborhood (CN)  
Property Use: Undeveloped land, single-family residential

South: Land Use: AGR, CSV  
Zoning: AGR, CSV  
Property Use: Single-family residential, conservation land owned by  
SJRWMD

East: Land Use: AGR, LDR  
Zoning: AGR, Residential Low Density-90 (RLD-90)  
Property Use: Single-family residential

West: Land Use: AGR, CGC  
Zoning: AGR, Commercial Community General-1 (CCG-1)  
Property Use: Single-family residential, undeveloped

**IMPACT ASSESSMENT**

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

**Land Use Amendment Impact Assessment - Application Number L-5940-24C**

<b>Development Analysis 1 Acre</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Garden Street- Collector Roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Single family house	Proposed: Lot split for 2 single family houses total
Land Use / Zoning	Current: AGR / AGR	Proposed: LDR / RLD-100A
Development Standards for Impact Assessment	Current: 1 unit / 2.5 acres	Proposed: 5 units / acre
Development Potential	Current: 0 units	Proposed: 5 units
Net Increase or Decrease in Maximum Density	Increase of 5 dwelling units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 0 people	Proposed: 13 people
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Evacuation Zone	NO	
Airport Environment Zone	500' Height Restriction for JIA and OLF Whitehouse	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	YES- 0-4 inches	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
<b>Public Facilities</b>		
Potential Roadway Impact	38 net new daily trips	
Potential Public School Impact	DeMinimus impact	
Water Provider	JEA	
Potential Water Impact	Increase of 1,330 gallons per day	
Sewer Provider	Septic	
Potential Sewer Impact	Increase of 997.5 gallons per day	
Potential Solid Waste Impact	Increase of 13 tons per year	
Drainage Basin/Sub-basin	Trout River / Trout River	
Recreation and Parks	NO	

<b>Development Analysis 1 Acre</b>	
Mass Transit Access	NO
<b>Natural Features</b>	
Elevations	48 feet
Land Cover	1180: Residential, rural - one unit on 2 or more acres
Soils	14: Boulogne fine sand. 0 to 2 percent slopes
Flood Zones	NO
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 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 intends to use JEA central water services and the septic system currently on site. A JEA availability letter dated April 26, 2024, is included in the companion rezoning application. According to the letter, there is an existing 16-inch water main within the Garden Street right-of-way. However, there is not a JEA sewer main available for connection within a quarter mile of the application site. 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 sewer is 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 ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

### **Transportation**

The subject site is 1.0 acre and is located at 9320 Garden Street east of Jones Road. This segment of Garden Street between Jones Road and Imeson Road is a 2-lane collector road, operating at 19 percent of its maximum capacity. 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 Agriculture (AGR) to Low Density Residential (LDR).

### **Comprehensive Plan Consistency:**

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

### **Transportation Element**

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

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

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

**Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current AGR land use would result in 9 trips. If the land use is amended to allow for this proposed LDR development, this will result in 47 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment has 38 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	1 SFDU	T= 9.43 (X)	9	0	9
				<b>Total Trips for Existing Land Use- Scenario</b>		<b>9</b>
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	5 SFDUs	T = 9.43 (X)	47	0	47
				<b>Total Trips for Proposed Land Use- Scenario 1</b>		<b>47</b>
<b>Scenario 1 Difference in Daily Trips</b>						<b>38</b>

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.

**Airport Environment Zone**

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville International Airport and the OLF Whitehouse Air Station. Zoning will limit development to a maximum height of 500- feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone



must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

### Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

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

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the 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 Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

### **PROCEDURAL COMPLIANCE**

Upon site submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on June 11, 2024. 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 July 15, 2024. No one from the public attended the meeting.

### **CONSISTENCY EVALUATION**

#### **Consistency with 2030 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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system, and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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

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

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

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

#### Property Rights Element

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description within the Future Land Use Element (FLUE), Agriculture (AGR) in all of the Development Areas is intended to provide agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning timeframe. Accordingly, the principal activities allowed in these categories are agriculture and related uses, such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products. The maximum gross density is 1 unit/ 2.5 acres.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single family and multi-family dwellings; commercial retail sales and service. The maximum gross density in the Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available. According to the subject amendment application, the development will be utilizing well and septic.

The subject site is located on the south side of Garden Street within the Suburban Development Area. A JEA availability letter dated April 26, 2024, is included in the companion rezoning application. According to the letter, there is an existing 16-inch water main along Garden Street right-of-way. However, there is not a JEA sewer main available for connection within a quarter mile of the application site. The property owner's intent is to use JEA central water and a septic for the site. 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 centralized sewer is not available.

The amendment to LDR results in a compatible development pattern with residential land uses surrounding the property and existing LDR development just east and north of the site. Just east of the property, Ordinance 2005-1208-E changed the land use from AGR

to LDR on a 98 acre site; there are now single-family neighborhoods in this area. Northwest of the subject property, across Garden Street, Ordinance 2016-3-E changed the land use from AGR to LDR on a 10 acre site; this site is developed with single-family homes. 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 and provides a compatible density with the immediate surrounding area on the south side of Garden Street in the AGR 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 Goal 1, Objective 1.1, Objective 3.1, and Policies 1.1.7, 1.1.21, 1.1.22.

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 from strengthening neighborhoods, protecting rural character and open space, focus on creating centers, establishing minimum standards, connecting centers, and maintaining the viability of airfield operations. The proposed amendment to LDR will support Theme 1: Strengthen existing neighborhoods and create new neighborhoods of the vision plan. With the addition of single-family homes, the housing stock in the city will continue to rise.

### **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.

# Location, Current Land Use and Field Map

