



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

January 9, 2025

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. 2024-912/Application No. L-5982-24C

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 2024-912 on January 9, 2025.

P&DD Recommendation	APPROVE
PC Issues:	No Issues
PC Vote:	6-0 APPROVE
Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Charles Garrison	Aye
Julius Harden	Absent
Moné Holder	Aye
Ali Marar	Absent
Jack Meeks	Absent
Tina Meskel	Aye

Planning Commission Report
January 9, 2025
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

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 3, 2025

Ordinance/Application No.: 2024-912 / L-5982-24C
Property Location: 6686 Cisco Gardens Road
Real Estate Number(s): 002892-0532
Property Acreage: 4.5 acres
Planning District: District 5, Northwest
City Council District: District 12
Applicant: Terry White
Current Land Use: Agriculture (AGR)
Proposed Land Use: Rural Residential (RR)
Development Area: Rural Development Area
Current Zoning: Agriculture (AGR)
Proposed Zoning: Residential Rural-Acre (RR-Acre)
RECOMMENDATION: **APPROVE**

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

There are lots near us that have the RR-Acre land use [sic] – We would like to be moved to RR Acre to be able to give my children the two vacant lots (after separation) so that they can build close to us.

BACKGROUND

The 4.5-acre subject property includes a single-family residential home and is located at the northwest corner of Cisco Gardens Road and Cisco Gardens Road South. Both roads are unclassified, local roads.

The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Agriculture (AGR) to Rural Residential (RR) in the Rural Development Area, with a companion rezoning application, Ordinance 2024-913, from Agriculture (AGR) to

Residential Rural-Acre (RR-Acre) pending concurrently with this application. The applicant intends to place more dwelling units on the site.

South of the subject site, across Cisco Gardens Road South, a property of similar size was amended from AGR to RR in 2006. The Westlake Industrial DRI is located approximately ¼-mile southeast of the subject site, along Cisco Drive. The area surrounding the subject site is composed of large single-family residential lots, approximately 2.5 acres in size, designated as AGR. Single-family subdivisions are located approximately 1-mile to the east of the subject site.

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

North: Land Use: AGR
Zoning: AGR
Property Use: Single-family residential

South: Land Use: AGR, RR
Zoning: AGR, RR-Acre
Property Use: Single-family residential

East: Land Use: AGR
Zoning: AGR
Property Use: Single-family residential, Westlake Industrial Park

West: Land Use: AGR, RR
Zoning: AGR, RR-Acre
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 Development Analysis		4.5 acres
Development Boundary	Rural Area	
Roadway Frontage Classification / State Road	Fronts on Cisco Gardens Road (unclassified)	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Single family residential	Proposed: Single-family residential
Land Use / Zoning	Current: AGR/AGR	Proposed: RR/RR-Acre
Development Standards for Impact Assessment	Current: 1 DU / 2.5 Acres	Proposed: 1 DU / Acre (due to well/septic)
Development Potential	Current: 1 dwelling unit	Proposed: 4 dwelling units
Net Increase or Decrease in Maximum Density	Increase of 3 dwelling units	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 2 people	Proposed: 10 people
Special Designation Areas		
Aquatic Preserve	N/A	
Evacuation Zone	None	
Airport Environment Zone	300' ht zone for OLF Whitehouse	
Industrial Preservation Area	N/A	
Cultural Resources	N/A	
Archaeological Sensitivity	Low, medium, and high	
Historic District	No	
Coastal High Hazard	N/A	
Adaptation Action Area	N/A	
Groundwater Aquifer Recharge Area	0-4" recharge area	
Wellhead Protection Zone	N/A	
Boat Facility Siting Zone	N/A	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 29 net new daily trips	
Potential Public School Impact	De minimis	
Water Provider	Private - well	
Potential Water Impact	Increase of 798 gpd	
Sewer Provider	Private - septic	
Potential Sewer Impact	Increase of 598.5 gpd	
Potential Solid Waste Impact	Increase of 7.8 tons per year	
Drainage Basin/Sub-basin	Trout River / Bay Drain & unnamed branch stream	
Recreation and Parks	No	
Mass Transit Access	No	
Natural Features		
Elevations	72-74 feet	
Land Cover	2110: Improved pastures (monocult, planted forage	

	crops); 4110: Pine flatwoods; and 1180: Residential, rural - one unit on 2 or more acres
Soils	58 (Pottsburg fine sand, high, 0-3% slopes) and 32 (Leon fine sand, 0-2% 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).

According to the application, the site will be served by private well and septic systems. A JEA availability letter dated August 30, 2024, is included in the companion rezoning application. According to the letter, JEA does not have a water main or a sewer main available within ¼ mile of the property. As such, residential development potential will be limited as provided for in the RR land use category where centralized water and sewer are not available.

The maximum gross density in the Rural Area shall be two (2) units per acre when both centralized potable water and wastewater are available to the site; and the minimum lot size shall be one (1) unit per acre of unsubmerged property when centralized potable water and/or wastewater are not available to the site; and there shall be no minimum density.

Future Land Use Element

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

Transportation

The subject site is 4.5 acres and is located at 6686 Cisco Gardens Road, a local roadway. The proposed land use amendment is located within the Rural Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from Agriculture (AGR) to Rural Residential (RR).

Comprehensive Plan Consistency:

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

Transportation Element

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

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

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

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current AGR land use would result in 9 daily trips. If the land use is amended to allow for this proposed RR development, this will result in 38 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 29 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 DUs	T= 9.43 (X)	9	0	9
				Total Trips for Existing Land Use- Scenario		9
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RR	210	4 DUs	T = 9.43 (X)	38	0	38
				Total Trips for Proposed Land Use- Scenario 1		38
Scenario 1 Difference in Daily Trips						29

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

School Capacity

The proposed amendment includes a residential component. However, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Airport Environment Zone

The site is located within the 300-foot Height and Hazard Zone for the OLF Whitehouse Air Station. Zoning will limit development to a maximum height of 300-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 Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

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

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium, 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 1.2.2 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.

PROCEDURAL COMPLIANCE

Upon the applicant's submittal of the sign posting affidavit and accompanying photos, the required notices of public hearing signs were posted on November 27, 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 December 2, 2024. Aside from the applicant, no one from the public attended the meeting for this application.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Rural Area (RA): The RA consists of all lands outside of the SA and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise, development beyond such boundaries is considered urban sprawl and is to be discouraged.

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 1.1.21 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 1.2.9 Development within the Rural Development Area is permitted where connections to centralized potable water and/or wastewater are not available subject to the condition that the minimum lot size shall be one (1) acre of unsubmerged property.

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 per 2.5 acres.

According to the Future Land Use Element (FLUE), Rural Residential (RR) in the Rural Development Area is intended to provide rural estate residential opportunities. Generally, single-family detached housing will be the predominant development typology in this category. Density, location and mix of uses shall be pursuant to the Development Areas as set forth in the Comprehensive Plan. Principal uses in the RR land use category include single family dwellings. The maximum gross density in the Rural Area shall be two (2) units per acre when both centralized potable water and wastewater are available to the site; and the minimum lot size shall be one (1) unit per acre of unsubmerged property when centralized potable water and/or wastewater are not available to the site; and there shall be no minimum density.

According to the application, the site will be served by private well and septic systems. A JEA availability letter dated August 30, 2024, is included in the companion rezoning application. According to the letter, JEA does not have a water main or a sewer main available within ¼ mile of the property. As such, residential development potential will be limited as provided for in the RR land use category where centralized water and sewer are not available. Development will be consistent with FLUE Policy 1.2.9.

The 4.5-acre subject property includes a single-family residential home and is located at the northwest corner of Cisco Gardens Road and Cisco Gardens Road South. Both roads are unclassified, local roads. The applicant seeks to add additional single-family units to the site, consistent with the density of the RR land use category, where centralized water and sewer are not available.

South of the subject site, across Cisco Gardens Road South, a property of similar size was amended from AGR to RR in 2006. The area surrounding the subject site is characterized by large single-family residential lots, approximately 2.5 acres in size, designated as AGR. Single-family subdivisions are located approximately 1-mile to the east of the subject site. The proposed amendment to RR would result in a compatible development pattern with the residential character surrounding the property. Further, the proposed amendment would add residential opportunities to the Northwest Planning District, without disrupting the rural character of the area. Therefore, the amendment is consistent with FLUE Goal 1, Objective 3.1, and Policy 1.1.21.

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 RR will support Theme 1 of the Vision Plan: Strengthen existing neighborhoods and create new neighborhoods. 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 creating new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

CURRENT LAND USE AND LAND UTILIZATION MAP

