

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2019-798 TO**  
**PLANNED UNIT DEVELOPMENT**

**DECEMBER 5, 2019**

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2019-798** to Planned Unit Development.

***Location:*** 2109 Navaho Road between Muncie Avenue and Lane Avenue South

***Real Estate Number(s):*** 011641-0000, 011642-0000, 011642-0010, 011642-0020, 011639-0000

***Current Zoning District(s):*** Residential Medium Density-B (RMD-B)

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

***Current Land Use Category:*** Medium Density Residential (MDR)

***Planning District:*** Southwest, District 4

***Applicant/Agent:*** Greg Matovina  
Matovina & Company  
12443 San Jose Boulevard, Suite 504  
Jacksonville, Florida 32223

***Owner:*** Terrance D. Guillory, Else Guillory,  
Irma C. Guillory, Darrin D. Guillory  
Guilco Investments  
7129 Wiley Road  
Jacksonville, Florida 32210

***Staff Recommendation:*** **APPROVE WITH CONDITION**

**GENERAL INFORMATION**

Application for Planned Unit Development 2019-798 seeks to rezone approximately 5.7 acres of land from RMD-B to PUD. The rezoning to PUD is being sought allow a maximum of 50 tiny homes for rent. If the property is not developed with tiny homes, it may be developed according to the RMD-B Zoning District.

**CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

***(A) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?***

Yes. The Planning and Development Department finds that the subject property is located in the MDR functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. The MDR land use category is intended to provide compact low to medium density mixed use development. The proposed use of multifamily residential or single-family development is permitted as a principal use within the MDR land use category. The maximum gross density within the MDR land use category shall be 20 units per acre and the minimum gross density shall be 7 units per acre. The proposed PUD allows detached single family dwellings with no minimum square footage; the proposed PUD site plan shows 50 homes. This number of units is consistent with the density allowed within the MDR land use category. Additionally, the PUD written description details that if the subject site is not developed with a tiny home community, it will be developed in accordance with the RMD-B Zoning District, which is also consistent with the MDR land use category. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?***

Yes. This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

**Future Land Use Element:**

**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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination

**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.

**Goal 3**

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

**Objective 3.1**

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

**Policy 3.1.6**

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

**Objective 6.3**

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.

***(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?***

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

***(1) Consistency with the 2030 Comprehensive Plan***

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Medium Density Residential (MDR). The Planning and Development Department finds that the proposed PUD is in/consistent with the 2030 Comprehensive Plan, as evaluated in Criteria (B).

***(2) Consistency with the Concurrency Mobility and Management System***

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

***(3) Allocation of residential land use***

This proposed Planned Unit Development intends to utilize lands for a maximum of 50 tiny homes. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis for 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

***(4) Internal compatibility***

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site plan shows four courtyards with 10 to 13 tiny homes surrounding each courtyard.
- The use and variety of building groupings: The site plan shows four courtyards with 10 to 13 tiny homes surrounding each courtyard.
- The variety and design of dwelling types: The intended plan of development is to construct 50 tiny homes for rent. The dwellings will provide a unique residential alternative to residents.

***(5) External Compatibility***

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

- The type, number and location of surrounding external uses: Directly abutting the subject property are single family dwellings on lot sizes ranging from 0.5 acre to 2 acres. However there is a multi-family development within 350 feet of the property.
- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

<b>Adjacent Property</b>	<b>Land Use Category</b>	<b>Zoning District</b>	<b>Current Use</b>
<b>North</b>	PBF	PBF-1	Grove Elem School

	LDR	RLD-60	Single family dwellings
<b>South</b>	LDR	RLD-60	Single family dwellings – Cedar Hills subdivision
<b>East</b>	MDR	RMD-B	Single family dwellings
<b>West</b>	MDR	RMD-B	Single family dwellings

***(6) Intensity of Development***

The proposed development is consistent with the MDR functional land use category as a residential community of tiny homes.

- The existing residential density and intensity of use of surrounding lands: Directly abutting the subject property are single family dwellings on lot sizes ranging from 0.5 acre to 2 acres. However there is a multi-family development within 350 feet.
- The availability and location of utility services and public facilities and services: There is a JTA Bus Stop (Rout 13) at the intersection of Wiley Road and Land Avenue South that is 1,200 feet from the proposed PUD. The bus stop is accessed via a sidewalk on the north side of Wiley Road.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The City’s Traffic Engineer recommends that Navaho Avenue be widened to 20 feet, if it is less than 20 feet.

***(7) Usable open spaces plazas, recreation areas.***

The project will be developed with the required amount of open space and recreation area. There is a City Park 800 feet to the east on Wiley Road

***(8) Impact on wetlands***

No wetland are indicated on the site.

***(9) Listed species regulations***

No wildlife survey was required as the project is less than the 50-acre threshold.

***(10) Off-street parking including loading and unloading areas.***

Applicant has presented a study by the Brookings Institute on “Transit Access and Zero Vehicle Households” to determine the proposed development does not require the minimum number of parking spaces. Staff has reviewed the study and feels the applicant has used a statistic in the research that is not supported in the study. The study is not an analysis of parking requirements for low income or zero vehicle families, but a report on the policy implications of providing transit opportunities to zero vehicle households. The conclusion is below.

## Conclusion

This analysis reinforces the transit paradox first uncovered in the “[Missed Opportunity](#)” report. Zero-vehicle households live in neighborhoods well-served by bus and rail service, and transit agencies align their routes to serve neighborhoods with zero-vehicle households. However, that transit service frequently falls short on connecting households to ample job opportunities, even though job access is better for zero-vehicle households than other households. And while transit reaches the majority of these mobility-constrained households, it still leaves 700,000 without access to transit. These households without coverage are then forced to either borrow a car or carpool to reach jobs too far to reach by foot or bike.

Beyond accessibility, the characteristics of zero-vehicle households are remarkably similar across selected demographic categories. Over 60 percent of zero-vehicle households live in cities, and a similar share qualify as low income. In particular, these low-income households may have difficulties purchasing and maintaining their own automobiles, making transportation alternatives that much more important.

These findings mean that policymakers must pay special attention to zero-vehicle households' transportation accessibility. Transit agencies should continue to address the coverage gaps in their systems, whether through fixed routes or alternatives like demand-response services. Simultaneously, routes should reflect job growth in the suburbs and assist households in reaching these opportunities. But transit agencies cannot alone tackle the needs of these households. Land-use planners should begin to concentrate future development in locations accessible from core cities.

Finally, these findings should serve as a wake-up call for those metropolitan areas with the troublesome combination of large-scale housing and job decentralization, large swaths of uncovered neighborhoods, and low levels of job access for zero-vehicle households. This group includes some of the largest metropolitan areas like Dallas and Atlanta, but also smaller metropolitan areas like Birmingham and Greenville. These metro areas will require a significant change in direction to enable households who need transit most—whether in cities or suburbs—to connect to opportunities throughout their region.

The written description indicates there will be 1 parking space for each 2 homes. The parking spaces will consist of 23 parallel spaces on Navaho Avenue. The remaining 4 spaces will be located in the grassed area at the end of Navaho Avenue. The site plan shows this grassed area as open space/overflow parking. The Department has concerns about using the area for dual purposes. Staff recommends that overflow parking be paved and striped to meet the Zoning Code.

The City's Traffic Engineer has the following comments.  
On Street parking shall meet all the requirements in Florida State Statutes 316.

### ***(11) Sidewalks, trails, and bikeways***

The written description indicates a 5 foot wide sidewalk will be constructed along the frontage of Navaho Avenue and Wiley Road. The City's Traffic Engineer has the following comments.

Offsite sidewalk on Wiley Rd shall be extended to reach the closest bus stop on Lane Avenue.

**SUPPLEMENTAL INFORMATION**

Upon visual inspection of the subject property on December 5, 2019, the required Notice of Public Hearing sign was posted.



**RECOMMENDATION**

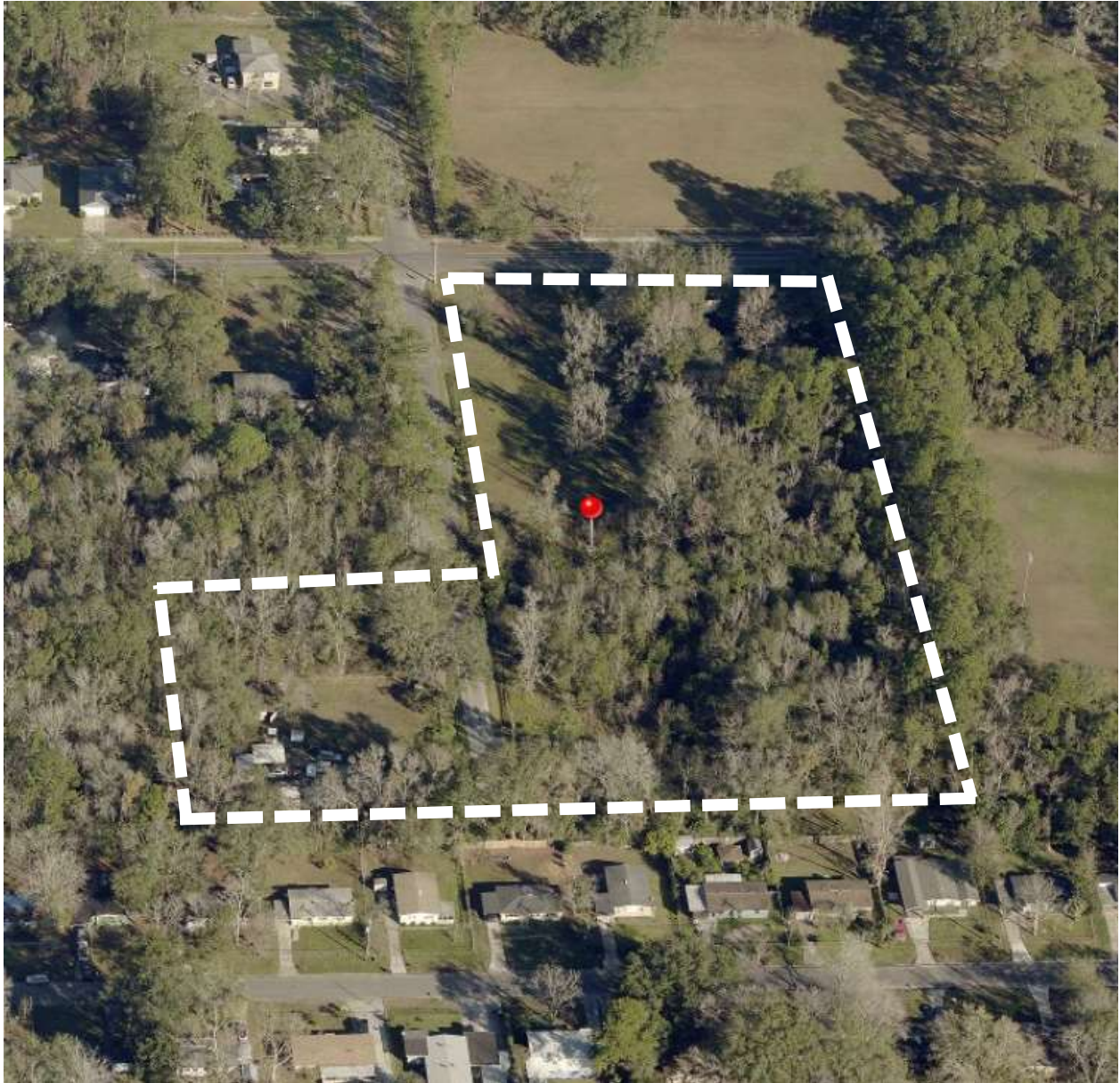
Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2019-798** be **APPROVED with the following exhibits:**

1. The original legal description dated October 4, 2019.
2. The original written description dated October 19, 2019.
3. The original site plan dated October 4, 2019.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2019-798** be **APPROVED subject to the following condition, which may only be changed through a rezoning:**

1. The Overflow Parking area shall be designed to comply with Part 6 and Part 12 of the Zoning Code.
2. On street parking shall comply with Part 6 of the Zoning Code.





Aerial view of subject property.





View of site

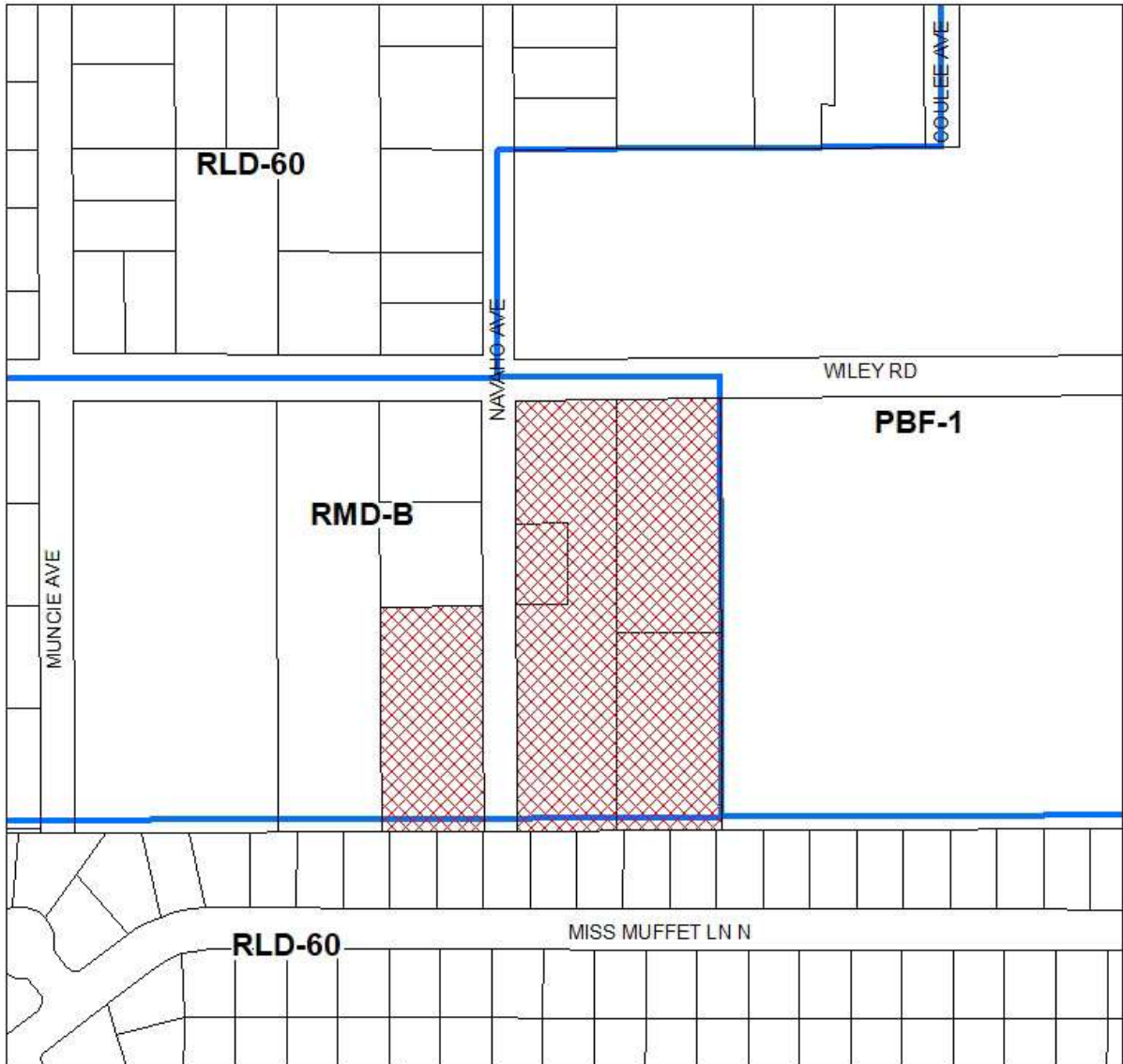


Navaho Road with drainage swales on each side.



Single family dwelling across street





<p><b>REQUEST SOUGHT:</b></p> <p><b>FROM: RMD-B</b></p> <p><b>TO: PUD</b></p>	<p><b>LOCATION MAP:</b></p>	
<p><b>ORDINANCE NUMBER</b>  <b>ORD-2019-0798</b></p>	<p><b>TRACKING NUMBER</b>  <b>T-2019-2521</b></p>	<p><b>COUNCIL DISTRICT:</b>  <b>10</b></p> <p><b>EXHIBIT 2</b>  <b>PAGE 1 OF 1</b></p>