

# City of Jacksonville, Florida

Lenny Curry, Mayor

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June 3, 2021

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-271/Application No. L-5543-21C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2021-271 on June 3, 2021.

P&DD Recommendation

**APPROVE**

PC Issues:

None

**PC Vote:**

**6-0 APPROVE**

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

*Kristen D. Reed*

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – May 28, 2021

**Ordinance/Application No.:** 2021-271 / L-5543-21C  
**Property Location:** 5335 Ramona Boulevard  
**Real Estate Number(s):** 059579 0000  
**Property Acreage:** 1.87 Acres  
**Planning District:** District 5, Northwest  
**City Council District:** District 9  
**Applicant:** David Doughman, Lovejoy Construction Services, Inc.  
**Current Land Use:** Residential-Professional-Institutional (RPI)  
**Development Area:** Urban Priority Area  
**Proposed Land Use:** Light Industrial (LI)  
**Current Zoning:** Residential Low Density-60 (RLD-60)  
**Proposed Zoning:** Industrial Light (IL)

***RECOMMENDATION: APPROVE***

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

To use space for business. Property is contiguous with similarly zoned properties.

**BACKGROUND**

The 1.87 acre subject site is located in the northeastern quadrant of the intersection of Ramona Boulevard, which is classified as a collector road, and Stevens Street, an unclassified road. The site is currently home to a church. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from RPI to LI in order to develop a construction business on the site. A companion rezoning has been filed concurrently with the land use amendment, via Ordinance 2021-272, to change the zoning district of the site from RLD-60 to IL.

The subject site is located just south of Interstate-10 (I-10) and is approximately ½ mile from the nearest interchange with I-10 at Cassat Avenue. The area around the subject

site contains a mix of uses. Single-family residences are located to the south across Ramona Boulevard, and a hospice facility and an elementary school are located to the southwest. Building trades' offices and warehouse uses are located to the west, north, and east of the site, with some single- and multi-family uses interspersed sporadically to the west.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: LI  
 Zoning: IL  
 Property Use: warehousing

South: Land Use: Low Density Residential (LDR) and RPI  
 Zoning: RLD-60 and Commercial Residential Office (CRO)  
 Property Use: single-family residential and hospice facility

East: Land Use: LI  
 Zoning: IL  
 Property Use: warehousing and distribution

West: Land Use: Business Park (BP) and Medium Density Residential (MDR)  
 Zoning: Industrial Business Park (IBP) and Residential Medium Density-A (RMD-A)  
 Property Use: construction office, warehousing, storage vacant land, church, and single-family residential

**IMPACT ASSESSMENT**

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

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

**Impact Assessment Baseline Review**

Development Analysis	1.87 acres
Development Boundary	Urban Priority Area

<b>Development Analysis</b>	1.87 acres	
Roadway Frontage Classification / State Road	Stevens Street (unclassified) and Ramona Boulevard (collector)	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: church	Proposed: Construction business
Land Use / Zoning	Current: RPI / RLD-60	Proposed: LI / IL
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 90% at 30 units per acre and 10% at 0.5 FAR	Proposed: 0.4 FAR
Development Potential	Current: Scenario 1: 40,728 Sq. Ft. Scenario 2: 4,073 Sq. Ft. and 50 multi-family units	Proposed: 32,583 Sq. Ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Not applicable Scenario 2: Decrease of 50 units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 8,145 Sq. Ft. Scenario 2: Increase of 28,510 Sq. Ft.	
Population Potential	Current: Scenario 1: Not applicable Scenario 2: 117 people	Proposed: Scenarios 1 and 2: Not applicable
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500 feet height and hazard zone, Herlong Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No, discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Zero net new daily trips	
Potential Public School Impact	Not Applicable	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,678.6 gallons per day Scenario 2: Decrease of 10,856.3 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 1,259.0 gallons per day Scenario 2: Decrease of 8,142.2 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 35.84 tons per year Scenario 2: Decrease of 35.51 tons per year	
Drainage Basin/Sub-basin	Upstream of Trout River / Cedar River Stream	
Recreation and Parks	Lem Merrett Park	
Mass Transit Access	Not served	

<b>Development Analysis</b>	1.87 acres
<b>Natural Features</b>	
Elevations	24 feet
Land Cover	1700: institutional
Soils	74 and 51
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

## Utility Capacity

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

A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated April 2, 2021, identifies an existing water connection that may be utilized if adequately sized and in good condition. A second connection is an existing six-inch water main within the Cliff Street right-of-way, approximately 350 feet west of the subject site. Regarding sewer, existing service to the site may be used if adequately sized and in good condition. A second connection point is an existing six-inch sewer force main within the Ramona Boulevard right-of-way, adjacent to the subject site. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

## Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the first existing scenario for RPI non-residential land use has a development potential of 40,728 SF of commercial space (ITE Land Use Code 710), which could generate 397 average daily trips. The second existing scenario for RPI with 10% non-residential and 90% residential land use category development impact assessment results in a development potential of 4,073 SF of commercial space (ITE Land Use Code 710), which could generate 40 average daily trips. The residential component has a development potential of 50 multi-family residential units (ITE Code 220), which could generate 366 average daily trips. The proposed LI land use category development impact assessment (per FLUE Policy 1.2.16) has a development potential of 32,583 SF of light industrial space (ITE Land Use Code 110), which could generate 162 average daily trips. As such, the trip generation comparison between the current development potential and the proposed development potential under both scenarios will result in no new net trips. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated

by the new development will be processed through the Concurrency and Mobility Management System Office.

#### Transportation Element

**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.

#### Capital Improvements Element

**Policy 1.6.1** Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

#### Supplemental Transportation Information

**Objective 2.4** of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

**Policy 2.4.2** of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7.

Subject site is accessible via Ramona Boulevard, a collector facility. The proposed LI development will have zero net new trips and will not have any significant impacts on the external roadway network.

### **Airport Environment Zone**

The subject site is located within the 500-foot Height and Hazard Zone for Herlong Airport. Zoning will limit development to a maximum height of less than 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 2.5** Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

### **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 1.2.6** The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 17, 2021, the required notices of public hearing signs were posted. Signs were posted by May 11, 2021, and pictures of the posted signs were provided. Twenty-three (23) 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 May 17, 2021. No members of the public attended the meeting.

## **CONSISTENCY EVALUATION**

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

### **Future Land Use Element (FLUE)**

#### ***Development Area***

**Urban Priority Area (UPA):** The UPA is the first tier of Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of



transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

**Goal 1** To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment 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 1.1.5** The amount of land designated for future development should provide for a balance of uses that:

- A. Fosters vibrant, viable communities and economic development opportunities;
- B. Addresses outdated development patterns;
- C. Provides 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.

**Policy 1.1.21** Future 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 of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. 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 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area will be provided with sufficient system capacity to obtain centralized wastewater and potable water, through implementation of the Capital Improvements Element, which shall be updated annually and shall be coordinated with the growth projections for the City.

**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.

**Policy 3.2.1** The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

**Policy 3.2.2** The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

According to the Category Description of the Future Land Use Element (FLUE), the RPI land use category in the Urban Priority Area is intended to provide compact medium to high density development. Development which includes medium to high density residential and professional office uses is preferred. Principal uses in the RPI include, but are not limited to, multi-family dwellings; business and professional offices; institutional; and commercial retail sales and service establishments limited to 50 percent of the site area. The maximum gross density allowed in RPI in the Urban Priority Area shall generally be 40 units per acre.

L I is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (H I) on residential areas such as noise, odor, toxic chemical and wastes.

The subject site is located in the northeast quadrant of the intersection of Ramona Boulevard, a collector roadway, and Stevens Street, an unclassified road. Adjacent uses along this segment of Ramona Boulevard include building trades' offices and warehouse uses and a hospice facility, with some single- and multi-family uses interspersed sporadically near the subject site. The site connects to full urban services and is approximately ½ mile from the nearest interchange with I-10 at Cassat Avenue. For these reasons, the proposed amendment to L I is consistent with FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.5 and 1.1.22. Conversion of the 1.87-acre site from an RPI land use

to LI would have a negligible impact on the amount of land designated for those categories, and as such, the proposed amendment meets the intent of FLUE Policy 1.1.21.

The proposed amendment to L I allows for industrial uses that are compatible along this segment of Ramona, just south of I-10 and abutting similar industrial uses. The amendment to LI is a logical extension of the abutting LI Land Use, consistent with FLUE Policy 3.2.1. Additionally, the subject site is in an urbanized area and has access to infrastructure, utilities and public facilities. Development on the subject site would promote infill development on an underutilized parcel in an existing commercial and industrial area, consistent with FLUE Policy 3.2.2.

Consistent with FLUE Policy 1.2.9, the subject site is provided with centralized water and sewer services. A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated April 2, 2021, identifies an existing water connection that may be utilized if adequately sized and in good condition. A second connection is an existing six-inch water main within the Cliff Street right-of-way, approximately 350 feet west of the subject site. Regarding sewer, existing service to the site may be used if adequately sized and in good condition. A second connection point is an existing six-inch sewer force main within the Ramona Boulevard right-of-way, adjacent to the subject site. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

### **Vision Plan Consistency**

The application site lies within the boundary of the Northwest Vision Plan. The property is located in the suburban zone, identified in the plan, as well as the Normandy character area. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed infill redevelopment promotes a use consistent with abutting and surrounding uses and does not intrude into the existing nearby neighborhoods. Therefore, the amendment is consistent with the Vision Plan.

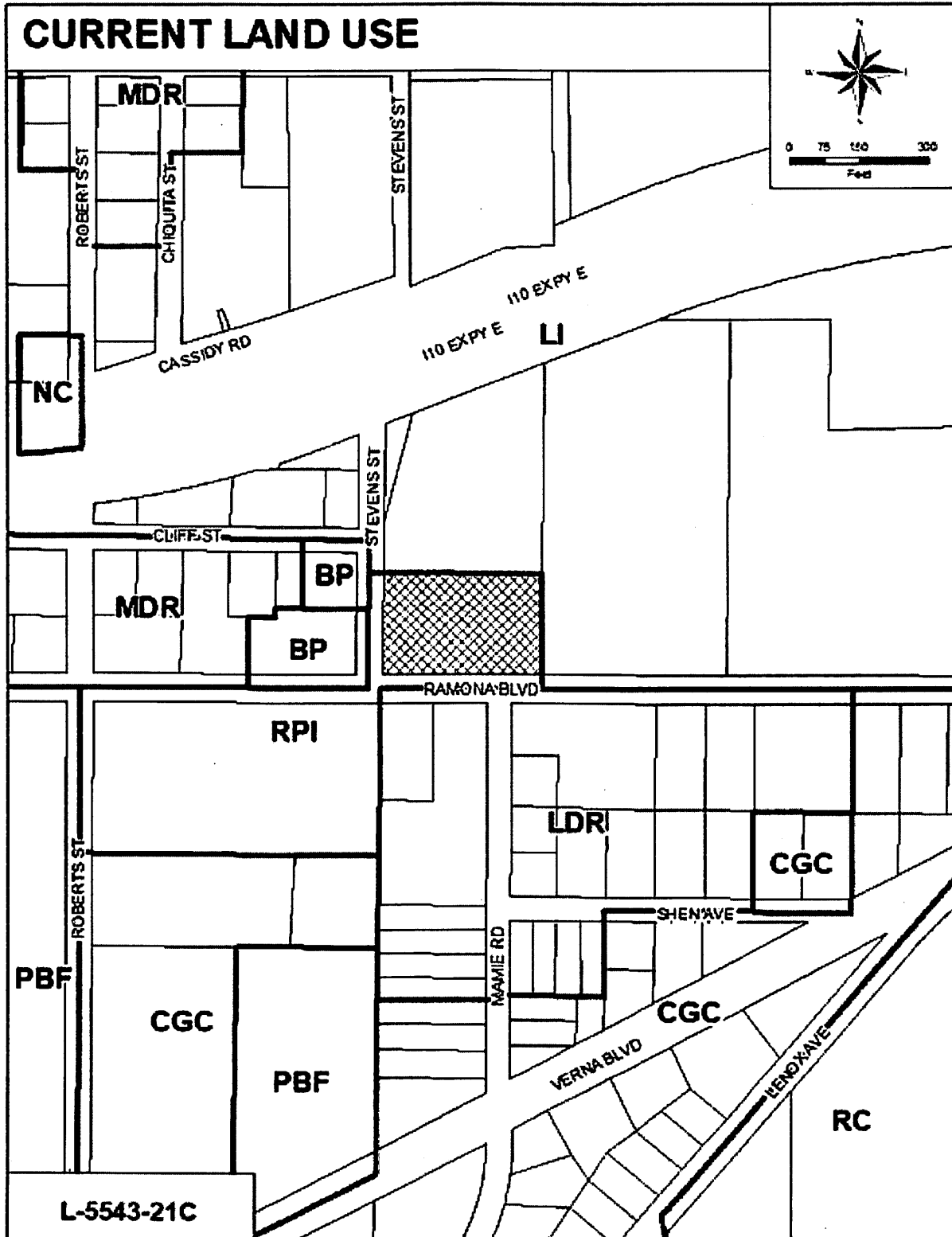
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

Goal 2.3      An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment to L I promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

**LOCATION AND CURRENT LAND USE AMENDMENT MAP**



# LAND USE AMENDMENT LAND UTILIZATION MAP

