

Report of the Jacksonville Planning and Development Department

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

Ordinance/Application No.:	2025-059 / L-6008-24C
Property Location:	1665 9 th Street West and 1910 Grunthal Street
Real Estate Number(s):	052293 0080 and 052293 0000
Property Acreage:	0.4 acres
Planning District:	District 1, Urban Core
City Council District:	District 7
Applicant:	Rebecca Davis
Current Land Use:	Low Density Residential (LDR)
Proposed Land Use:	Medium Density Residential (MDR)
Current Zoning:	Residential Low Density-60 (RLD-60)
Proposed Zoning:	Residential Medium Density-B (RMD-B)
Development Boundary:	Urban Priority Development Area
RECOMMENDATION:	APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Combine two lots to build a quadplex.

BACKGROUND

The 0.4-acre subject site is located along the north side of 9th Street West, between Pearce Street and Grunthal Street, both unclassified roads. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Medium Density Residential (MDR) to allow for multi-family residential uses on the site. The applicant is also proposing a companion rezoning from Residential Low Density-60 (RLD-60) to Residential Medium Density-B (RMD-B) which is pending concurrently with this application, pursuant to Ordinance 2025-060.

The subject site consists of two lots which will be combined if a multi-family residence is built. While both lots are currently vacant, the lot at 1910 Grunthal Street was previously used as a single-family residence. The site abuts both multi- and single-family residences on all sides.

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

North: Land Use: Low Density Residential (LDR)
Zoning: Residential Low Density-60 (RLD-60)
Property Use: Single-family residential, Multi-family residential

South: Land Use: Low Density Residential (LDR); Medium Density Residential (MDR)
Zoning: Residential Low Density-60 (RLD-60); Residential Medium Density- B (RMD-B); Residential Medium Density- D (RMD-D)
Property Use: Single-family residential, Multi-family residential, Church

East: Land Use: Low Density Residential (LDR); Medium Density Residential (MDR)
Zoning: Residential Low Density-60 (RLD-60)
Property Use: Single-family residential, Multi-family residential

West: Land Use: Low Density Residential (LDR);
Zoning: Residential Low Density-60 (RLD-60); Public Building Facilities-2 (PBF-2)
Property Use: Single-family residential, Edward Waters University

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-6008-24C

Development Analysis		0.4 acres
Development Boundary	Urban Priority Development Area	
Roadway Frontage Classification / State Road	9 th Street West and Grunthal Street/ unclassified local roadways	
Plans and/or Studies	Kings/Beaver Neighborhood Action Plan	
Site Utilization	Current: Vacant residential	Proposed: Residential quadraplex
Land Use / Zoning	Current: LDR/RLD-60	Proposed: MDR/RMD-B
Development Standards for Impact Assessment	Current: 5 DUs/Acre	Proposed: 15 DUs/Acre
Development Potential	Current: 2 DUs	Proposed: 6 DUs

Development Analysis		0.4 acres	
Net Increase or Decrease in Maximum Density	Increase of 4 DUs		
Net Increase or Decrease in Potential Floor Area	N/A		
Population Potential	Current: 5 People	Proposed: 14 People	
Special Designation Areas			
Aquatic Preserve	No		
Evacuation Zone	No		
Airport Environment Zone	500’ Height Restriction Zone for Herlong Recreational Airport		
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	Discharge		
Wellhead Protection Zone	No		
Boat Facility Siting Zone	No		
Brownfield	Brownfields Study Area		
Public Facilities			
Potential Roadway Impact	21 net new daily trips		
Potential Public School Impact	De minimis		
Water Provider	JEA		
Potential Water Impact	Increase of 878 gpd		
Sewer Provider	JEA		
Potential Sewer Impact	Increase of 658.5 gpd		
Potential Solid Waste Impact	Increase of 10.4 tpy		
Drainage Basin/Sub-basin	Trout River/ Hogan Creek		
Recreation and Parks	Grunthal Park/ Joe James Center		
Mass Transit Access	JTA Read Ride Woodstock and Route 4		
Natural Features			
Elevations	24 to 25 feet above mean sea level		
Land Cover	1300: Residential high density—6 or more DU/acre		
Soils	73: Urban land-Mascotte-Sapelo		
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 the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA Availability Letter, dated November 19, 2024, as part of the companion rezoning application. According to the letter, there are two 6-inch water mains, one along 9th Street West, and another along Pearce Street. There is an existing 8-inch gravity sewer main on 9th Street West. The letter gives special provisions for the construction of an onsite, privately owned and maintained pump station if gravity flow cannot be achieved (min. 4" dia.).

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer. The MDR land use category requires connection to centralized JEA and water and sewer to develop multi-family dwellings.

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 to the JEA Collection Systems available within a five (5) year period.

Transportation:

The subject site is 0.4 acres and is located at 1665 9th Street West and 1910 Grunthal Street. The proposed land use amendment is located within the Urban Priority Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Medium Density Residential (MDR).

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

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| Policy 1.2.1 | The City shall use the Institute of Transportation Engineers <i>Trip Generation Manual</i> , latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact. |
| Objective 2.4 | 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 | 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 LDR land use would result in 19 trips. If the land use is amended to allow for this proposed MDR development, this will result in 40 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment has 21 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
LDR	210	2 DUs	T = 9.43 (X)	19	0	19
				Total Trips for Existing Land Use- Scenario 1		19
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
MDR	220	6 MFDUs	T = 6.74 (X)	40	0	40
				Total Trips for Proposed Land Use- Scenario 1		40
			Scenario Difference in Daily Trips			21

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

School Impacts

While the proposed amendment includes a residential component, the site will generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

Archaeological Sensitivity

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

Historic Preservation Element

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

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

Airport Environment Zone

The application site is located within the 500-foot Height and Hazard Zone for Herlong Recreational Airport. 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.

Brownfields Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in Section 376.79(5), F.S. Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 28, 2025, the required notices of public hearing signs were posted. Eighty (80) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on February 3, 2025. One member of the public was in attendance and was seeking more information about the project, the number of units proposed, and the public hearing dates.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Priority Area (UPA): The UPA is the first tier 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 travelled. Development is expected to employ urban development characteristics as defined in this Plan. 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 1.1.21 Rezonings 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 1/2 acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections to the JEA Collection Systems available within a five (5) year period.

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

Policy 3.1.12 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes,

and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

Pending Ordinance 2025-090

Pending Text Amendment Policies to the Housing Element and added definition to the Definitions area of the 2045 Comprehensive Plan.

Pending Definition

Missing Middle Housing: Medium density housing, such as duplexes, fourplexes, cottages, and multiplexes. This type of housing provides opportunities to increase the supply of affordable housing at a form and scale that fits seamlessly between single-family homes and mid- to high-rise multi-family structures.

Pending Policies

Policy 1.3.4 The City shall promote the construction of Missing Middle Housing and increase the allowed density of future development through zoning reform with the goal of doubling the amount of multifamily zoned land in the City. Potential strategies may include, but are not limited to the following:

- Permitting duplexes, triplexes, and quadraplexes on properties within a “Missing Middle Overlay Area” within the Urban Priority and Urban Development Areas.
- Permitting low density multi-family dwelling units in the Residential Low Density (RLD) Zoning Districts, subject to compliance with the applicable Future Land Use Category.
- Permitting corner-lot duplexes in all residential zoning districts.
- Permitting increased densities in the Residential Medium Density Zoning Districts as provided for in the Medium Density Residential Future Land Use Categories.
- Providing parking reductions for attainable and workforce affordable housing developments located within a 15-minute ped-shed of a mass transit stop or station.

1.3.6 Future Land Use Map amendments and zoning changes that double the density of surrounding development shall be presumed to be appropriate, subject to a case-by-case review for consistency with state and regional plans and the Comprehensive Plan.

Property Rights Element (PRE)

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

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

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

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

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

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

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR in the Urban Priority Development Area permits residential densities at a minimum of 7 units per acre and up to 20 units per acre, except as provided in the MDR category description.

On the 0.4-acre subject site, the proposed allowed density of 20 dwelling units per acre is necessary to develop the parcel with a four-unit, multi-family quadplex. While the immediate surrounding area is in the LDR land use category, the residential typology of the area includes a mix of single-family and low-unit, multi-family residences. The proposed quadplex residential typology meets the pending definition of Missing Middle Housing (Ordinance 2025-090). This housing type increases the number of units on a property while fitting in form and scale between single and mid-rise, multi-family structures. Pending Policy 1.3.4 of the Housing Element encourages strategies for the City to promote the construction of Missing Middle Housing. The subject site is in the Urban Priority Development Area of the city, where infill development at urban densities is supported when a site is connected to full urban services, including water, sewer, and transit services. The subject Land Use Amendment is consistent with the development characteristics of the of the Urban Priority Development Area and the Missing Middle Housing typology supporting pending Policies 1.3.4 and 1.3.6 of the Housing Element.

The proposed amendment from LDR to MDR provides a transition to the MDR land use to the south and will result in infill development in an area that is served by full urban services. Additionally, the neighborhood located one block south of the subject site is in the MDR land use category. Amendment of the land use at the site would allow the owner to add diversity to the existing single-family housing stock of the area with a compatible residential land use allowing for multi-family development. Therefore, the amendment is consistent with the FLUE Goals 1 and 3, Objective 1.1, and Policies, 1.1.21, 1.1.22, 3.1.5, and 3.1.12.

The applicant has provided a JEA Availability Letter, dated November 19, 2024, as part of the companion rezoning application. According to the letter, there are two 6-inch water mains, one along 9th Street West, and another along Pearce Street. There is an existing 8-inch gravity sewer main on 9th Street West. FLUE Policy 1.2.8 will be satisfied conditioned upon the construction of onsite, privately owned and maintained pump station, if gravity flow cannot be achieved (min. 4" dia.).

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 application site lies within the Urban Core Vision Plan. The site is located within the Mid-Westside District of the Study Area. The Plan identifies this area in need of redevelopment and infill and recommends this area to be repurposed for residential, mixed uses, and mixed income developments. The proposed amendment would allow for a multi-family residence development, which is consistent with the redevelopment recommendations in the Urban Core Vision Plan.

Kings Road/ Beaver Street Neighborhood Action Plan

The Kings Road/Beaver Street Neighborhood contains a wealth of historic resources, and many of these resources are the single-family homes that each exhibit the unique architecture common to working-class African American neighborhoods of the early twentieth century. Protecting these resources, while being sensitive to the senior and low-income populations within the Study Area is important. Additionally, preventing further deterioration of the housing stock is also paramount.

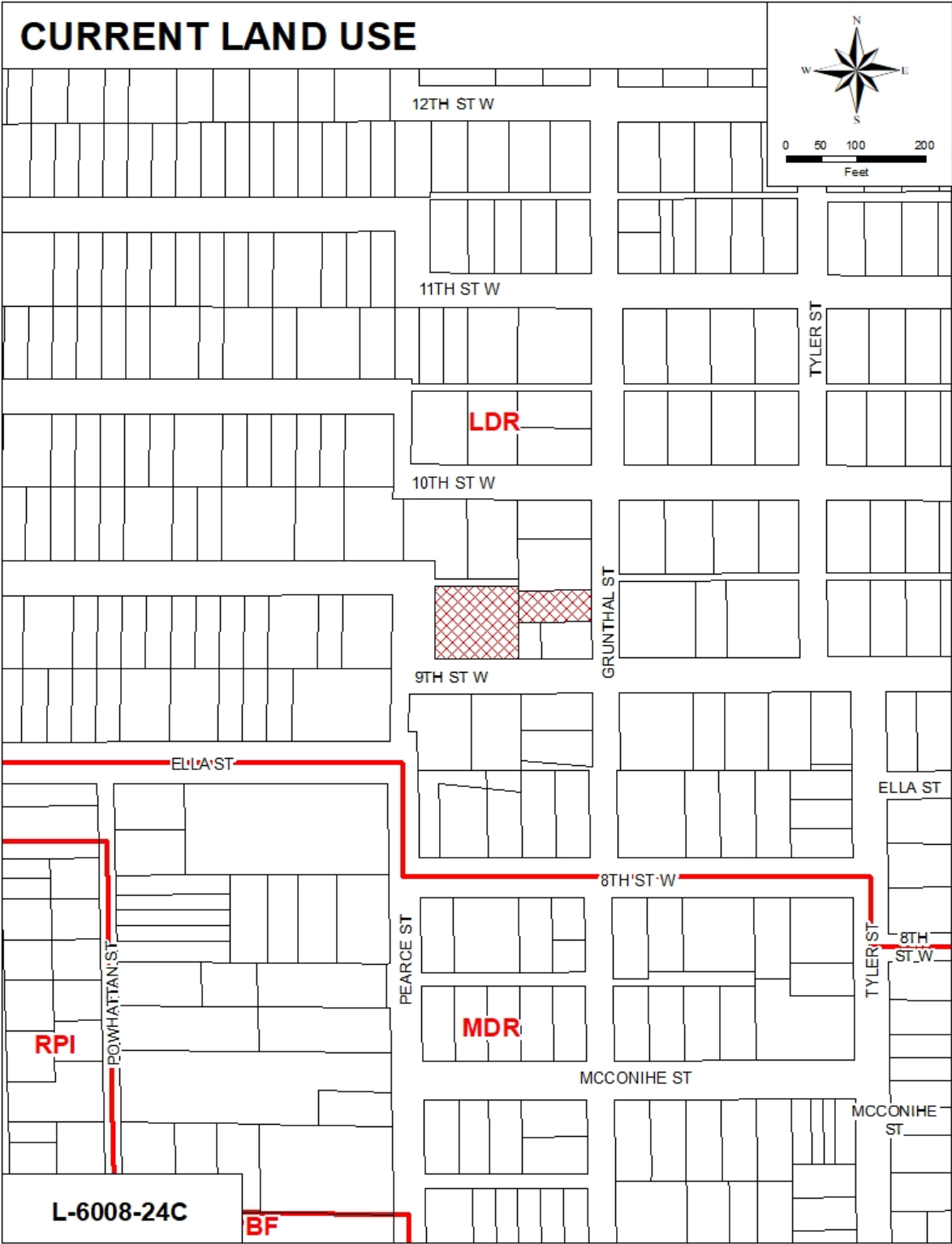
Strategic Regional Policy Plan

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

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

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

CURRENT LAND USE MAP



LAND UTILIZATION MAP

