

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
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Jacksonville, FL 32202  
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February 23, 2023

The Honorable Terrance Freeman, President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2023-039/Application No. L-5774-22C**

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

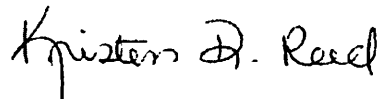
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-039 on February 23, 2023.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>5-0 APPROVE</b>

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

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

Sincerely,



Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – February 17, 2022**

**Ordinance/Application No.:** 2023-39 / L-5774-22C

**Property Location:** 0 Royal Avenue, between Ramona Boulevard and Lenox Avenue

**Real Estate Number(s):** 079316 0000

**Development Area:** Urban Area

**Property Acreage:** 0.20 acres

**Planning District:** District 5, Northwest

**City Council District:** District 9

**Applicant:** Zach Miller

**Current Land Use:** Community/ General Commercial (CGC)

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

**Current Zoning:** Commercial Community/General-2 (CCG-2)

**Proposed Zoning:** Residential Low Density-60 (RLD-60)

***RECOMMENDATION: APPROVE***

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

Land is vacant. It is bordered by Single-Family homes. In order to build a Single-Family home on the property a land use change is necessary.

**BACKGROUND**

The subject 0.20 of an acre site is vacant land. The site is located at 0 Royal Avenue, between Ramona Boulevard and Lenox Avenue. The subject site has frontage on the south side of Royal Avenue, a local roadway. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) from Community /General Commercial (CGC) to Low Density Residential (LDR), with a companion rezoning application from Commercial Community/General-2 (CCG-2) to Residential Low Density-60 (RLD-60) to develop the property with a single-family residential home. The companion rezoning, Ordinance 2023-40 is pending concurrently with this application.

The subject site is abutting LDR directly to the east and commercial uses on the surrounding sides.

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

North: Land Use: CGC

Zoning: Commercial Community/General-2 (CCG-2), Residential Low Density-60 (RLD-60)

Property Use: Single-Family Residential, Service Garage, Gas Station, Warehouse, Vacant, Office, Shopping Center

South: Land Use: CGC, Neighborhood Commercial (NC), Residential-Professional-Institutional (RPI)

Zoning: Planned unit Development (PUD), Commercial Neighborhood (CN), RLD-60, Commercial Office (CO), Community/General-1 (CCG-1)

Property Use: Single-Family Residential, Light Manufacturing, Vacant, Restaurant, Used Car Sales

East: Land Use: LDR

Zoning: RLD-60

Property Use: Single-Family Residential

West: Land Use: CGC

Zoning: PUD, CCG-2

Property Use: Service Station, Retail Store

## **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.

**Land Use Amendment Impact Assessment - Application Number L-5774-22C**

<b>Development Analysis</b>		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	Royal Ave/Local Roadway	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Vacant	Proposed: Single-Family
Land Use / Zoning	Current: CGC/CCG-2	Proposed: LDR/RLD-60
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Non-Residential Scenario 2: 20% Non-Residential at 0.35 FAR and 80% Residential at 30 Multi-Family Dwelling Units per Acre	Proposed: 5 Single-Family DUs/Acre
Development Potential	Current: Scenario 1: 3,049 Sq. Ft. of CGC Uses  Scenario 2: 609 Sq. Ft. and 4 Multi-Family Units of CGC Uses	Proposed: 1 Single-Family DU
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 1 dwelling unit Scenario 2: Decrease of 3 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 3,049 Sq. Ft. Scenario 2: Decrease of 609 Sq. Ft.	
Population Potential	Current: 9 People	Proposed: 2 People
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	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	

<b>Development Analysis</b>	
Historic District	No
Coastal High Hazard	No
Adaptation Action Area	No
Groundwater Aquifer Recharge Area	No
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	No net new daily trips
Potential Public School Impact	De minimus impact
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 113 gallons per day Scenario 2: Decrease of 704 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 85 gallons per day Scenario 2: Decrease of 528 gallons per day
Potential Solid Waste Impact	Scenario 1: Decrease of 2.2 tons per year Scenario 2: Decrease of 8.7 tons per year
Drainage Basin/Sub-basin	St. Johns River, Up Stream of Trout River/Big Fish Weir Creek
Recreation and Parks	Murray Hill Four Corners
Mass Transit Access	Bus Route 14
<b>Natural Features</b>	
Elevations	19 to 20 feet above mean sea level
Land Cover	1300: Residential, high density
Soils	74: Pelham-Urban land complex
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 has been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely to prepare 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 applicant intends to use JEA water and sewer for the site development. According to the JEA Letter dated 11/16/2022, there is an existing 8-inch water main abutting this

property along Royal Ave. An existing 8-inch gravity sewer main is located within Royal Avenue ROW.

**Future Land Use Element**

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

**Transportation**

The subject site is .20 of an acre and is accessible from Royal Ave between Lenox Ave and Hamilton St. Royal Ave is an unclassified facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 6. The applicant proposes to change the existing land use from Community General Commercial (CGC) to Low Density Residential (LDR).

**Comprehensive Plan Consistency:**

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

Transportation Element

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.

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 land use would result in 100 or 47 daily trips. If the land use is amended to allow for this proposed LDR development, this will result in 9 daily trips for both scenarios.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in no 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 as a result of this land use amendment.

**Table A  
Trip Generation Estimation Scenarios**

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	3,049 SF	T= 54.45 (X) / 1000	166	66	100
<b>Total Trips for Existing Land Use-Scenario 1</b>						<b>100</b>
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC-N	822	609 SF	T= 54.45 (X) /1000	33	13	20
CGC-R	220	4 MF DU's	T= 6.74 (X)	27	0	27
<b>Total Trips for Existing Land Use-Scenario 2</b>						<b>47</b>
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	1 SF DU's	T = 9.43 (X)	9	0	9
<b>Total Trips for Proposed Land Use</b>						<b>9</b>
<b>Scenario 1 Difference in Daily Trips</b>						<b>0</b>
<b>Scenario 2 Difference in Daily Trips</b>						<b>0</b>

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

**School Capacity**

While the proposed amendment includes a residential component, 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 500-foot Height and Hazard Zone for Herlong Recreational 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 the 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.



### **Archeological Sensitivity**

According to the Duval County Archeological 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 January 20, 2022, the required notices of public hearing signs were posted. Thirty-One (31) 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 January 30, 2022. One member of the public was present. The family that lives next to the property is concerned about flooding and they want the new house to match the existing older homes.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

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

##### **Development Area**

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the UPA, the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- 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.

Policies 3.1.1 The City shall develop through the Planning and Development Department an incentive program to promote infilling of residential development on vacant land designated for residential use on the Future Land Use Map series. These incentives will be reflected in the Zoning Code of the City's 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.

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 Category Descriptions for the Urban Development Areas of the FLUE, the Community/General Commercial (CGC) land use category is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure.

Development that includes residential uses is preferred to provide support for commercial and other uses.

Low Density Residential (LDR) in the Urban Development Area is intended to provide for low density residential development. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

The subject site is located on Royal Avenue and is served by public water and sewer services. The JEA letter, dated November 16, 2022, identifies that there is an existing 8-inch water main abutting this property along Royal Ave and an existing 8-inch gravity sewer main within the Royal Avenue ROW. Therefore, the proposed amendment is consistent with FLUE Policy 1.2.9.

The proposed amendment to LDR would allow for development of additional housing options in the Northwest Planning District to accommodate future growth and development through the planning timeframe of the 2030 Comprehensive Plan. The property is underutilized land in the Urban Development Area which has access to centralized water and sewer. Development of this site is considered infill development. Therefore, the amendment is consistent with FLUE Objectives 1.1 and 3.1, and Policies 1.1.5, 1.1.21, 1.1.24, 3.1.1 and 3.1.6.

The proposed amendment to LDR would provide single-family residential resulting in a compatible development pattern with the adjacent existing single-family homes to the east and would provide an appropriate transition from the existing CGC to the LDR land use category to the north, west, and south of the subject site. The application site is currently vacant, undeveloped land. Therefore, the proposed land use amendment to MDR is consistent with FLUE Objective 6.3.

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 Vision Plan. Theme 1: Strengthen existing neighborhoods and create new neighborhoods explains how the essential building block of all communities is the neighborhood. The surrounding neighborhoods will be strengthened with the addition of single-family residential uses at this site, providing consistency with the Northwest Vision Plan.

### **Strategic Regional Policy Plan**

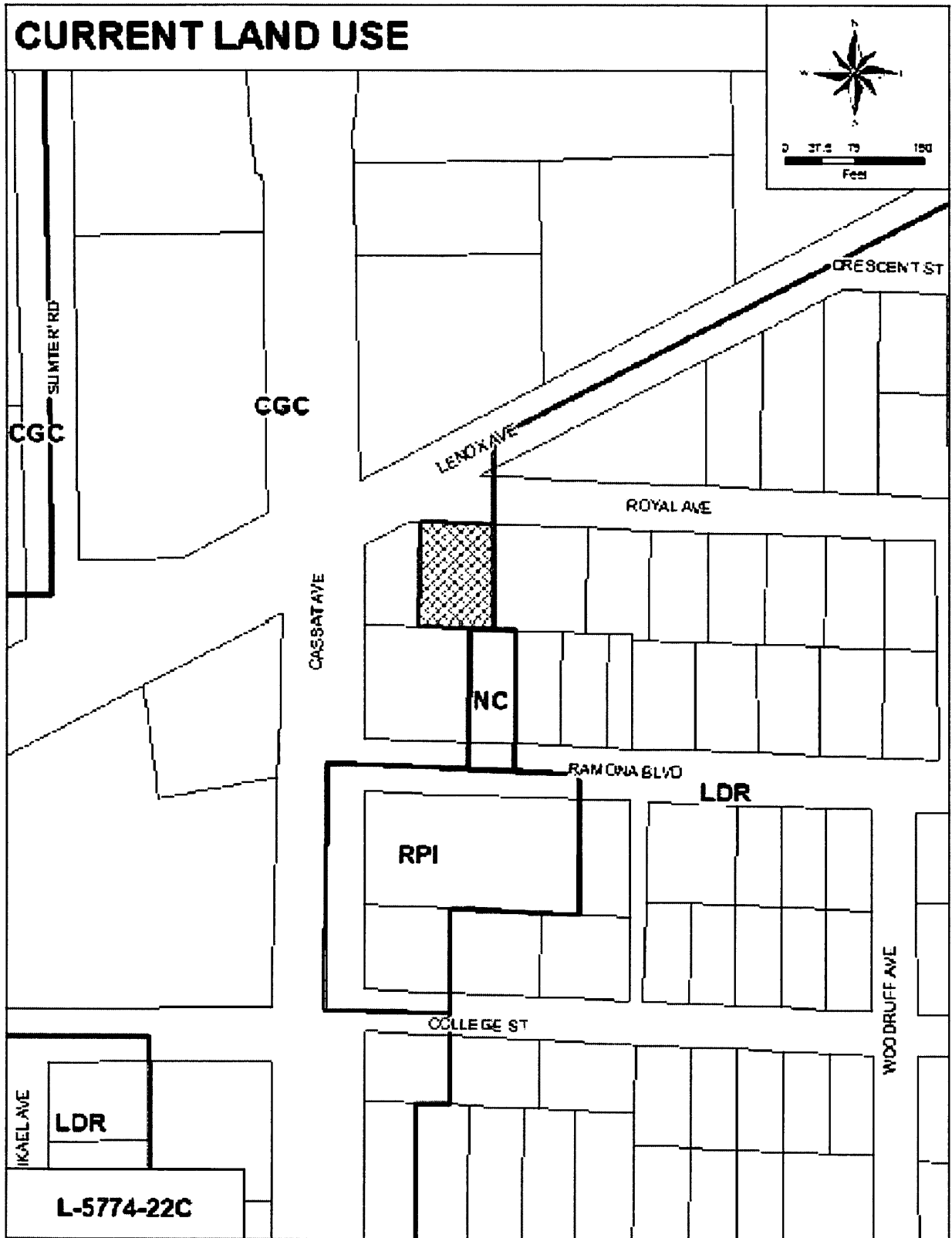
The proposed amendment is consistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Housing and Health:

**STRATEGIC ISSUE: HOUSING AND HEALTH**

**OBJECTIVE:** Housing stock that is safe and free from environmental hazards that can be detrimental to health.

The proposed land use amendment results in additional housing in the area resulting in consistency with this objective of the Housing and Health Strategic Issue.

# Current Land Use Map



# Land Utilization Map

