

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
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Jacksonville, FL 32202  
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September 22, 2022

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. 2022-632/Application No. L-5728-22C**

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

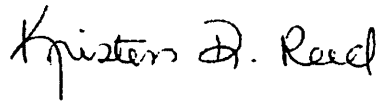
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-632 on September 22, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>8-0 APPROVE</b>

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

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive, flowing style.

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 – September 16, 2022*

**Ordinance/Application No.:** 2022-632 / L-5728-22C

**Property Location:** 2040 White Avenue between Atlantic Boulevard and Ridgewood Road

**Real Estate Number(s):** 129990-0000

**Property Acreage:** 0.43 of an acre

**Planning District:** District 3 (Southeast)

**City Council District:** District 5

**Applicant:** Arthur H. Fox

**Current Land Use:** Residential-Professional-Institutional (RPI)

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

**Development Area:** Urban Priority Area

**Current Zoning:** Commercial Office (CO)

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

***RECOMMENDATION:*** ***APPROVE***

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

To build a single-family home.

**BACKGROUND**

The 0.43 of an acre subject site is located at the west side of White Avenue between Atlantic Boulevard and Ridgewood Road. According to the City's Functional Highways Classification Map, White Avenue is a local roadway. While, the land use application site is within the Residential-Professional-Institutional (RPI) land use category, abutting and adjacent lands to the south and east are in the Low Density Residential (LDR) land use category. Access to the site will be from White Avenue.

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 LDR to allow the property to be used for a single-family dwelling. A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-633, which seeks to change the zoning district from Commercial Office (CO) to Residential Low Density-60 (RLD-60).

Currently the site is vacant and the property to the west of the site is vacant as well. There is an office to the north but lands to the east and south are dominated by single-family dwellings.

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

North: Land Use: RPI, Community/General Commercial (CGC) and Public Buildings and Facilities (PBF).  
Zoning: CO, Commercial Community/General-2 (CCG-2), Public Buildings and Facilities-1 (PBF-1) and Public Buildings and Facilities-2 (PBF-2).  
Property Use: Offices, vehicle sales and garages, vacant land and a Catholic School on the north side of Atlantic Boulevard.

South: Land Use: LDR.  
Zoning: RLD-60.  
Property Use: Single-family dwellings.

East: Land Use: LDR and CGC  
Zoning: RLD-60, PBF-1 and Commercial Community/General-1 (CCG-1).  
Property Use: Single-family dwellings, park, retail and a restaurant.

West: Land Use: RPI, CGC, and LDR.  
Zoning: CO, CCG-2, and RLD-60.  
Property Use: Single family dwellings, multi-family dwellings, vacant undeveloped land and a cemetery.

## **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**

### **Land Use Amendment Impact Assessment - Application Number L-5728-22C**

<b>Development Analysis:</b>		<b>0.43 of an acre</b>
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	White Avenue – Local road	
Plans and/or Studies	Southeast Jacksonville Vision Plan (March 2010)	
Site Utilization	Current: Vacant	Proposed: Residential
Land Use / Zoning	Current: RPI / CO	Proposed: LDR / RLD-60
Development Standards for Impact Assessment	Current: Scenario 1: 0.50 FAR Scenario 2: 10% non-residential at 0.50 FAR and 90% residential at 30 DUs/acre residential	Proposed: 5 single family dwelling units / acre
Development Potential	Current: Scenario 1: 9,365 sq. ft. of commercial space Scenario 2: 937 sq. ft. of commercial space and 11 multi-family DUs	Proposed: 2 single family dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Increase of 2 dwelling units Scenario 2: Decrease of 9 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 9,365 sq. ft. Scenario 2: Decrease of 937 sq. ft.	
Population Potential	Current: Scenario 1: 0 people Scenario 2: 25 people	Proposed: 5 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500 Ft. Height Restriction Zone for Naval Air Station Jacksonville	
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 area	
Evacuation Zone	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	

<b>Development Analysis:</b>		<b>0.43 of an acre</b>
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: 0 increase of daily trips Scenario 2: 0 increase of daily trips	
Potential Public School Impact	De minimus	
Water Provider	JEA / Sewer connection located 135 feet south of site.	
Potential Water Impact	Scenario 1: Increase of 63.75 gpd Scenario 2: Decrease of 2,100 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 170.3 gpd Scenario 2: Increase of 1,575 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 9.784 tons per year Scenario 2: Decrease of 24.9 tons per year	
Drainage Basin/Sub-basin	Drainage Basin – St. Johns River, upstream from Trout River Sub-drainage Basin – St. Johns River, upstream from Trout River	
Recreation and Parks	St. Nicholas Train Station Park	
Mass Transit Access	Bus Stop #2010 at Atlantic Boulevard and Traymore Road; Bus Route 8	
<b>Natural Features</b>		
Elevations	22 to 23 above mean sea level	
Land Cover	1100 – Residential, low density	
Soils	(75) Urban land-Hurricane-Albany complex	
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 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 established shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

A JEA availability letter, dated June 18, 2022 is included in the companion rezoning application. The letter indicates that an existing 8-inch water main is within the White Avenue right-of way. However, no gravity sewer main abuts this property. Gravity sewer main extension will be required from the existing manhole within White Avenue right-of-way, located approximately 135 linear feet south of this property.

### Transportation

#### Background Information:

The subject site is 0.43 of an acre and is accessible from White Avenue, an unclassified facility. The proposed land use amendment is located within the Urban Priority Area and

Mobility Zone 8. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) 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 102 or 84 daily trips, depending on the scenario. If the land use is amended to allow for this proposed LDR development, this will result in 19 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 City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

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
RPI	710	9,365 SF	$T = 10.84 (X) / 1000$	102	0	102
				<b>Total Trips for Existing Land Use- Scenario 1</b>		<b>102</b>

Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI- N	710	937 SF	T = 10.84 (X) / 1000	10	0	10
RPI- R	220	11 MF DUs	T = 6.74 (X)	74	0	74
				<b>Total Trips for Existing Land Use- Scenario 2</b>		<b>84</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	2 DU	T = 9.43 (X)	19	0	19
				Total Trips for Proposed Land Use-Scenario		19
			Scenario 1 Difference in Daily Trips			0
			Scenario 2 Difference in Daily Trips			0

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.

### 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.

### Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Naval Air Station Jacksonville. 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.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on August 26, 2022 the required notices of public hearing signs were posted. Forty-three (43) 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 August 29, 2022 for the adoption of the small-scale land use amendment. One member of the public living close by to the application site was wondering what was to be developed and was fine with just a single family home.

## **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 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 that 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.

**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 for 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 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 may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

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 the 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.

## Property Rights Element

- Goal 1            The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.
- Objective 1.1    Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1     The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2     The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
  2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
  3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
  4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Descriptions of the Future Land Use Element (FLUE), RPI 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. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. A combination of compatible uses should be organized vertically within a multistory building. The maximum gross density within the Urban Priority Area shall be 40 units/acre and the minimum gross density shall be 10 units/acre.

LDR in the Urban Priority Area is intended to provide for low density residential development. Further, it is intended to promote neighborhoods in need of redevelopment and to provide a compact single-family development typology that is supportive of transit, neighborhood commercial uses and services. In these instances, the category provides a higher density than LDR in other Development Areas of the City. The application of this higher density should be supported by a neighborhood plan or study. Single-family residential is permitted at up to 7 dwelling units per acre when connected to full urban services. Development is limited to one dwelling unit per ¼ acre when access is not available to wither water or sewer and ½ acre when no services are accessible.

A JEA availability letter dated June 18, 2022, is included in the companion rezoning application. The letter indicates that an existing 8-inch water main is within the White Avenue right-of way. However, no gravity sewer main abuts this property. Gravity sewer main extension will be required from the existing manhole within White Avenue right-of-

way, located approximately 135 linear feet south of this property, for FLUE Policy 1.2.9 to be satisfied. However, LDR land use category permits single family on ¼ acre lots where access to one of either water or sewer is available to serve development.

The site is currently undeveloped and is adjacent to the LDR land use category to the east and to the south where single-family dwellings are the dominant use. This site has access to urban services and access to mass transit is through the Jacksonville Transportation Authority bus route 8 (Stop #1020) on Atlantic Boulevard. The infill development will continue the development trends in an area that has existing infrastructure. The proposed amendment to LDR maintains a balance of uses in the area and is a logical and compatible extension of the abutting LDR land use. Therefore, the amendment is consistent with FLUE Goals 1 and 3 and Policy 1.1.22.

The proposed amendment to LDR would allow for increased housing options within the Urban Priority Development Area and as such, is consistent with FLUE Objective 3.1 and Policy 3.1.6.

The 0.43 of an acre subject site will have a negligible impact on the amount of land needed to accommodate single-family residential uses, and the proposed amendment from RPI to LDR maintains a balance of uses in the area. For these reasons the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Southeast Jacksonville Vision Plan**

The application site lies within the Southeast Vision Plan area. Guiding Sub-Principle 2.1 states "Provide for and Promote Compatible Mixed-Use Development, Infill and Redevelopment in Stable and Declining Areas and Create a Range of Housing Opportunities and Choices, Where Appropriate." The proposed land use change to Low Density Residential (LDR) provides the opportunity to encourage infill development while offering new housing opportunities to the area, thereby illustrating the proposed land use amendment's consistency with the Southeast Jacksonville Vision Plan and FLUE Policy 4.1.8B.

### **Strategic Regional Policy Plan**

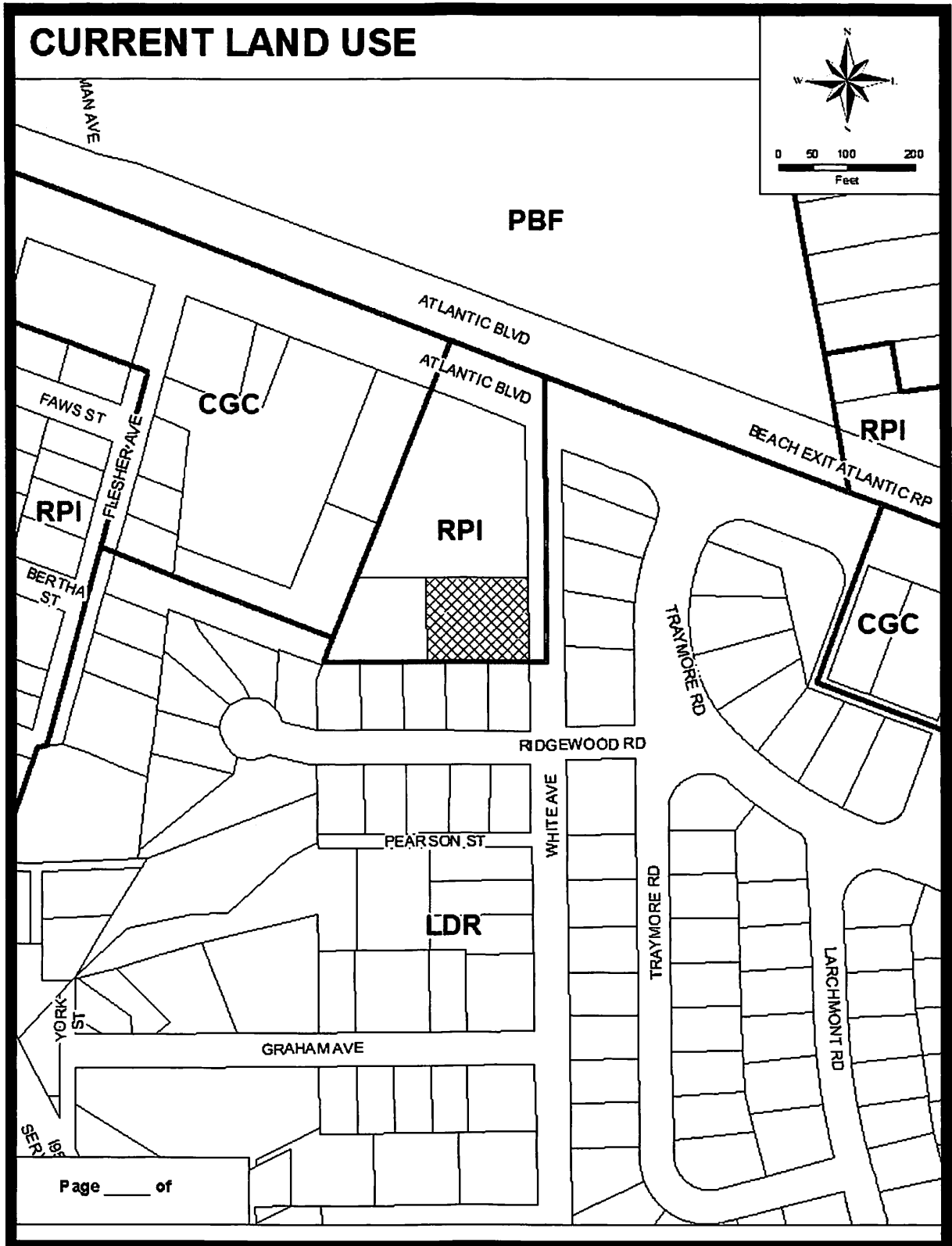
The proposed amendment is inconsistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Housing and Health:

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice

(agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating 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

