

# 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. 2022-607/Application No. L-5733-22C**

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

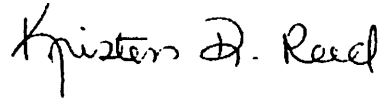
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-607 on September 22, 2022.

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,

Handwritten signature of Kristen D. Reed in cursive script.

Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – September 2, 2022

**Ordinance/Application No.:** 2022-607 / L-5733-22C

**Property Location:** 8483 New Kings Road, between Grant Avenue and Gilchrist Road.

**Real Estate Number(s):** A portion of 040044 0000

**Property Acreage:** 0.59 of an acre

**Planning District:** District 5

**City Council District:** District 10

**Applicant:** Cyndy Trimmer, Esquire

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

**Proposed Land Use:** Community General Commercial (CGC)

**Development Area:** Urban Development Area

**Current Zoning:** Commercial Community-General-2 (CCG-2), Commercial Office (CO), Residential Low Density-60 (RLD-60)

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

**RECOMMENDATION:** **APPROVE**

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

Applicant requests this land use amendment to unify the property under a single land use and to allow for the development of a personal property storage facility. A companion PUD rezoning application is filed to ensure site plan controls.

**BACKGROUND**

The 0.59-acre subject site is located at 8483 New Kings Road on the east side of New Kings Road, a major arterial roadway, between Gilchrist Road and Grant Avenue, both local roads.

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 LDR to CGC in order to redevelop the site with a commercial use. A companion rezoning application is

pending concurrently with the land use application via Ordinance 2022-608, which seeks to change the zoning district from CCG-2, CO, and RLD-60 to PUD.

Currently the site is undeveloped. The property is surrounded by single-family homes to the north and outside storage and a warehouse use to the west. The property is just south of I-295 North.

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

North: Land Use: LDR and CGC  
Zoning: RLD-60, CO, PUD, RR-Acre CCG-1 and CCG-2  
Property Use: Single-family dwellings, vacant undeveloped land

South: Land Use: LDR, CGC, MDR  
Zoning: CCG-2, RLD-60, RMD-MH  
Property Use: Warehouse/outside storage, vacant undeveloped land and motel

East: Land Use: LDR  
Zoning: RLD-60  
Property Use: Single-family dwellings and vacant undeveloped land

West: Land Use: MDR and CGC  
Zoning: CCG-1, CCG-2 and RMD-MH  
Property Use: Restaurant, vacant undevelopend land, church, office and campground

**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-5733-22C**

<b>Development Analysis</b>	<b>.59 Acres</b>
Development Boundary	Urban Development Area

<b>Development Analysis</b>		<b>.59 Acres</b>
Roadway Frontage Classification / State Road	New Kings Road/Major arterial roadway	
Plans and/or Studies	Northwest Vision Plan/King-Soutel CRA	
Site Utilization	Current: Closed BBQ Restaurant	Proposed: Personal Property Storage Facility
Land Use / Zoning	Current: LDR/CCG-2, CO, RLD-60	Proposed: CGC/PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: CGC Scenario 1: 0.35 FAR CGC Scenario 2: 80% Residential at 30 units/acre and 20% Non-Residential at 0.35 FAR
Development Potential	Current: Scenario 1: 2 DU/Acre Scenario 2: 2 DU/Acre	Proposed: Scenario 1: 8,995 Sq. Ft. Scenario 2: 14 Dwelling Units and 1,799 Sq. Ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 2 DU Scenario 2: Increase of 12 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 8,995 Sq. Ft. Scenario 2: Increase of 1,799 Sq. Ft.	
Population Potential	Current: 5 People	Proposed: 32 People
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zone E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low and High Archaeological Sensitivity	
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>Development Analysis</b>		<b>.59 Acres</b>
<b>Public Facilities</b>		
Potential Roadway Impact	An increase of 275 net new daily trips in Scenario 1 or 134 net new daily trips in Scenario 2	
Potential Public School Impact	De minimus impact	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 82.25 gallons per day Scenario 2: Increase of 2,848 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 61.69 gallons per day Scenario 2: Increase of 2,136 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase of 9.19 tons per year Scenario 2: Increase of 34.07 tons per year	
Drainage Basin/Sub-basin	Trout River/Nine Mile Creek	
Recreation and Parks	No parks within .5 a mile	
Mass Transit Access	No	
<b>Natural Features</b>		
Elevations	16 to 20 feet above mean sea level	
Land Cover	1400: Commercial and services, 4110: Pine flatwoods	
Soils	63: Sapelo Fine Sand	
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 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 May 19, 2022 is included in the companion rezoning application. The letter indicates that there is an existing 16-inch water main along New Kings Road and an existing 4-inch sewer force main along New Kings Road.

### **Transportation**

The subject site is 0.59 of an acre and is accessible from New Kings Rd, a major arterial facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Community General Commercial (CGC).

**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).

**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 1.2.1** of the TE of the 2030 Comprehensive Plan requires the City to 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.

**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 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.

**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 19 daily trips for both scenarios. If the land use is amended to allow for this proposed CGC development, this will result in 294 or 153 daily trips depending on the scenario.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 275 or 134 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	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	2 SF DU	T = 9.43 (X)	19	0	19
				<i>Total Trips for Existing Land Use</i>		<b>19</b>
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Net New Daily Trips
CGC	822	8,995 SF	T = 54.45 (X) / 1000	490	196	294
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		<b>294</b>
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Net New Daily Trips
CGC	822	1,799 SF	T = 54.45 (X) / 1000	98	39	59
CGC	220	14 SF DU	T = 6.74 (X)	94	0	94
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		<b>153</b>
				<b>Scenario 1 Difference in Daily Trips</b>		<b>275</b>
				<b>Scenario 2 Difference in Daily Trips</b>		<b>134</b>

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

### Evacuation Zone E Review

The application was routed to the Emergency Preparedness Division, and they stated, “No impacts to countywide evacuation times are anticipated from the amendment proposed in L-5733-22C. Proximity to New Kings Road indicates sufficient access to evacuation routes (I-295 and I-95). Site design techniques that minimize disruption to existing traffic flow are encouraged.”

### 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 and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. 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 August 12, 2022 the required notices of public hearing signs were posted. Fourteen (14) 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 15, 2022 for the adoption of the small-scale land use amendment. Other than the applicant, no members of the public were present.

### **Kings-Soutel CRA – Board Review**

On September 8, 2022 this amendment was seen by the Kings-Soutel CRS Board. The board requested the following uses to be stricken from the permitted uses:

1. Pawn shops (in #3 in PUD)
2. Carnivals and circuses (in #5)
3. Private clubs (all of #18)
4. Dancing entertainment establishments not serving alcohol. (All of #22)
5. Off premises sale of all alcoholic beverages (All of #24)
6. Sale of tires (all of #25)

## **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, like 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 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

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, recreation 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 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's 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 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

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 of the Future Land Use Element (FLUE), 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.

CGC in the Urban Area 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.

According to the JEA availability letter, dated May 19, 2022, there is an existing 16-inch water main along New Kings Road and an existing 4-inch sewer force main along New Kings Road. Therefore, the amendment complies with FLUE Policy 1.2.9.

Given the land use pattern in the area, the proposed amendment from LDR to CGC follows the commercial development pattern established to the west. The amendment promotes commercial development on an underutilized property that is located within the Urban Development Area and abuts LDR properties to the east. Therefore, the amendment is consistent with FLUE Goal 3, Objectives 1.1, 3.2, 6.3 and FLUE Policies 1.1.11, 1.1.22 and 3.2.1.

The Comprehensive Plan allows expansion of commercial use adjacent to residential uses in certain cases. The land use amendment, which expands the CGC, enhances the existing CGC properties to the west. In addition, the land use change does not encourage through-traffic into the neighborhood. The PUD includes site design standards to maintain a transition and buffers to protect the low density residential to the east including the location of the retention pond between the proposed uses and the residential property. Therefore, it is consistent with FLUE Objective 3.2, and Policies 1.1.10 and 3.2.4.

The proposed small-scale amendment would have a negligible impact on the provision of both CGC and LDR designated land in the immediate area and overall, for the City due to the minimal acreage subject to this amendment. The characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. The proposed land use would unify the land use with the parcels located to the west of the subject site. Therefore, the land use amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

### **Northwest Jacksonville Vision Plan**

The subject property is located within the boundaries of what is identified as the Suburban Area of the Northwest Vision Plan (September 2003). While the Vision Plan does not

specifically address the commercial areas throughout the district, the Plan recommends strategies to improve the visual appearance of corridors with landscaping, street trees, gateways and signs. These methods should be considered in reviving vacant commercial properties. Therefore, the proposed land use amendment is consistent with the Northwest Jacksonville Vision Plan.

### **Neighborhood Action Plan**

The subject site is located within the boundaries of the KingSoutel Crossing Community Reinvestment Area (CRA). The KingSoutel Crossing CRA was enacted in 2008, pursuant to Ordinance 2006-591-E. It was established to jumpstart housing, retail and commercial development in an underserved, but emerging area in Northwest Jacksonville. While the NAP does not make any specific recommendations for the subject site, it does include the Kings Road Corridor design guidelines and how they promote architectural and site design standards that enhance the overall aesthetic appearance of the corridor to promote the redevelopment and reinvestment of the Kings Road Corridor. The proposed amendment to CGC is consistent with the CGC land use surrounding the site.

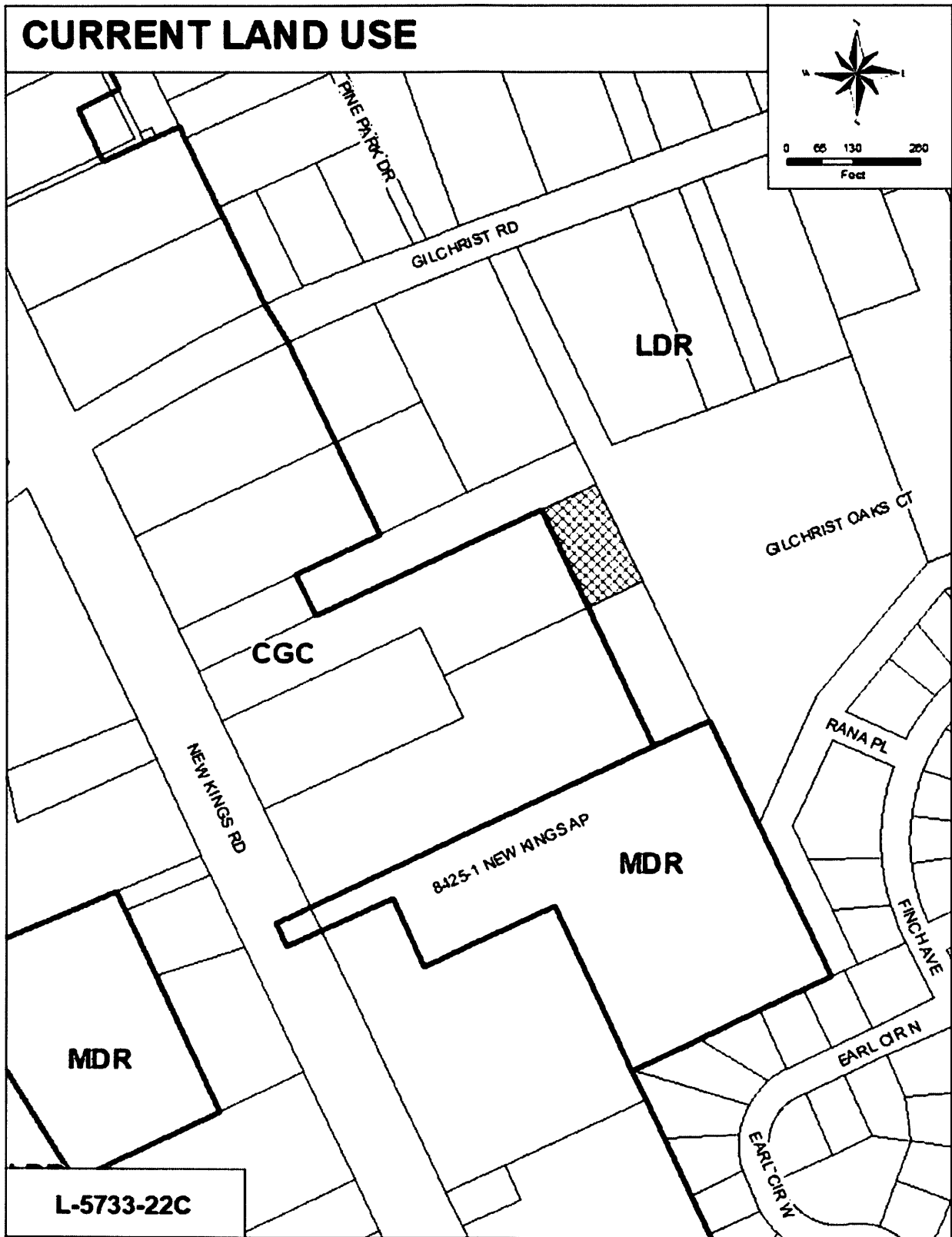
### **Strategic Regional Policy Plan**

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

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 is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

**CURRENT LAND USE MAP**



**L-5733-22C**

# LAND UTILIZATION MAP

