

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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October 8, 2020

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

**RE: Planning Commission Advisory Report / Ordinance No. 2020-546/Application No. L-5462-20C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2020-546 on October 8, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

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

Sincerely,

*Kristen D. Reed*

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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – October 2, 2020**

**Ordinance/Application No.:** 2020-546 / L-5462-20C

**Property Location:** 6666 New Kings Road (U.S. 1) between Richardson Road and Edgewood Avenue West

**Real Estate Number(s):** 041493-0000

**Property Acreage:** 0.84 of an acre

**Planning District:** District 5, Northwest

**City Council District:** Council District 10

**Applicant:** Deatrice R Bradley, New Horizon Consultants, Inc.

**Current Land Use:** LDR

**Proposed Land Use:** CGC

**Development Area:** Urban

**Current Zoning:** RLD-60

**Proposed Zoning:** CCG-1

***RECOMMENDATION: APPROVE***

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

To make a non-conforming vacant store/property a conforming store/property.

**BACKGROUND**

The subject site consists of 0.84 of an acre and is located on the west side of New Kings Road, between Richardson Road and Edgewood Avenue West and is within the boundary of the Northwest Jacksonville Vision Plan. According to the Functional Highway Classification System Map, New Kings Road (U.S. 1) is classified as a principal road.

The applicant is requesting to change the land use category from Low Density Residential (LDR) to Community/ General Commercial (CGC) on 0.84 of an acre on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. The site is a non-conforming commercial property and if approved the application for the land use amendment and rezoning will make the site a conforming

property. A companion rezoning is pending concurrently with this application for a change from Residential Low Density-60 (RLD-60) to Commercial Community/General-1 (CCG-1) pursuant to Ordinance 2020-547.

The area surrounding the amendment site has a mix of uses consisting of single-family dwellings, vacant land, open storage, a church and a retail store in the LDR, CGC and Residential-Professional-Institutional (RPI) land use categories.

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

North: Land Use: LDR  
Zoning: RLD-60, Residential Medium Density-A (RMD-A) and Planned Unit Development (PUD)  
Property Use: Vacant land, single-family dwelling and church

South: Land Use: CGC  
Zoning: CCG-1 and Commercial Community/General-2 (CCG- 2)  
Property Use: Vacant land, open storage and single-family dwelling

East: Land Use: CGC and Medium Density Residential (MDR)  
Zoning: CCG-1 and CCG-2  
Property Use: Funeral home and retail store

West: Land Use: LDR  
Zoning: RLD-60  
Property Use: Single-family dwelling subdivisions

## **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.

While the proposed amendment has the potential to include a residential component, the site would generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

**Land Use Amendment Impact Assessment - Application Number L-5462-20C**

<b>Development Analysis of 0.84 of an acre</b>		
Development Boundary	Urban Development Area	
Roadway Frontage Classification / State Road	New Kings Road – Principal Roadway / U.S. 1	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: Retail store	Proposed: Retail store
Land Use / Zoning	Current: LDR / RLD-60	Proposed: CGC / CCG-1
Development Standards for Impact Assessment	Current: 5 SF DUs/Acre	Proposed Scenario 1: 0.35 FAR Scenario 2: 20% of 0.35 FAR and 15 multi-family dwelling units / acre
Development Potential	Current: 4 Single-family dwelling units	Proposed Scenario 1: 12,806 sq. ft. of commercial space Scenario 2: 2,561 sq. ft. of commercial space and 12 multi-family dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 4 dwelling units Scenario 2: Increase of 8 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 12, 806 sq. ft. Scenario 2: Increase of 2,561 sq. ft.	
Population Potential	Current: 10 people	Proposed: Scenario 1: 0 people Scenario 2: 28 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	

<b>Development Analysis of 0.84 of an acre</b>	
Groundwater Aquifer Recharge Area	Discharge Area
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: 518 new net daily external trips Scenario 2: 161 new net daily external trips
Potential Public School Impact	Di minimus
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 423.7 gallons/day Scenario 2: Increase of 1, 884.1 gallons/day
Sewer Provider	Private septic system
Potential Sewer Impact	Scenario 1: Decrease of 317.8 gallons/day Scenario 2: Increase 1423 gallons/day
Potential Solid Waste Impact	Scenario 1: Increase of 10.09 tons/year Scenario 2: Increase of 24.898 tons/year
Drainage Basin/Sub-basin	Trout River Basin and Ribault Sub-Basin
Recreation and Parks	J Gardner Sams Memorial Park
Mass Transit Access	Bus service on New Kings Road
<b>Natural Features</b>	
Elevations	14 to 16 feet above mean sea level
Land Cover	1300; Residential high density
Soils	100% (63) Sapelo fine sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

### **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).

According to a JEA letter dated August 5, 2020 there is a 12-inch water main within the New Kings Road right-of-way adjacent to the property. In addition, a 10-inch sanitary sewer force main is 300 feet north of the property at the Richardson Road right-of-way.

### **Transportation**

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in an increase of 518 new daily external trips under Scenario 1 and 161 new daily external trips under Scenario 2. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Office.

#### **Transportation Element**

**Policy 1.2.1** The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

#### **Capital Improvements Element**

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

#### **Supplemental Transportation Information**

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

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

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 9.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is **0.84**.

Subject site is accessible via New Kings Road (US-1), a 4-lane divided urbanized arterial facility which is subject to FDOT review and access management requirements.

The transportation review for this proposed land use amendment is on file with the Planning and Development Department.

### **Archaeological Sensitivity**

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

### **Historic Preservation Element**

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

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on September 3, 2020. The required notices of public hearing signs were posted. Thirty-seven (37) 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 September 14, 2020 by Zoom for the adoption of the small-scale land use amendment. Other than the applicant no members of the public were at the meeting.

## **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 generation uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (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 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 the 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 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 1.1.11      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 1.1.24 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.

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 3.2 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 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

**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.

### **Recreation and Open Space Element**

**Policies 2.2.1** The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Category Description of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development in locations which are supplied with full urban services.

The Community/General Commercial (CGC) land use category 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 through infill development and redevelopment. The CGC land use is a mixed use category. Development that includes both residential and commercial uses supports both uses.

Given the land development pattern in the area, the proposed amendment from LDR to CGC (along the New Kings Road / US 1 corridor) extends the commercial development pattern along a principal arterial road. Redevelopment of this site, located in the Northwest Planning District, has full access to JEA water. The subject site is served by a private septic system. However, sanitary sewer services would be available if the sanitary sewer lines was installed to the property line. In addition, CGC designated property is abutting the adjacent property on the southern boundary. This proposed pattern of development is consistent with FLUE Objectives 1.1, 3.2, Goal 3, Policies 3.2.1 and 3.2.2.

Consistent with FLUE Policy 1.2.9, the subject site has nearby city water and sewer services. According to a JEA letter dated August 5, 2020 there is a 12-inch water main within the New Kings Road right-of-way adjacent to the property. In addition, a 10-inch sanitary sewer force main is 300 feet north of the property at the Richardson Road right-of-way. Although, the property is currently served by a private septic system, sanitary sewer hookup is possible.

The proposed amendment to CGC promotes a compact and compatible land development pattern using underutilized property along a principal arterial roadway consistent with FLUE Policies 1.1.11, 1.1.22, 1.1.24 and Objective 6.3. In addition, the

companion rezoning to CCG-1 will be required to comply at site plan review with ROSE Policy 2.2.1 concerning the adequate provision of open space.

Amending the site to CGC allows for the expansion and increased viability of an established commercial business and, due to the minimal acreage subject to this amendment, will have a negligible impact on the provision of both CGC and LDR designated land in the immediate area and overall for the City. Therefore, the amendment provides consistency 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 compatible with the Northwest Jacksonville Vision Plan.

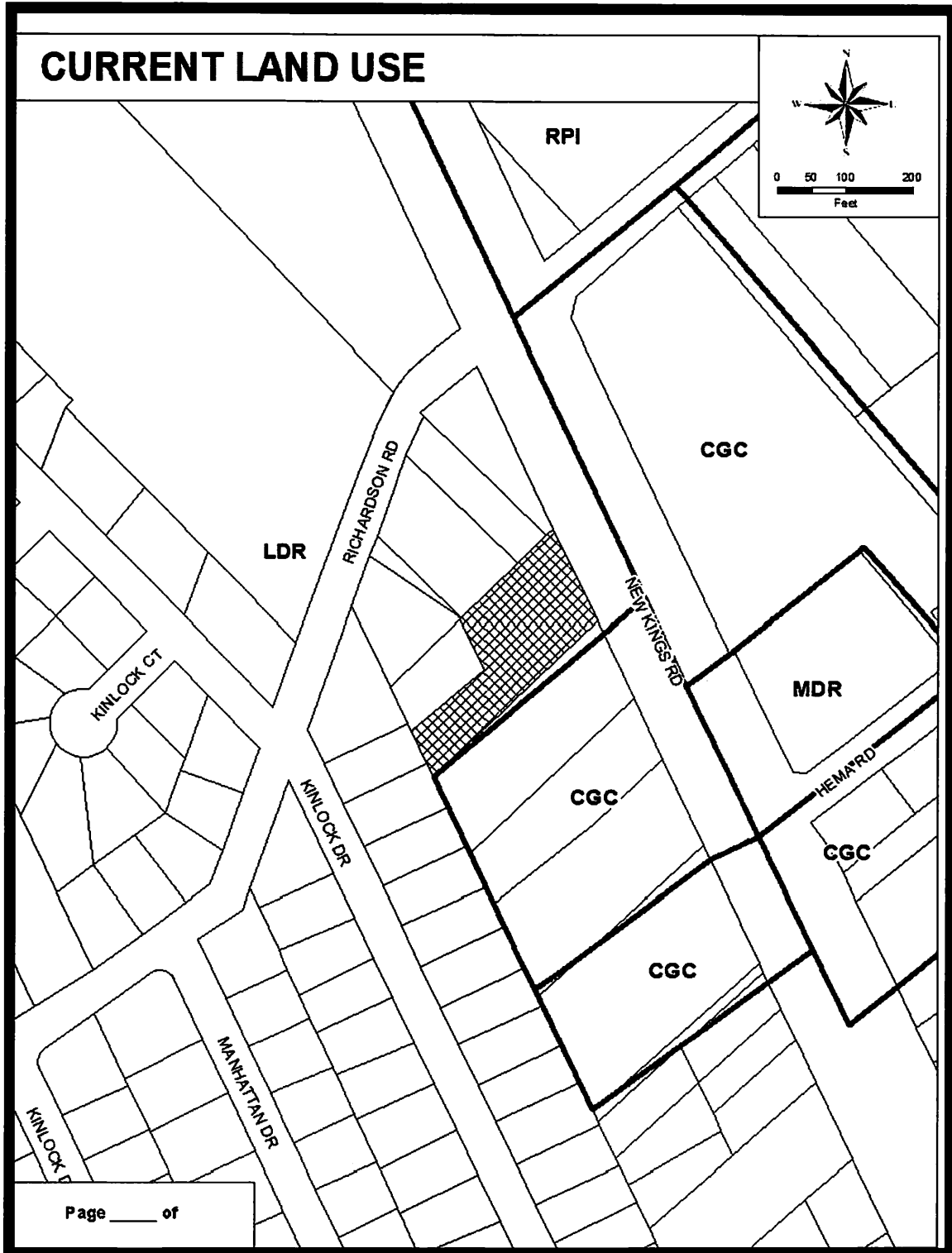
#### **Strategic Regional Policy Plan**

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

# LAND USE AMENDMENT SITE AND CURRENT LAND USE MAP



# CURRENT LAND UTILIZATION MAP

