



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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117 W. Duval St.  
Jacksonville, FL 32203  
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June 6, 2024

The Honorable Ronald B. Salem, Pharm. D., President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, FL 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2024-345/Application No. L-5879-23C**

Dear Honorable Council President Salem, 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 2024-345 on June 6, 2024.

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

|                         |        |
|-------------------------|--------|
| Charles Garrison, Chair | Aye    |
| Lamonte Carter          | Aye    |
| Amy Yimin Fu            | Absent |
| Julius Harden           | Aye    |
| Moné Holder             | Absent |
| Ali Marar               | Aye    |
| Michael McGowan         | Aye    |
| Jack Meeks              | Aye    |
| Tina Meskel             | Aye    |

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

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Sincerely,



**Helena A. Parola, MAURP**

***City Planner Supervisor***

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 – May 31, 2024**

**Ordinance/Application No.:** 2024-345 / L-5879-23C

**Property Location:** 9790 Historic Kings Road South, between Lourcey Road and Historic Kings Road

**Real Estate Number(s):** 149111-0030

**Property Acreage:** 3.39

**Planning District:** District 3, Southeast

**City Council District:** District 5

**Applicant:** Chris Hagan

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

**Proposed Land Use:** Business Park (BP)

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

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

**Development Boundary:** Suburban Area

**RECOMMENDATION: APPROVE**

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

Changing the land use from RPI to BP to allow for additional use to meet the needs of the tenants.

**BACKGROUND**

The 3.39 acre subject site is located at the northwest corner of the intersection of Historic Kings Road South and Lourcey Road, both unclassified roads. The site currently has warehouse uses. The applicant is proposing a Future Land Use Map (FLUM) amendment from Residential Professional Institutional (RPI) to Business Park (BP) to allow for additional uses. The applicant is also proposing a companion rezoning from Planned Unit Development (PUD) to Planned Unit Development (PUD). The companion rezoning application is pending concurrently with this application, pursuant to Ordinance 2024-346.

The subject site was part of a slightly larger land use amendment. Approximately 3.4 acres, including the subject site, was amended from Low Density Residential (LDR) to RPI pursuant to Ordinance 2006-1183-E.

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

North: Land Use: Light Industrial (LI), Low Density Residential (LDR)  
 Zoning: Planned Unit Development (PUD), Rural Residential - Acre (RR-Acre), Residential Low Density - 60 (RLD-60), Industrial Light (IL), Residential Low Density - 70 (RLD-70)  
 Property Use: Single-family, Office, Storage

South: Land Use: LDR, LI  
 Zoning: RR-Acre, Industrial Business Park (IBP), IL  
 Property Use: Single family, Undeveloped, Warehouse, Storage

East: Land Use: LI, Conservation (CSV), Multi Use (MU)  
 Zoning: IL, PUD  
 Property Use: Industrial, Office, Undeveloped

West: Land Use: RPI, LDR  
 Zoning: RR-Acre, Residential Low Density – 100A (RLD-100A), Residential Low Density – 90 (RLD-90), PUD  
 Property Use: Single-family, Pasture

## **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.

### **Impact Assessment Baseline Review**

| <b>Development Analysis</b>                  |  |                                 |
|--|--|---------------------------------|
| Development Boundary                         | Suburban Area  |                                 |
| Roadway Frontage Classification / State Road | South Historic Kings Road and Lourcey Road - Unclassified roads / no |                                 |
| Plans and/or Studies                         | Southeast Jacksonville Vision Plan                                   |                                 |
| Site Utilization                             | Current:<br>Warehouse  | Proposed:<br>Business Park uses |
| Land Use / Zoning                            | Current:<br>RPI / PUD  | Proposed:<br>BP / PUD           |

| <b>Development Analysis</b>                      |  |   |
|--|--|---|
| Development Standards for Impact Assessment      | Current:<br>Scenario 1: 0.5 FAR<br>Scenario 2: 15 DU/Acre                          | Proposed:<br>Scenario 1: 0.35 FAR<br>Scenario 2: 15 DU/Acre       |
| Development Potential                            | Current:<br>Scenario 1: 73,834 Sq. Ft.<br>Scenario 2: 50 DUs                       | Proposed:<br>Scenario 1: 51,683 Sq. Ft.<br>Scenario 2: 50 DUs     |
| Net Increase or Decrease in Maximum Density      | Scenario 1: not applicable<br>Scenario 2: no change                                |   |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: decrease of 22,151 Sq. Ft.<br>Scenario 2: not applicable               |   |
| Population Potential                             | Current:<br>Scenario 1: not applicable<br>Scenario 2: 117 people                   | Proposed:<br>Scenario 1: not applicable<br>Scenario 2: 117 people |
| <b>Special Designation Areas</b>                 |  |   |
| Aquatic Preserve                                 | No   |   |
| Evacuation Zone                                  | No   |   |
| Airport Environment Zone                         | No   |   |
| Industrial Preservation Area                     | No   |   |
| Cultural Resources                               | No   |   |
| Archaeological Sensitivity                       | Low and High   |   |
| Historic District                                | No   |   |
| Coastal High Hazard Area                         | 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                         | Scenario 1: No net new daily trips<br>Scenario 2: No net new daily trips           |   |
| Potential Public School Impact                   | N/A  |   |
| Water Provider                                   | JEA  |   |
| Potential Water Impact                           | Scenario 1: Decrease of 1,554 gallons per day<br>Scenario 2: no change             |   |
| Sewer Provider                                   | Per application – JEA ; per JEA letter - service unavailable within 0.25 of a mile |   |
| Potential Sewer Impact                           | Scenario 1: Decrease of 1,166 gallons per day<br>Scenario 2: no change             |   |

| <b>Development Analysis</b>                          |   |
|--|---|
| Potential Solid Waste Impact                         | Scenario 1: Increase of 42 tons per year<br>Scenario 2: no change |
| Drainage Basin/Sub-basin                             | Julington Creek / Julington Creek                                 |
| Recreation and Parks                                 | Freedom Commerce Center Property                                  |
| Mass Transit Access                                  | No  |
| <b>Natural Features</b>                              |   |
| Elevations   | 23-29 feet  |
| Land Cover   | 1180: Residential Rural   |
| Soils  | 14:Boulogne 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 established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA Availability Letter, dated October 6, 2023, as part of the companion rezoning application. According to the letter, the site has existing connections to water that may be used for this project. There is a sewer force main located along Lourcey Road greater than one quarter of a mile away from the site. Connection to the JEA sewer system will require the design and construction of an on site pump station and a JEA dedicated forcemain.

Future Land Use Element

Policy 1.2.8      Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

- 1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available

through gravity service via a facility within a right-of-way or easement which abuts the property.

2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.

3. Subdivision (non-residential and residential) where:

a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

b. Each lot is a minimum of 1/2 acre unsubmerged property.

c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

### **Transportation**

The subject site is 3.39 acres and is accessible from Historic Kings Rd, a local facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) to Business Park (BP).

### **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 800 or 337 daily trips depending on the scenario. If the land use is amended to allow for this proposed BP development, this will result in 643 or 337 daily trips depending on the scenario.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in 0 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

**Table A**  
**Trip Generation Estimation Scenarios**

| Current Land Use Scenario (1)           | ITE Land Use Code | Potential Number of Units | Estimation Method    | Gross Trips | Less Pass-By Trips | Daily Trips |
|---|-------------------|---------------------------|----------------------|-------------|--------------------|-------------|
| RPI                                     | 710               | 73,834 SF                 | T = 73.83 (X) /1000  | 800         | 0                  | 800         |
| <b>Existing Scenario Total (1)</b>      |                   |                           |                      |             |                    | <b>800</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                                     | 220               | 50 MF DUs                 | T = 6.74 (X)         | 337         | 0                  | 337         |
| <b>Existing Scenario Total (2)</b>      |                   |                           |                      |             |                    | <b>337</b>  |
| Proposed Land Use Scenario (1)          | ITE Land Use Code | Potential Number of Units | Estimation Method    | Gross Trips | Less Pass-By Trips | Daily Trips |
| BP                                      | 770               | 51,683 SF                 | T = 12.44 (X) / 1000 | 643         | 0                  | 643         |
| <b>Proposed Scenario Total (1)</b>      |                   |                           |                      |             |                    | <b>643</b>  |
| Proposed Land Use Scenario (2)          | ITE Land Use Code | Potential Number of Units | Estimation Method    | Gross Trips | Less Pass-By Trips | Daily Trips |
| BP                                      | 220               | 50 MF DUs                 | T = 6.74 (X)         | 337         | 0                  | 337         |
| <b>Proposed Scenario Total (2)</b>      |                   |                           |                      |             |                    | <b>337</b>  |
| <b>Proposed Net New Daily Total (1)</b> |                   |                           |                      |             |                    | <b>0</b>    |
| <b>Proposed Net New Daily Total (2)</b> |                   |                           |                      |             |                    | <b>0</b>    |

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

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

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

### **School Capacity**

While the Business Park land use category allows for the option of residential development, the proposed companion Planned Unit Development does not allow residential development. If residential development is permitted on the site in the future, the proposed development will be evaluated for school concurrency at the time of permitting, in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 22, 2024, the required notices of public hearing signs were posted. Twenty (20) 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 May 20, 2024. No members of the public attended to speak on the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### Future Land Use Element (FLUE)

##### *Development Area*

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as defined in this Plan.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness 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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Objective 1.6      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.

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      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 encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

## Property Rights Element (PRE)

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

According to the Future Land Use Element (FLUE), Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, office, and institutional uses. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of single or mixed-use developments. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

Business Park (BP) is a category primarily intended to accommodate business offices and low intensity light industrial uses. Uses, with the exception of ancillary and accessory outside storage uses, shall be conducted within an enclosed building. Business offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Limited commercial retail and service establishments, hotels, and motels may also be permitted. Residential uses are also permitted in appropriate locations as identified under the Development Area Uses and densities. Development within the category should be compact and connected and

should support multi-modal transportation. Uses should generally be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

The applicant is proposing a change from RPI to BP to allow for additional uses to meet the needs of the tenants. While the site abuts vacant Low Density Residential designated property to the north and south, there is also a large area of LI designated land across Historic Kings Road South to the east, which is located in the Industrial Situational Compatibility Area. The proposed amendment would allow for development of low intensity industrial use adjacent to an existing area of LI, while still providing a transition of uses between the low density residential uses to the north and south, and the LI to the east, promoting a well-balanced and organized combination of uses in the area. The amendment would be complimentary to the existing industrial uses, while allowing redevelopment on an underutilized parcel, consistent with FLUE Goals 1 and 3, Objective 3.2, and Policies 1.1.21, 1.1.22, and 3.2.1.

The subject site is subject to the provisions of FLUE Policy 1.2.8. The applicant has provided a JEA Availability Letter, dated October 6, 2023, as part of the companion rezoning application. According to the letter, the site has existing connections to water that may be used for this project. There is a sewer force main located along Lourcey Road greater than one quarter of a mile away from the site. Connection to the JEA sewer system will require the design and construction of an on site pump station and a JEA dedicated forcemain. Additionally, according to Chapter 381, Florida Statutes construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. The applicant should contact the Florida Department of Environmental Protection for additional information.

The proposed small-scale amendment would increase the amount of industrial designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized land and is considered infill redevelopment. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 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.

## **Vision Plan**

The subject property is located within the boundaries of the Southeast Vision Plan. While the plan does not identify specific recommendations in the vicinity of the subject site, Guiding Principle Two of the Vision Plan provides several sub-principles that encourage redevelopment and infill. The proposed amendment is redevelopment of an existing site, which is consistent with Southeast Vision Plan's Guiding Principle Two.

## **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Transportation Subject Area:

Objective: Integrated planning: The link between land use, resources, and mobility

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Maintenance of a diversity of land use in the Region.
- Infill and redevelopment.

The proposed land use amendment would increase opportunities for industrial development, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

**LAND USE AMENDMENT**  
**FIELD / LOCATION / CURRENT LAND USE MAP**

