

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

November 19, 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. 2020-654/Application No. L-5475-20C

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 **DENIED** Ordinance 2020-654 on November 19, 2020.

P&DD Recommendation

DENY

PC Issues:

The Commission discussed the negative impact of introducing industrial development to established low density residential areas on the east site of Old Kings Road.

PC Vote:

6-0 DENY

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Absent

Daniel Blanchard

Aye

Ian Brown

Aye

Alexander Moldovan

Aye

Jason Porter

Aye

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 13, 2020

Ordinance/Application No.: 2020-654 / L-5475-20C

Property Location: 0 Old Kings Road and 0 Armco Street, on the east side of Old Kings Road between Paragon Street and Armco Street

Real Estate Number(s): 003113-0010, 003115-0100, and 003118-0010

Property Acreage: 0.715 of an acre

Planning District: District 5, Northwest

City Council District: District 8

Applicant: Gina Bradley

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Light Industrial (LI)

Development Area: Suburban Development Area

Current Zoning: Residential Low Density-60 (RLD-60)

Proposed Zoning: Industrial Light (IL)

RECOMMENDATION: DENY

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant wants to use site for outdoor storage of trailers, RV, and boat.

BACKGROUND

The 0.715 of an acre subject site is located on the east side of Old Kings Road, a minor arterial road, between Paragon Street and Armco Street, both local roads. The site is located in Council District 8, Planning District 5, and within the boundaries of the Northwest Vision Plan. The site is also located in the Suburban Development Area.

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 LI to use the site for outdoor storage of trailers, RVs and boats. A companion rezoning application

is pending concurrently with the land use application via Ordinance 2020-655, which seeks to change the zoning district from RLD-60 to IL.

The amendment site is currently vacant and sits within a single-family residential neighborhood. The land on the west of Old Kings Road is designated as LI, with a vacant parking lot directly across Old Kings Road from the subject site. The area surrounding the site is characterized predominantly by single-residential uses. Single-family homes, designated as the LDR land use category, are to the north, east and south of the site. Industrial uses are located across Old Kings Road, which is classified as a minor arterial roadway.

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

North: Land Use: LDR
 Zoning: RLD-60
 Property Use: single-family residential

South: Land Use: LDR
 Zoning: RLD-60
 Property Use: single-family residential

East: Land Use: LDR
 Zoning: RLD-60
 Property Use: single-family residential

West: Land Use: LI, across Old Kings Road
 Zoning: IL, across Old Kings Road
 Property Use: vacant industrial parking lot

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.

Land Use Amendment Impact Assessment

Development Analysis		
Development Boundary	Suburban	
Roadway Frontage Classification / State Road	Old Kings Rd (minor arterial)	
Plans and/or Studies	NW Vision Plan	
Site Utilization	Current: Vacant	Proposed: Outdoor storage of RVs, trailers, similar
Land Use / Zoning	Current: LDR/RLD-60	Proposed: LI/IL
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: 0.4 FAR

Development Analysis		
Development Potential	Current: 3 single-family dwelling units	Proposed: 13,068 sq. ft. of light industrial uses
Net Increase or Decrease in Maximum Density	Decrease of 3 dwelling units	
Net Increase or Decrease in Potential Floor Area	Increase of 13,068 sq. ft. of light industrial uses	
Population Potential	Current: 8 people	Proposed: Not applicable
Special Designation Areas		
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	
Groundwater Aquifer Recharge Area	No – discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 37 net new trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Decrease of 324.94 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 243.7 gpd	
Potential Solid Waste Impact	Increase of 32.71 tons per year	
Drainage Basin/Sub-basin	Trout River / Ninemile Creek	
Recreation and Parks	Home Gardens Park	
Mass Transit Access	No	
Natural Features		
Elevations	23 – 24 feet	
Land Cover	1200 (residential, medium density)	
Soils	51	
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).

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department, and determined that if the land use is amended from LDR to LI, development could result in an increase of 37 net new vehicular trips. 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.

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.

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.

The subject site is accessible via Old Kings Road and Armco Street. Old Kings Road is a 2-lane undivided minor arterial facility and the proposed development will have insignificant impacts on the roadway network.

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 October 29, 2020, the required notices of public hearing signs were posted. Forty-two (42) 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 November 2, 2020 via a virtual Zoom meeting. No members of the public attended.

CONSISTENCY EVALUATION

Consistency with 2030 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 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 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 1.1.10** 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 1.1.21** 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 1.3.6** The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors

to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

Policy 1.3.7 Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and JPDD.

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 3.1.2 The City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures.

Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Policy 3.1.12 The City shall protect residential neighborhoods from cut-through non-residential traffic by providing appropriate traffic control mechanisms (e.g., cul-de-sacs, signalization, four-way stop signs).

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the LDR land use category 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.

Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as

noise, odor, toxic chemicals and waste. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred.

The subject site is located on the east side of Old Kings Road, which is classified as an arterial roadway. The west side of Old Kings Road consists of industrial uses and land that is designated as an "Industrial Situational Compatibility" zone. Properties on the east side of Old Kings Road consist of single-family residential units and are designated as Low Density Residential (LDR). It is clear that Old Kings Road, in this location, functions as a buffer, separating the industrial uses west of Old Kings Road from the residential uses on the east. The proposed land use amendment on the east side of Old Kings Road from LDR to LI would erode this buffer and encroach industrial uses into the single-family residential neighborhood. This would set a precedent of industrial encroachment into a stable single-family neighborhood. Additionally, the LI category is incompatible with the surrounding abutting and adjacent single-family residential uses and may serve as a blighting influence to the surrounding stable, viable neighborhood. For these reasons, the proposed land use amendment is inconsistent with FLUE Objective 1.1 and Policies 1.1.22 and 3.1.2.

The category description for LI includes criteria for general neighborhood protection. This criteria includes the implementation of site design techniques such as but not limited to: transitions in uses; buffering; setbacks; and graduated height restrictions to affect elements like height, scale, mass and bulk of structures, vehicular traffic and associated airborne debris, circulation, access and parking impacts, landscaping, lighting, noise and odor. The proposed land use amendment would place LI uses abutting LDR uses, providing no gradation of uses or scaled transition, neglecting to meet the Plan Category Description. As a result, the proposed land use amendment is inconsistent with FLUE Objective 3.1 and Policies 1.1.10 and 3.1.3.

Development of the site with LI uses would need to comply with FLUE Policies 1.3.6 and 1.3.7 regarding site access, so as not to conflict with FLUE Policy 3.1.12, which ensures the protection of residential neighborhoods from cut-through non-residential traffic.

The proposed land use amendment does not promote smart growth management goals as it creates an incompatible land use pattern, inconsistent with FLUE Policy 1.1.5. In response to FLUE Policy 1.1.21, the proposed land use amendment on 0.715 of an acre would have a negligible impact on the allocation of either LDR or LI.

Vision Plan

The site is located within the boundary of the Northwest Jacksonville Vision Plan area. The proposed land use amendment from LDR to LI would disrupt the residential fabric of the existing neighborhood; this is inconsistent with Guiding Theme 1 of the Vision Plan, which seeks to strengthen existing neighborhoods and create new neighborhoods. The request for an LI designation on the subject site would create a disjointed land use fabric, apart from other industrial uses, and as such is inconsistent with Guiding Theme 3 of the Plan, which seeks to focus on creating centers and organizing growth.



Strategic Regional Policy Plan

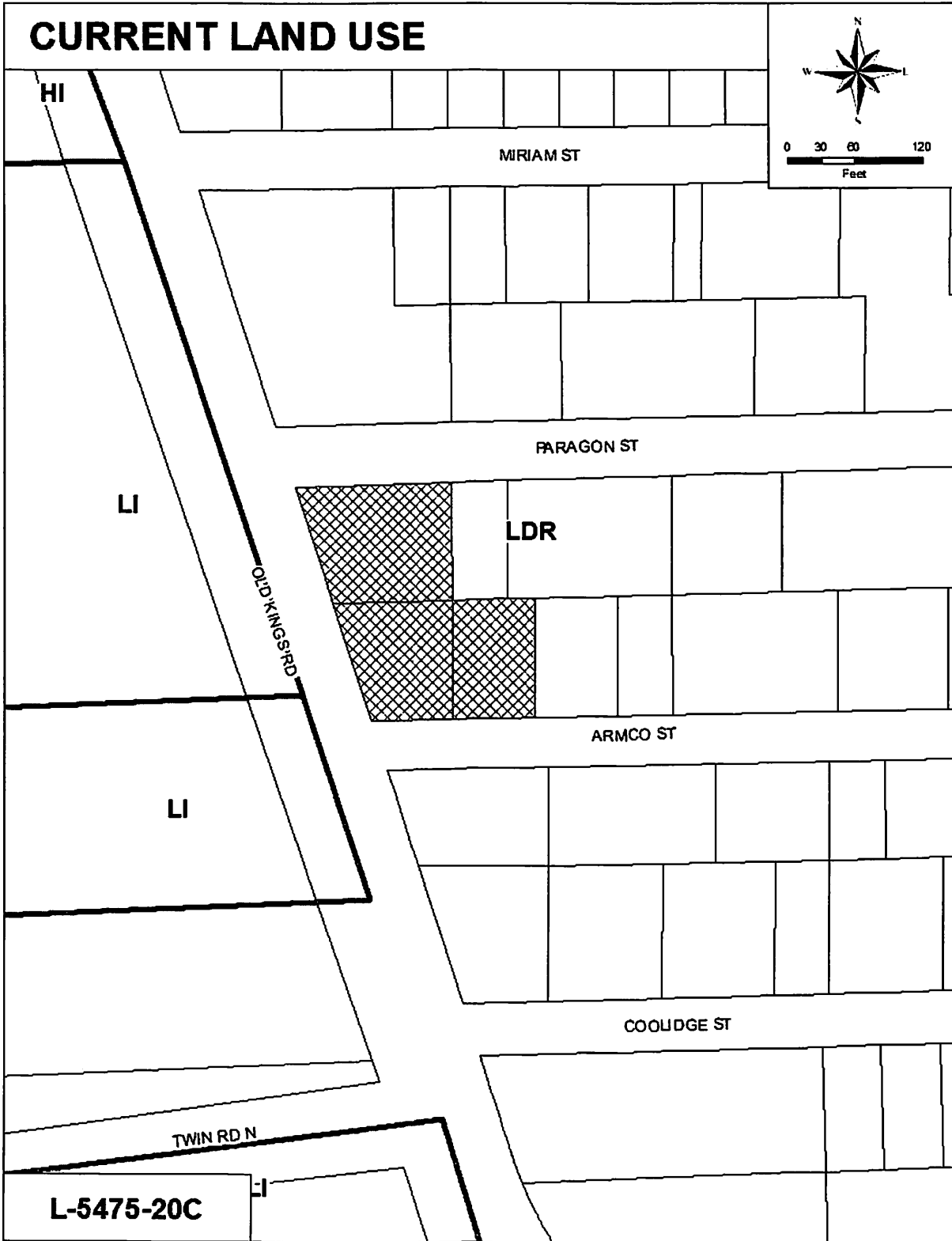
The proposed amendment is inconsistent with the following policies of the Strategic Regional Policy Plan, Communities and Affordable Housing:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

Policy 8: The Region values the availability of lifestyle and livelihood choice, including agricultural, rural, suburban, and urban.

The proposed land use amendment is inconsistent with Policies 3 and 8 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it promotes incompatible, industrial infill of a residential area and would likely reduce the quality of life for residents in the vicinity.

LOCATION AND CURRENT LAND USE MAP



LAND UTILIZATION MAP

