

City of Jacksonville, Florida

Lenny Curry, Mayor

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April 8, 2021

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. 2021-135/Application No. L-5427-19A

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 2020-135 on April 8, 2021.

P&DD Recommendation

APPROVE

PC Issues:

None

PC Vote:

7-0 APPROVE

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

Planning Commission Report
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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

Large-Scale Future Land Use Map Amendment – April 2, 2021

Ordinance/Application No.: 2021-135 / L-5427-19A

Property Location: 10042 New Kings Road (U.S. 1) and 0 Trout River Boulevard; north of Trout River Boulevard, south of Barth Road and on the west side of New Kings Road.

Real Estate Number(s): 002697-0000, 002705-0010, 003947-0005, 003947-0030, and portions of 003947-0020 and 003947-0040

Development Area: Suburban

Property Acreage: 10.30 acres

Planning District: District 6, North

City Council District: District 8

Applicant: David Christopher Hagen

Current Land Use: CGC (3.42 acres) and LDR (6.88 acres)

Proposed Land Use: HI (3.42 acres) and LI (6.88 acres)

Current Zoning: CCG-2 (3.42 acres) and RR-Acre (6.88 acres)

Proposed Zoning: PUD

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To bring the property into compliance.

BACKGROUND

The subject property consists of 4 parcels and portions of 2 additional parcels under common ownership. The application site is located on the west side of New Kings Road (U.S. 1), between Barth Road and Trout River Boulevard. The property is located within the boundaries of the North Jacksonville Shared Vision and Master Plan and the Suburban Development Area.

The subject site is currently designated as Low Density Residential (LDR) and Community/General Commercial (CGC) land use and Commercial Community/General-2 (CCG-2) and Residential Rural-Acre (RR-Acre) zoning. The applicant is proposing an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use

Element (FLUE) of the 2030 Comprehensive Plan from LDR and CGC to Heavy Industrial (HI) and Light Industrial (LI) with a pending companion rezoning to Planned Unit Development (PUD) pursuant to Ordinance 2021-136.

The subject site is currently being used for a car recycling facility. A portion of the site within the CGC land use category is a legal nonconforming establishment that was in operation before consolidation. However, over the years, the vehicle storage area expanded into the LDR land use category areas. The applicant filed this application to make this operation a legal conforming use. The intent is to have the vehicle storage area in the LI land use category and the proposed vehicle crushing facility in the HI land use category.

The site fronts along and has access from New King Road which is a major arterial road according to the City's Highway Classification Systems Map.

The area surrounding the site is characterized by single-family residential to the west and commercial and industrial uses to the east. Industrial and commercial uses line both sides of New Kings Road going both north and south of the site.

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

North: Land Use: CGC, LDR and LI
Zoning: CCG-2, RR-Acre, and Industrial Light (IL)
Property Use: single-family, mobile homes, vacant land, office, auto sales, retail, and vehicle repair.

South: Land Use: LDR, CGC and LI
Zoning: CCG-2, RR-Acre, and IL
Property Use: single-family, mobile homes, vacant land, retail gas convenience store, warehouse, and forest.

East: Land Use: LDR and CGC
Zoning: RR-Acre and CCG-2
Property Use: mobile homes, vehicle repair, auto sales, retail, vacant land, and warehouse.

West: Land Use: LDR
Zoning: RR-Acre
Property Use: single-family, mobile homes, and vacant land.

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 - Application Number L-5427-19A

Development Analysis of 10.30 acres		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Major Arterial Road; US 1	
Plans and/or Studies	North Jacksonville Shared Vision and Master Plan	
Site Utilization	Current: Non-conforming Car Recycling Facility	Proposed: Conforming Car Recycling Facility
Land Use / Zoning	Current: CGC & LDR/CCG-2 & RR-Acre	Proposed: HI & LI/PUD
Development Standards for Impact Assessment	Current: 0.35 FAR & 5 SF DUs/Acre	Proposed: 0.40 FAR
Development Potential	Current: 52,141 Sq. Ft. Commercial Uses & 34 Single-Family Dwelling Units	Proposed: 179,467 Sq. Ft. Industrial Uses
Net Increase or Decrease in Maximum Density	Decrease of 34 single-family units	
Net Increase or Decrease in Potential Floor Area	Increase of 127,326 Sq. Ft. of space	
Population Potential	Current: 90 people	Proposed: 0 people
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 Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No increase of net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 5,154 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 3,865 gallons/day	
Potential Solid Waste Impact	Increase of 2739 tones/year	
Drainage Basin/Sub-basin	Trout River Basin and Sub-Basin	
Recreation and Parks	Dinsmore Center and Park	
Mass Transit Access	Bus Route 81	
Natural Features		
Elevations	16 to 19 feet above mean sea level	
Land Cover	1400; Commercial & Services	

Development Analysis of 10.30 acres	
	3300; Mixed Upland – Non Forest
Soils	85% (51) Pelham fine sand 15% (38) Mascotte 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). A JEA letter of service availability will be provided during the adoption round of this proposed amendment.

Transportation

The Planning and Development Department completed a transportation analysis (memo on file) and determined that the proposed amendment has the potential to result in no net new daily vehicular trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) 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.

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 5.

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 (2018)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the zonal roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 5 is **0.47**.

Subject site is accessible via New Kings Road (US 1/23), a 4-lane divided urbanized arterial facility. US 1 is subject to FDOT review and access management requirements.

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. 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 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 June 19, 2020, the required notices of public hearing signs were posted. Forty-one (41) 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 Via Virtual Zoom Meeting on June 29, 2020. No neighbors or other Zoom Meeting participants attended to discuss the proposed amendment with the applicant.

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 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 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.
- 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 1.3.4 New development sites shall be required, wherever possible to share existing access points. The City will encourage new service drives or roads and connections to existing service drives or roads when deemed appropriate by the Traffic Engineering Division and JPDD. This policy is not to conflict with and will not exempt a developer from complying with landscape and tree protection regulations.
- 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.

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).

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.

Recreation and Open Space Element (ROSE)

Policy 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 Descriptions within the Future Land Use Element (FLUE), the LDR land use category in the Suburban Area is intended to provide for low density residential development. Principal uses include single family and multi-family dwellings, and the maximum gross density is seven (7) units per acre when full urban services are available to the site.

The Community/General Commercial (CGC) land use category in the Suburban Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

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 wastes. Site access to roads classified as collector or higher is preferred.

Heavy industrial uses are generally the most likely to produce adverse physical and environmental impacts on adjacent residential areas such as noise, land, air and water pollution and transportation conflicts. For this reason, heavy industrial land uses should be buffered by other less intense transitional land uses, such as office, light industrial or open space, etc., to protect residential and other sensitive land uses; i.e., schools,

health care facilities, etc. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

Heavy industrial uses shall be located with convenient access to the transportation network that includes major highways, railroads, airports and port facilities. Site access to roads classified as arterial or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries.

The subject site has access to full urban services and is located along the west side of New Kings Road (U.S.1) which is classified as a major arterial roadway. The subject site is located in an area of diverse uses some of which are LI and CGC uses. Properties located to the north and designated as LI are used for auto sales and storage while the LI property to the south is used for warehousing. Properties along New Kings Road (U.S. 1) are designated as CGC and consist of various uses such as retail sale of fuel, vehicle repair, warehouse, office, auto sales, mobile homes and vacant land. The proposed LI land use provides a transition of intensities between the legal nonconforming auto storage (proposed for HI) to adjacent residential areas to the south and west of the site. In addition, the proposed PUD zoning must include buffering, site design requirements and limitations on uses in order to ensure compatibility with nearby residential areas. For these reasons, the proposed land use amendment is consistent with FLUE Objective 1.1, Policies 1.1.10, 1.1.12 and 1.1.22, Goal 3, Objective 3.2, and Policies 3.2.1.

The amendment provides for additional HI and LI designated land in order to allow for the continued use of an existing auto storage and recycling facility in an area that has the capacity to support such uses. While FLUE Table L-20 identifies sufficient industrial land uses and shortages of LDR land uses on a city-wide basis, analysis of the localized characteristics demonstrate the need for the amendment and the LDR portion of the site will have a negligible impact of the overall provision of LDR designated lands. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Access to the subject site is from New Kings Road (U.S.1), a major arterial roadway that is designated for commercial and industrial uses. Therefore, the proposed amendment will maintain consistency with FLUE Policies 1.3.4 and 3.1.12. Further, site development will be required to comply with ROSE Policy 2.2.1 regarding the provision of open space.

Vision Plan

The application site is within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations for the subject site. However, the site is located north of the Plan's Dunn Avenue Village Center and I-295, an area that is intended to serve pass-by traffic.

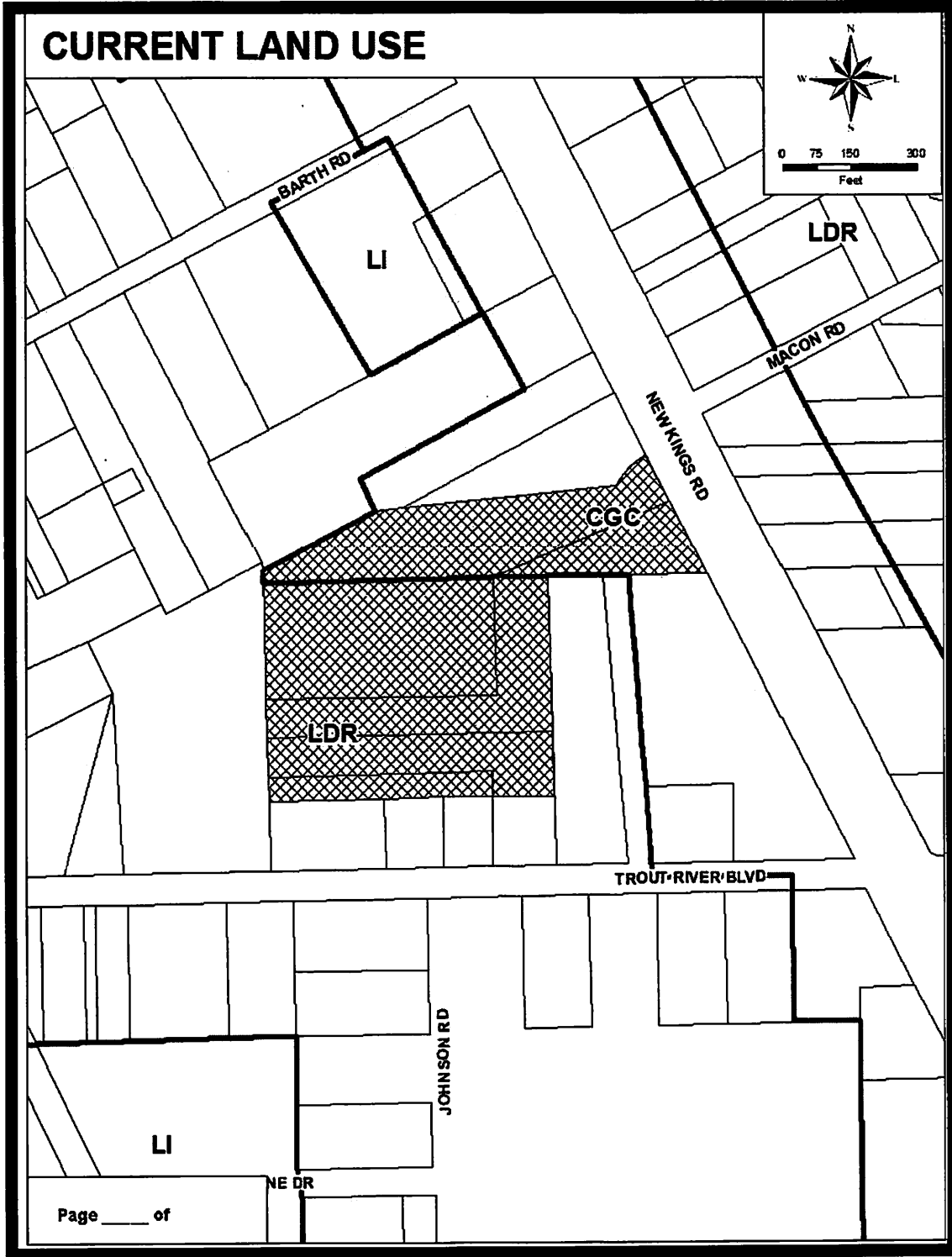
Strategic Regional Policy Plan

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.

LAND USE AMENDMENT SITE LOCATION AND
CURRENT LAND USE MAP



LAND USE AMENDMENT SITE LAND UTILIZATION MAP

