

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
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July 1, 2022

The Honorable Terrance Freeman, President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2022-350/Application No. L-5693-22C**

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-350 on June 23, 2022.

|                     |                    |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE            |
| PC Issues:          | None               |
| <b>PC Vote:</b>     | <b>8-0 APPROVE</b> |

|                                |     |
|--------------------------------|-----|
| David Hacker, Chair            | Aye |
| Alexander Moldovan, Vice-Chair | Aye |
| Ian Brown, Secretary           | Aye |
| Marshall Adkison               | Aye |
| Daniel Blanchard               | Aye |
| Joshua Garrison                | Aye |
| Jason Porter                   | Aye |
| Jordan Elsbury                 | Aye |

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

Sincerely,

*Kristen D. Reed*

Kristen D. Reed, AICP  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – June 3, 2022**

**Ordinance/Application No.:** 2022-350 / L-5693-22C

**Property Location:** 0 Old Kings Road between Soutel Drive and Millwright Court.

**Real Estate Number(s):** 003459-0300

**Property Acreage:** 2.24 Acres

**Planning District:** District 5, Northwest

**City Council District:** District 10

**Applicant:** James Pearce

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

**Development Area:** Suburban Development Area

**Proposed Land Use:** Light Industrial (LI)

**Current Zoning:** Rural Residential-Acre (RR-Acre)

**Proposed Zoning:** Industrial Light (IL)

***RECOMMENDATION:*** ***Approve***

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

To match adjacent/surrounding land use designation; and to allow company’s intended use of the property as a truck storage and maintenance facility.

**BACKGROUND**

The 2.24 acre subject site is located on the northeast corner of Soutel Drive and Old Kings Road. According to the City’s Functional Highways Classification Map, Old Kings Road is considered a minor arterial roadway and Soutel Drive is unclassified.

The subject site is currently a vacant residential property. 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 Low Density Residential (LDR) to Light Industrial (LI) to allow the company’s intended use of the property as a truck storage and maintenance facility. A companion rezoning has been filed and is pending concurrently

with the land use amendment, via Ordinance 2022-351, to change the zoning district of the site from Rural Residential-Acre (RR-Acre) to Industrial Light (IL).

The application site is surrounded by a mix of uses in the Community/General Commercial (CGC), Business Park (BP), and Light Industrial (LI) land use categories. More specific uses along with the current zoning districts are listed below.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: Light Industrial (LI) and Community/General Commercial (CGC), LDR  
Zoning: Industrial Light (IL), Planned Unit Development (PUD), Commercial Community/General-1 (CCG-1), and Rural Residential-Acre (RR-Acre)  
Property Use: Vacant undeveloped land, Outside Storage yard, Single Family homes, and Convenience store

South: Land Use: Low Density Residential (LDR), Light Industrial (LI), and Business Park (BP)  
Zoning: Industrial Business Park (IBP), Industrial Light (IL), and Rural Residential-Acre (RR-Acre)  
Property Use: Vacant undeveloped land and Outside storage yard

East: Land Use: Light Industrial (LI)  
Zoning: Industrial Light (IL) and Planned Unit Development (PUD)  
Property Use: Outside open storage

West: Land Use: Light Industrial (LI) and Low Density Residential (LDR)  
Zoning: Industrial Light (IL) and Rural Residential-Acre (RR-Acre)  
Property Use: Church, Single Family home, and Vacant undeveloped 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-5693-22C**

| <b>Development Analysis</b>                      |                                                                                                  | <b>2.24 Acres</b>                                   |
|--------------------------------------------------|--------------------------------------------------------------------------------------------------|-----------------------------------------------------|
| Development Boundary                             | Suburban Development Area                                                                        |                                                     |
| Roadway Frontage Classification / State Road     | Old Kings Road, Minor Arterial Roadway                                                           |                                                     |
| Plans and/or Studies                             | Northwest Vision Plan, King-soutel CRA NAP                                                       |                                                     |
| Site Utilization                                 | Current:<br>Vacant                                                                               | Proposed:<br>Truck Storage and Maintenance Facility |
| Land Use / Zoning                                | Current:<br>LDR/RR-Acre                                                                          | Proposed:<br>LI/IL                                  |
| Development Standards for Impact Assessment      | Current:<br>5 Dwelling Units per Acre                                                            | Proposed:<br>0.40 FAR                               |
| Development Potential                            | Current:<br>11 Dwelling Units                                                                    | Proposed:<br>39,029 sq. ft.                         |
| Net Increase or Decrease in Maximum Density      | Decrease of 11 dwelling units.                                                                   |                                                     |
| Net Increase or Decrease in Potential Floor Area | Increase of 39,029 sq. ft.                                                                       |                                                     |
| Population Potential                             | Current: 29 People                                                                               | Proposed: Not Applicable                            |
| <b>Special Designation Areas</b>                 |                                                                                                  |                                                     |
| Aquatic Preserve                                 | No                                                                                               |                                                     |
| Septic Tank Failure Area                         | No                                                                                               |                                                     |
| Evacuation Zone                                  | Not Applicable                                                                                   |                                                     |
| Airport Environment Zone                         | No                                                                                               |                                                     |
| Industrial Preservation Area                     | Industrial Situational Compatibility                                                             |                                                     |
| Cultural Resources                               | No                                                                                               |                                                     |
| Archaeological Sensitivity                       | Low Archeological Sensitivity                                                                    |                                                     |
| Historic District                                | No                                                                                               |                                                     |
| Coastal High Hazard                              | No                                                                                               |                                                     |
| Adaptation Action Area                           | A little on the southern property line                                                           |                                                     |
| Groundwater Aquifer Recharge Area                | Discharge                                                                                        |                                                     |
| Wellhead Protection Zone                         | No                                                                                               |                                                     |
| Boat Facility Siting Zone                        | No                                                                                               |                                                     |
| Brownfield                                       | Brownfields Study Area                                                                           |                                                     |
| <b>Public Facilities</b>                         |                                                                                                  |                                                     |
| Potential Roadway Impact                         | 86 net new daily trips                                                                           |                                                     |
| Potential Public School Impact                   | No                                                                                               |                                                     |
| Water Provider                                   | JEA                                                                                              |                                                     |
| Potential Water Impact                           | Scenario 1: Decrease of 1,247 gallons per day.<br>Scenario 2: Increase of 1,412 gallons per day. |                                                     |
| Sewer Provider                                   | JEA                                                                                              |                                                     |

| <b>Development Analysis</b>                          |                                                                                                | <b>2.24 Acres</b> |
|------------------------------------------------------|------------------------------------------------------------------------------------------------|-------------------|
| Potential Sewer Impact                               | Scenario 1: Decrease of 935 gallons per day.<br>Scenario 2: Increase of 1,059 gallons per day. |                   |
| Potential Solid Waste Impact                         | Scenario 1: Increase of 94 tons per year.<br>Scenario 2: increase of 120 tons per year.        |                   |
| Drainage Basin/Sub-basin                             | Trout River / Sixmile Creek Reach                                                              |                   |
| Recreation and Parks                                 | J. Gardner "Nip" Sams Memorial Park                                                            |                   |
| Mass Transit Access                                  | None within 0.5 miles.                                                                         |                   |
| <b>Natural Features</b>                              |                                                                                                |                   |
| Elevations                                           | 18 to 21 feet above mean sea level                                                             |                   |
| Land Cover                                           | 1100: Residential, low density, 1900: Open Land (Urban)                                        |                   |
| Soils                                                | 38: Mascotte Fine Sand, 51: Pelham Fine Sand                                                   |                   |
| 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 have been established by the City of Jacksonville Infrastructure Map. According to the map, there is an existing 16-inch water main running along the south property line and there is an 8-inch water main located within the Soutel Drive right-of-way. No sanitary sewer mains are within ¼ mile of the application site.

According to Florida Statute Chapter 381, 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. Buildings located in areas zoned or used for industrial or manufacturing purposes, when such buildings are to be served by onsite sewage treatment and disposal systems, must receive written approval from the Department of Health. Approvals will not be granted when the proposed use of the system is to dispose of toxic, hazardous, or industrial wastewater or toxic or hazardous chemicals. Once an onsite disposal system is permitted, the owner must obtain an annual system operating permit and change of use requires the owner or tenant to obtain a new annual system operating permit from the Department of Health.

### Future Land Use Element

**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.

## **Transportation**

The subject site is 2.24 acres and is accessible from Old Kings Road, a minor arterial facility, and Soutel Drive, an unclassified facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Light Industrial (LI).

### **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 104 daily trips. If the land use is amended to allow for this proposed LI development, this will result 190 daily trips.

### **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is an increase of 86 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed as a result of this land use amendment.

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

| Current Land Use Scenario           | ITE Land Use Code | Potential Number of Units | Estimation Method   | Gross Trips                    | Less Pass-By Trips | Daily Trips |
|-------------------------------------|-------------------|---------------------------|---------------------|--------------------------------|--------------------|-------------|
| LDR                                 | 210               | 11 SF DUs                 | T = 9.43 (X)        | 104                            | 0                  | 104         |
|                                     |                   |                           |                     | <i>Existing Scenario Total</i> |                    | <b>104</b>  |
| Proposed Land Use Scenario          | ITE Land Use Code | Potential Number of Units | Estimation Method   | Gross Trips                    | Less Pass-By Trips | Daily Trips |
| LI                                  | 110               | 39,029 SF                 | T = 4.87 (X) / 1000 | 190                            | 0                  | 190         |
|                                     |                   |                           |                     | <i>Proposed Scenario Total</i> |                    | <b>190</b>  |
| <b>Proposed Net New Daily Total</b> |                   |                           |                     |                                |                    | <b>86</b>   |

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

### Schools

The proposed amendment does not have a residential component, therefore the proposed development will have no impact on school capacity.

### 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.

### Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone. "Situational Compatibility" Zone area is identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

#### Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility".

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are



presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

### **Brownfield Study Area**

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in F.S. 376.79(5). Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

### **Kingsoutel Crossing CRA Advisory Board**

The Kingsoutel Crossing CRA Advisory Board meeting my held on May 26, 2022. The board was in opposition of the project proposal explaining that it does not reflect the larger vision they have for this corridor. The board stated that the community does not want another truck stop/storage on this intersection; they would prefer the development of a business that will create jobs and help develop the area.

### **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 20, 2022, the required notices of public hearing signs were posted. Fifteen (15) 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 16, 2022. No members of the public were in attendance.

### **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.

Goal 1                      To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment 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 1.1.5 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 1.1.21 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 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 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility” are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

Property Rights Element (PRE)

- Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Descriptions of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low-density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. Residential development is permitted at up to seven (7) dwelling units per acre where centralized water and sewer is available.

Light Industrial (LI) land use category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Principal uses in the LI category include but are not limited to light assembly and manufacturing, packaging, processing, storage and warehousing.

The subject site is within an Industrial Situational Compatibility Zone. Per FLUE Policy 3.2.30, sites within such zones are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

The proposed amendment would provide additional LI designated land abutting and adjacent to an existing industrial area. The small scale amendment to take 2.24 acres from LDR to LI would support real estate market flexibility for industrial uses. Analysis of the surrounding area demonstrates that the land could be suitable for industrial development and would continue the existing industrial land use pattern. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5, 1.1.21, 3.2.1, and 3.2.30.

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.

### **Neighborhood Action Plan**

The subject site is located within the boundaries of the King Soutel CRA Neighborhood Action Plan. While the NAP does not make any specific recommendations for the subject site, it does include the Kings Road Corridor design guidelines and how they promote architectural and site design standards that enhance the overall aesthetic appearance of the corridor to promote the redevelopment and reinvestment of the Kings Road Corridor. The proposed amendment is consistent with the LI land use surrounding the site, however the new light industrial development should provide consistency with the corridor guidelines when project development begins.

### **Vision Plan Consistency**

The application site lies within the boundary of the Northwest Vision Plan. The property is located in the suburban zone, identified in the plan. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed infill redevelopment promotes a use consistent with abutting and surrounding uses and does not intrude into the existing nearby neighborhoods. Therefore, the amendment is consistent with the Vision Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

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 to LI 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 LAND UTILIZATION MAP**

