

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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August 17, 2023

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, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-417/Application No. L-5791-23C

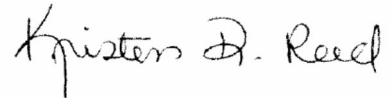
Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-417 on August 17, 2023.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	5-0 APPROVE
Alexander Moldovan, Chair	Aye
Ian Brown, Vice-Chair	Aye
Jason Porter, Secretary	Absent
Marshall Adkison	Absent
Daniel Blanchard	Aye
David Hacker	Aye
Morgan Roberts	Aye

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a large initial 'K'.

Kristen D. Reed, AICP
Chief of the Community Planning Division
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 – August 11, 2023

Ordinance/Application No.: 2023-417 / L-5791-23C

Property Location: 6624 and 6634 Pickettville Road between I-295 and Lane Avenue

Real Estate Number(s): 004357-0010 (a portion of), 004358-0000

Property Acreage: 5.19 Acres

Planning District: District 5, Northwest

City Council District: District 10

Applicant: Ann Broudy

Current Land Use: Low Density Residential (LDR) 5.19 acres

Development Area: Suburban Development Area

Proposed Land Use: Light Industrial (LI)

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

Proposed Zoning: Industrial Light (IL)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The adjacent land to the west and south of 6634 and to the south of 6624 have land use categories of IL. The owner of 6634 Pickettville and 6624 Pickettville would like to switch 6634 and about 2 acres of 6624 to match the IL land use of the adjacent property to the west and south for business. The owner would re-parcel the 6624 property, keeping the house and approximately 1 acre residential (near the road) and request rezone on the remaining 2 acres of vacant land south of the house.

BACKGROUND

The 5.19-acre subject site is located on the south side of Pickettville Road, east of I-295 and on the west side of Kenny Drive. According to the City’s Functional Highways Classification Map, Pickettville Road is a collector roadway.

The subject site currently includes a single-family dwelling with vacant land. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Low Density Residential (LDR) to Light Industrial (LI) to allow for industrial uses. A companion rezoning has been filed and is pending concurrently with the land use amendment, via Ordinance 2023-418, to change the zoning district of the site from Residential Low Density-60 (RLD-60) to Industrial Light (IL).

Light Industrial (LI) is the dominant land use surrounding and abutting the application site to the west and south. However, Low Density Residential (LDR) is also adjacent to the site as well. More specific uses along with the current zoning districts are listed below. While the site is not within an industrial overlay zone, the Industrial Situational Compatibility zone wraps around the west and south boundary of the amendment site.

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 Low Density Residential (LDR)
 Zoning: Industrial Light (IL) and Residential Low Density-60 (RLD-60)
 Property Use: Single-family dwellings, vacant land

South: Land Use: LI and LDR
 Zoning: IL and RLD-60
 Property Use: Office, Open Storage, Service Garage, Warehouse, vacant

East: Land Use: LDR
 Zoning: RLD-60
 Property Use: Single-family dwellings

West: Land Use: LI
 Zoning: IL
 Property Use: Service garage

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-5791-23C

Development Analysis	
Development Boundary	Suburban Area

Development Analysis		
Roadway Frontage Classification / State Road	Collector Roadway – Pickettville Road	
Plans and/or Studies	Northwest Vision Plan	
Site Utilization	Current: Vacant	Proposed: Truck Business with parking and repair
Land Use / Zoning	Current: LDR/RLD-60	Proposed: LI/IL
Development Standards for Impact Assessment	Current: 5 DU / Acre	Proposed: 0.4 FAR
Development Potential	Current: 25 SF DU	Proposed: 90,430 sq. ft.
Net Increase or Decrease in Maximum Density	Decrease of 25 SF DU	
Net Increase or Decrease in Potential Floor Area	Increase of 90,430 sq. ft.	
Population Potential	Current: 66 People	Proposed: 0 People
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zone E	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium, and High	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	204 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	Well	
Potential Water Impact	Decrease of 3,376 gpd	
Sewer Provider	Septic	
Potential Sewer Impact	Decrease of 2,532 gpd	
Potential Solid Waste Impact	Increase of 215 tpd	
Drainage Basin/Sub-basin	Trout River/Sixmile Creek Reach	
Recreation and Parks	No	
Mass Transit Access	N/A	
Natural Features		
Elevations	21 to 35 feet above mean sea level	
Land Cover	1100: Residential, low density	
Soils	51; Pelham Fine Sand and 63: Sapelo 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 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).

According to the availability letter, dated April 5, 2023, there is no JEA water or sewer mains within $\frac{1}{4}$ mile of this property. According to Florida Statutes 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. The applicant should contact the Florida Department of Environmental Protection for additional information.

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 $\frac{1}{2}$ 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 5.19 acres and is accessible from Pickettville Rd, a collector 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 236 daily trips. If the land use is amended to allow for this proposed LI development, this will result in 440 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in 204 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	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	25 SF DUs	T = 9.43 (X)	236	0	236
				Existing Scenario Total		236
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	90,430 SF	T = 4.87 (X) / 1000	440	0	440
				Proposed Scenario Total		440
				Proposed Net New Daily Total		204

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

Schools

The proposed amendment does not include a residential component, the site will generate 0 residential units. 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, medium 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.

Evacuation Zone

The subject site does not have a proposed residential component, however it is within Evacuation Zone E. Due to there being no residential component to the proposed development, the land use application was not routed to the City’s Emergency Preparedness Division (EPD) for review and comment.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 27, 2023, 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 July 31, 2023. Other than the applicant no members of the public were present.

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 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 1.1.7 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 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. 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.

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 1.2.8 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.

Policy 3.1.12 The City shall, through Land Development Regulations and land use category descriptions, require higher density residential development and supporting commercial uses to locate on or near arterial or collector roads used for mass transit routes and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

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 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. The maximum gross density in the Urban and Suburban Areas shall be 7 units/acre when centralized potable water and wastewater services are available to the site.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The proposed amendment is located on a collector roadway, which is required for supporting commercial uses. This ensures an efficient use of the site with a good transportation system. Therefore, the amendment is consistent with Policy 3.1.12.

The proposed amendment would provide additional LI designated land abutting and adjacent to existing industrial areas to the south and west. The small-scale amendment to take 5.19 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. Additionally, the site is accessible from Pickettville Road, a road that currently serves light industrial uses. Therefore, the amendment to LI is consistent with FLUE Goal 1, Objective 3.2, and Policies 1.1.7, 1.1.21, and 3.2.1.

The applicant indicated in the application that the site would not be served by JEA water and sewer. According to Florida Statutes 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. The applicant should contact the Florida Department of Environmental Protection for additional information. The amendment is not consistent with FLUE 1.2.8.

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 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 uses. Therefore, the amendment fulfills the intent the Vision Plan.

Strategic Regional Policy Plan

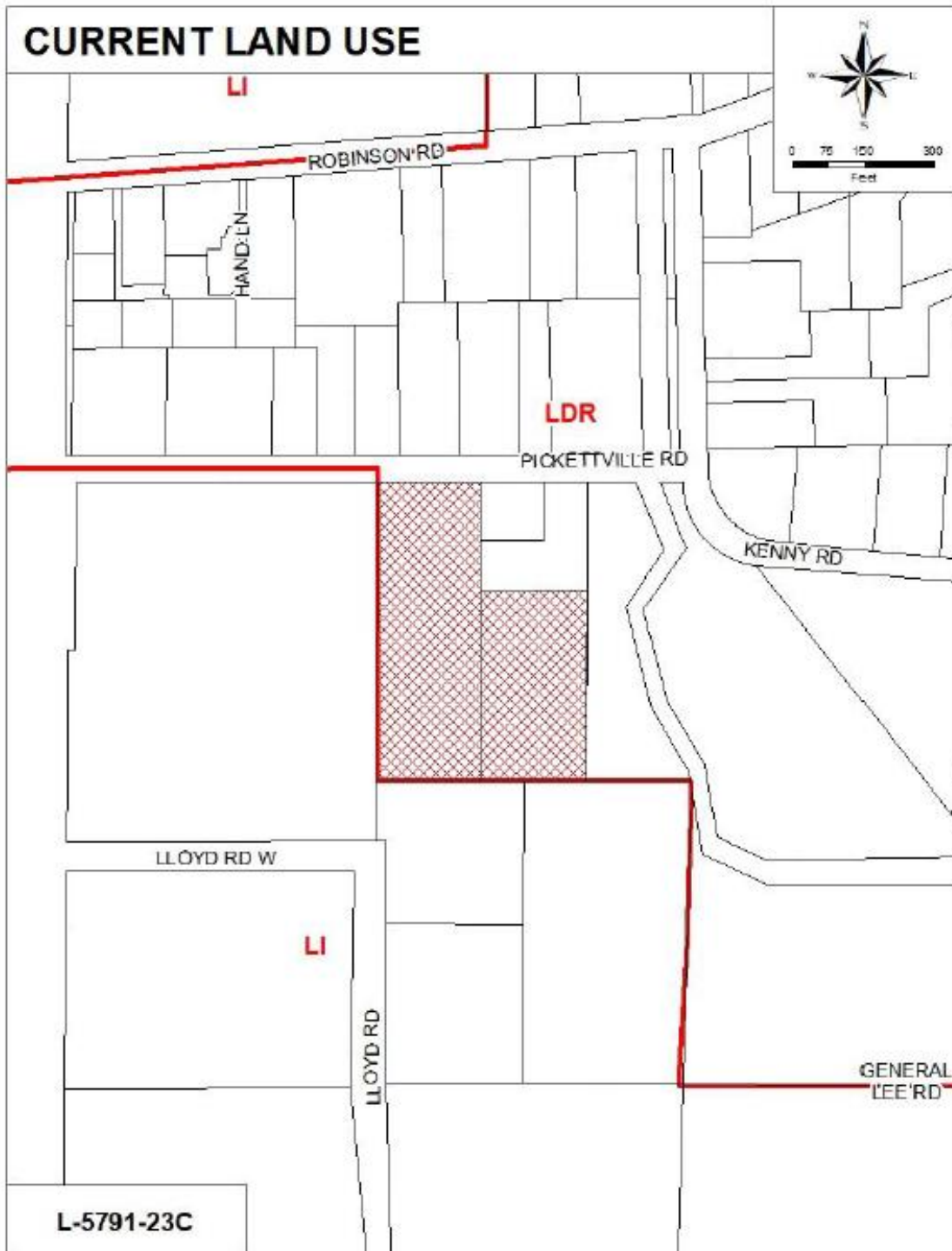
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

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 northwest 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.

CURRENT LAND USE AMENDMENT MAP



LAND UTILIZATION MAP

