

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – February 14, 2025**

**Ordinance/Application No.:** 2025-053 / L-6006-24C

**Property Location:** 11915 New Kings Road, East of New Kings Road and North of Dunn Avenue

**Real Estate Number(s):** 003820-0125

**Property Acreage:** 3.61 acres

**Planning District:** District 6, North

**City Council District:** District 8

**Applicant:** Steve Diebenow, Esq.  
Driver, McAfee, Hawthorne and Diebenow, PLLC

**Current Land Use:** Community/General Commercial (CGC)

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

**Current Zoning:** Commercial Community/General-1 (CCG-1)

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

**Development Boundary:** Suburban Area

**RECOMMENDATION: APPROVE**

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

The applicant seeks this land use amendment to match the land use to the land directly to the east.

**BACKGROUND**

The 3.61 acre subject site is located along the east side of New Kings Road, a FDOT principal arterial roadway, approximately ¾ mile north of Dunn Avenue, a minor arterial roadway. The site is currently vacant. The applicant is proposing a Future Land Use Map (FLUM) amendment to the FLUE of the 2045 Comprehensive Plan from Community/General Commercial (CGC) in the Suburban Development Area to Light Industrial (LI). The applicant is also proposing a companion rezoning from Commercial

Community/General - 1 (CCG-1) to Industrial Light (IL). The companion rezoning application is pending concurrently with this application, pursuant to Ordinance 2025-054.

The subject site abuts LI to the east and is adjacent to other LI designations. LI is the predominant land use category for this section of New Kings Road. Other land use categories along New Kings Road include CGC, Multi-Use (MU) and small portions of Low Density Residential (LDR) and Agriculture (AGR).

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

North: Land Use: AGR and MU

Zoning: Planned Unit Development (PUD)

Property Use: Jacksonville Electric Authority power-lines and Residential

South: Land Use: LI and CGC

Zoning: Residential Rural-Acre (RR-Acre), PUD, Industrial Light (IL) and Industrial Business Park (IBP)

Property Use: Single-Family Residential, building trade contractors, and warehousing/distribution

East: Land Use: LI, LDR, AGR, and MU (*Westport Regional Activity Center, pursuant to FLUE Policy 4.3.4 which allows for a mix of residential, commercial, and office uses*)

Zoning: PUD

Property Use: Undeveloped and Single-Family Residential

West: Land Use: LI and CGC

Zoning: Commercial Community/General-2, Industrial Business Park (IBP), PUD and IL

Property Use: Warehouse/Storage, Auto Auction, and Jacksonville Electric Authority powerlines

## **IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

### **Impact Assessment Baseline Review**

<b>Development Analysis (3.61 acres)</b>	
Development Boundary	Suburban Area
Roadway Frontage Classification / State Road	New Kings Road (FDOT Principal Arterial)

<b>Development Analysis (3.61 acres)</b>		
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Vacant Commercial	Proposed: Light Industrial Uses
Land Use / Zoning	Current: CGC/CCG-1	Proposed: LI/IL
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 15 DU/Acre	Proposed: 0.4 FAR
Development Potential	Current: Scenario 1: 55,038.6 sqft Scenario 2: 54 DU	Proposed: 62,900.64 sqft
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Decrease of 54 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase 7,862.04 sqft Scenario 2: Increase of 62,900.64 sqft	
Population Potential	Current: Scenario 1: N/A Scenario 2: 126 People	Proposed: Scenario 1: N/A Scenario 2: N/A
<b>Special Designation Areas</b>		
Aquatic Preserve	NO	
Evacuation Zone	Zone C	
Airport Environment Zone	300' Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	NO	
Cultural Resources	NO	
Archaeological Sensitivity	LOW	
Historic District	NO	
Coastal High Hazard	NO	
Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	DISCHARGE - NO	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: No net new daily trips Scenario 2: No net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	

<b>Development Analysis (3.61 acres)</b>	
Potential Water Impact	Scenario 1: Decrease of 474.93 gallons per day Scenario 2: Decrease of 12,690 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 356.2 gallons per day Scenario 2: Decrease of 9,517.5 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase 106.93 tons per year Scenario 2: Decrease of 140.4 tons per year
Drainage Basin/Sub-basin	Trout River/Trout River – Stream & Thomas Creek
Recreation and Parks	5,700 feet away from Dinsmore Boat Ramp
Mass Transit Access	Stop 3113 – Dunn Avenue & New Kings Road
<b>Natural Features</b>	
Elevations	18-19 feet
Land Cover	1100: Residential, low density - less than 2 dwelling units/acre
Soils	51: Pelham Fine Sand
Flood Zones	NO
Wetlands	NO
Wildlife (applicable to sites greater than 50 acres)	N/A

**Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated November 18, 2024. According to the letter, there are water and sewer connection points available for the site. A 16-inch water main and a 6-inch force main are located within the New Kings Road right-of-way.

Future Land Use Element

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

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or

wastewater are not available subject to compliance the following provisions:

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

### **Transportation**

The subject site is 3.61 acres and is located at 11915 New Kings Road (US 1), which is a FDOT principal arterial roadway. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 4. The applicant proposes to change the existing land use from Community General Commercial (CGC) to Light Industrial (LI).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with the 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 1,259 and 364 daily trips depending on the scenario. If the land use is amended to allow for this proposed LI development, this will result in 108 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is zero 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 and FDOT to determine if a traffic operational analysis is needed.

**Table A  
Trip Generation Estimation Scenarios**

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
CGC	822	55,036.6 SF	$T = 54.45(X) / 1000$	2,997	1,738	1,259
<b>Total Trips for Existing Land Use- Scenario 1</b>						<b>1,259</b>
Current Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
CGC - MDR	220	54 MF DUs	$T = 6.74 (X)$	364	0	364
<b>Total Trips for Proposed Land Use- Scenario 2</b>						<b>364</b>
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LI	110	62,900.64 SF	$T = 4.87 (X) / 1000$	108	0	108
<b>Total Trips for Proposed Land Use- Scenario</b>						<b>108</b>
<b>Scenario 1 Difference in Daily Trips</b>						<b>(1,151)</b>
<b>Scenario 2 Difference in Daily Trips</b>						<b>(256)</b>

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

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low 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 1.2.2 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.

#### **Airport Environment Zones**

##### Height and Hazard Zone

The site is located within the 300-foot Height and Hazard Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

#### Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the

U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on February 3, 2025, the required notices of public hearing signs were posted. Thirteen (13) 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 February 3, 2025. No members of the public attended to speak on the proposed amendment.

**CONSISTENCY EVALUATION**

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

Future Land Use Element (FLUE)

*Development Area*

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

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate

choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

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

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

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

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

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.

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

Objective 1.6      The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

Goal 3              To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.2      Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.1        The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Property Rights Element (PRE)

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

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

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

Policy 1.1.2

The following rights shall be considered in local decision making:

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

According to the Future Land Use Element (FLUE), Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods to reduce the number of Vehicle Miles Traveled. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

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. Principal uses include, but are not limited to, Light assembly and manufacturing; Packaging; Processing; Manufacturing of paints, enamels and allied products; Concrete batching plants; Storage/warehousing; and Distribution. Site access to roads classified as a collector or higher is preferred.

The applicant is proposing a change from CGC to LI to allow for light industrial uses. The site abuts a FDOT principal arterial roadway, New Kings Road, making this a preferred location for light industrial uses. Surrounding the subject site and abutting the site on the east are other properties in the Light Industrial (LI) land use category. The proposed amendment would allow for the development of industrial uses along a principal arterial road, where light industrial uses dominate along the corridor helping to sustain the viability of the existing light industrial area and providing for a compatible land development pattern while allowing redevelopment on an underutilized parcel, consistent with FLUE Goals 1 and 3, Objective 3.2, and Policies 1.1.21, 1.1.22, and 3.2.1.

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated November 18, 2024. According to the letter, there are water and sewer connection points available for the site. A 16-inch water main and a 6-inch force main are located within the New Kings Road right-of-way. Connection to water and sewer for the project should provide consistency with FLUE Policy 1.2.8.

The proposed small-scale amendment would increase the amount of industrial designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property has full urban services and is considered infill redevelopment. Thus, the proposed amendment is consistent with FLUE Objectives 1.1 and 1.6, as well as Policy 1.1.21.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Vision Plan**

The application site lies within the boundary of the North Jacksonville Shared Vision and Master Plan. The plan does not identify specific recommendations for the subject site. The focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed infill of undeveloped property promotes a use consistent with abutting and surrounding uses and does not intrude into the existing residential located to the east. 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:

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

The proposed amendment would allow for the re-development of a property, and therefore, allow for an additional infill development opportunity, consistent with Policy 4 of the Strategic Regional Policy Plan.

**CURRENT LAND USE MAP**

