

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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September 3, 2020

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2020-0477/Application No. L-5390-19C**

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 2020-0477 on September 3, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>7-0 APPROVE</b>

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

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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**

### **Small-Scale Future Land Use Map Amendment – August 28, 2020**

**Ordinance/Application No.:** 2020-477 / L-5390-19C

**Property Location:** 6607 Old Kings Road, located between Old Kings Road and Soutel Drive

**Real Estate Number(s):** 003459-0210

**Property Acreage:** 0.95 of an acre

**Planning District:** District 5, Northwest

**City Council District:** Council District 10

**Applicant:** Eric J. Almond, PE

**Current Land Use:** LDR

**Proposed Land Use:** LI

**Development Area:** Suburban

**Current Zoning:** RR-Acre

**Proposed Zoning:** PUD

**RECOMMENDATION:** **Approve**

#### **APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

The current land use does not support the proposed use of the surrounding property ownership in the LI land use category.

#### **BACKGROUND**

The subject site consists of 0.95 of an acre and is located on the east side of Old Kings Road and between Old Kings Road and Soutel Drive. According to the Functional Highway Classification System Map, Old Kings Road is a minor arterial road. The site is also located in the Suburban Development Area, Planning District 5, and Council District 10. Additionally, the land use amendment site is located within the boundaries of the Northwest Jacksonville Vision Plan, the KingSoutel Community Redevelopment Area (CRA), the KingSoutel Overlay Zoning District, and the KingSoutel Corridor Neighborhood Action Plan (NAP) area. According to the Master Site Files, the site consists of an old farmhouse/single-family home, the J. E. Picket House (DU09214) and

the Picket dairy farm barn (DU09215). However, all structures of the property were removed and the property is now vacant.

The applicant is requesting to change the land use category from Low Density Residential (LDR) to Light Industrial (LI) on 0.95 of an acre on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. A companion rezoning is pending concurrently with this application for change from Rural Residential-Acre (RR-Acre) to Plan Unit Development (PUD) pursuant to Ordinance 2020-478.

The area surrounding the amendment site consists of single-family dwellings, vacant land and open storage for trucks in the LDR and LI land use categories. Several land use amendments from LDR to LI have been processed in the immediate area including 2002-212-E for 16.46 acres to the south across Soutel Drive, 2009-663-E for 6.16 acres of land abutting the north property line of the amendment site and 2019-722-E for 2.8 acres to the west across Old Kings Road. The larger area has also undergone similar amendments,

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

North: Land Use: LI and Community/General Commercial (CGC)

Zoning: PUD, (Commercial Community/General-1 (CCG-1), and RR-Acre

Property Use: Truck open storage, Convenience store, Mobile homes and Single-family homes

South: Land Use: LDR and LI

Zoning: RR-Acre, Industrial Light (IL)

Property Use: Vacant land and Pasture land

East: Land Use: LDR and LI

Zoning: RR-Acre and PUD

Property Use: Single-family residential, Truck open storage and Vacant land

West: Land Use: LDR, LI and CGC

Zoning: RR-Acre, and IL

Property Use: Truck open storage and Vacant land, Single family

## **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 - Application Number L5444-20C

<b>Development Analysis</b> 0.95 of an acre		
Development Boundary	Suburban Development Boundary	
Roadway Frontage Classification / State Road	Old Kings Road – Minor Arterial Road	
Plans and/or Studies	Northwest Jacksonville Vision Plan, KingSoutel CRA, KingSoutel Overlay Zoning District, and KingSoutel Corridor NAP	
Site Utilization	Current: Vacant	Proposed: Truck storage
Land Use / Zoning	Current: LDR / RR-Acre	Proposed: LI / PUD
Development Standards for Impact Assessment	Current: 5 Single family dwelling units / Acre	Proposed:0.40 FAR
Development Potential	Current: 5 Single family dwelling units	Proposed: 16,553 sq. ft. of Industrial space
Net Increase/Decrease in Maximum Density	Decrease of 5 single family dwelling units	
Net Increase/Decrease in Potential Floor Area	Increase of 16,533 sq. ft. of industrial space	
Population Potential	Current: 13 people	Proposed: 0 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	Master site files: J. E. Picket House (DU09214) and J. E. Picket Dairy Farm (DU09215)	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0” – 4” recharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Increase of 35 new net daily trips	

<b>Development Analysis</b> 0.95 of an acre	
Potential Public School Impact	None
Water Provider	JEA
Potential Water Impact	Decrease of 739.8 gallons/day
Sewer Provider	Private Septic System
Potential Sewer Impact	Decrease of 548.1 gallons/day
Potential Solid Waste Impact	Increase of 38.314 tons/year
Drainage Basin/Sub-basin	Trout River Basin and Sixmile Creek Sub-basin
Recreation and Parks	Home Gardens Park
Mass Transit Access	No bus service at this location
<b>Natural Features</b>	
Elevations	20 feet above mean sea level
Land Cover	1100 – Residential Low Density
Soils	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).

According to the JEA letter provided with the companion rezoning application there is an existing 16-inch water main within the Old Kings Road right-of-way approximately 20 linear feet south of the property but there is not a sewer main within ¼ mile of the subject site. The applicant has indicated that the site will be served by a private septic system. According to the companion rezoning site plan, the subject site will only be used for open storage for trucks. There will be no need for an on-site septic system.

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.

### **Transportation**

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in an increase of 35 net new daily external trips. The Transportation memo is on file with the Planning Department. 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 (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the 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 Old Kings Road, a 2-lane undivided arterial facility between Soutel Drive and Plummer Road. The proposed development will not have any significant impacts on the external roadway network.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

According to the Master Site Files, the site consists of an old farmhouse/single-family home, the J. E. Picket House (DU09214) and the Picket dairy farm barn (DU09215).

### **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.

### **Aquifer Recharge**

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element –



Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

#### IE-AR

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

### **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on August 18, 2020. 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 August 17, 2020 by Zoom for the adoption of the small-scale land use amendment. Other than the applicant no members of the public were at the meeting.

### **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 the proliferation of urban sprawl through implementation of regulatory programs,

intergovernmental coordination mechanisms, and public/private coordination.

- Policy 1.1.5      The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
  - B. Addresses outdated development patterns;
  - C. Provides for sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.11      Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- 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 1.1.24      The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.
- 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** 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.

**Policy 3.2.7** The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

**Objective 6.3** 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.

### **Recreation and Open Space Element**

**Policies 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.

### **Infrastructure Element, Sanitary Sewer Element (IE-SS)**

**Policy 1.2.3** The City shall not permit septic tanks for the disposal or discharge of industrial wastes.

According to the Category Description within the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development.

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.

According to the JEA letter dated July 29, 2020, there is a 16-inch water main within the Old Kings Road right-of way 20 feet south of the property. However, the closest sewer line is 1,700 feet south of the subject site. In accordance with IE-SS Policy 1.2.3 and Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. While the LI land use permits a variety of uses that may result in industrial wastes, the LI land use category also includes uses that would not produce toxic or

hazardous industrial wastes. The Florida Department of Health reviews and issues septic system permits in accordance with these requirements.

The larger extended area surrounding the application site is mostly in the LI land use category. The abutting property located to the north is used for open storage and the land use change to LI for this site will be added to the operation of the northern adjacent site. Changing the land use of the subject site to LI is compatible with the surrounding industrial land use areas. This amendment will also promote potential development in an industrial area and is a logical extension of the existing LI land use. This achieves FLUE Goal 3, Objectives 3.2 and 6.3 and Policies 3.2.1, and 3.2.7.

The proposed amendment from LDR to LI is located along a minor arterial road which supports the use of industrial development. The subject site is also considered infill development surrounded by other industrial lands. Therefore, the proposed LI is consistent with FLUE Objective 1.1, Policies 1.1.11 and 1.1.24.

In addition, the proposed amendment site would have a positive impact on the need for industrial land uses to support the increase in development of nearby warehouses near the Pritchard Road and Interstate 295 interchange. The proposed amendment to LI for truck storage would serve the existing warehouse areas. Therefore, the amendment provides consistencies with FLUE Policies 1.1.5 and 1.1.21.

Development of the site will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space for non-residential developments in the Suburban Development Areas.

### **KingSoutel Crossing CRA**

The subject site is located within the boundary of the "Old Kings District" of the KingSoutel Crossing Community Redevelopment Area (CRA). The KingSoutel Crossing CRA was enacted in 2008, pursuant to Ordinance 2006-591-E. It was established to jumpstart housing, retail and commercial development in an underserved, but budding area in Northwest Jacksonville.

The KingSoutel CRA Committee met on July 30, 2020 and reviewed the proposed amendment. The Committee discussed their concerns regarding landscaping along Old Kings Road and the potential of increased job opportunities. It was stated that the site plan for the application site will comply with the landscape requirements of the zoning code. In addition, the trucking facility will complement the increased warehousing in the area thereby providing increased job opportunities.

It was rendered that the land use amendment would increase the tax increment for the CRA and therefore the CRA Committee voted to recommend approval for the land use change from LDR to LI.

### **Northwest Jacksonville Vision Plan**

The subject property is located within the boundaries of what is identified as the Suburban Area of the Northwest Vision Plan (September 2003). While the Vision Plan does not specifically address the industrial areas throughout the district, the Plan calls for connections between areas as a way to accommodate new growth. The subject site creates a cohesive Light Industrial area with the abutting and nearby parcels allowing for infill with a consistent use. The Plan recommends strategies to improve the visual appearance of corridors with landscaping, street trees, gateways, signs and secondary street connections. These methods should be considered in reviewing the companion PUD rezoning. Therefore, the proposed land use amendment is compatible with the Northwest Vision Plan.

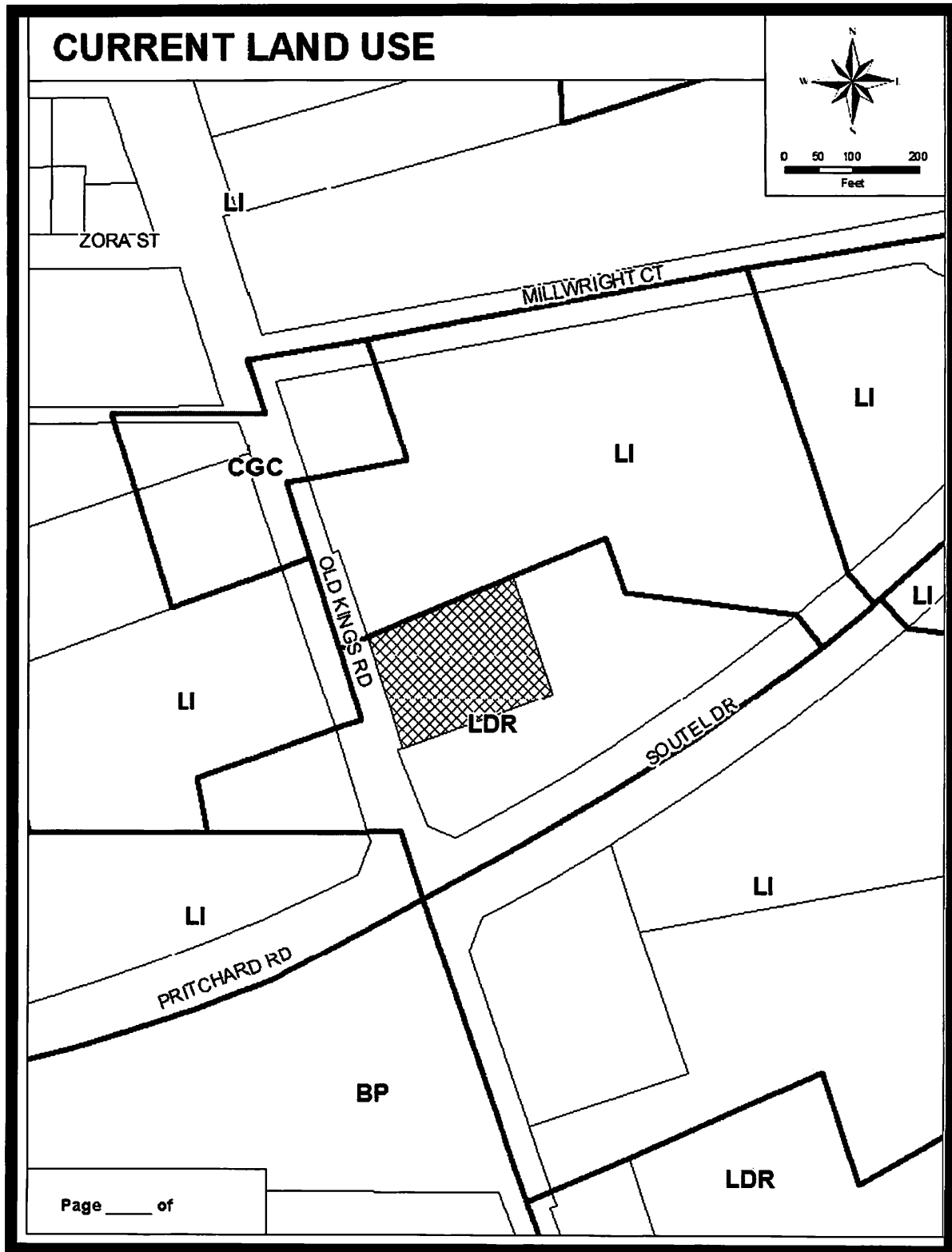
### **Strategic Regional Policy Plan**

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 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 SITE AND CURRENT LAND USE MAP



## CURRENT LAND UTILIZATION MAP

