

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

City Hall at St. James  
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Jacksonville, FL 32202  
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January 7, 2021

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

**RE: Planning Commission Advisory Report / Ordinance No. 2020-715/Application No. L-5485-20C**

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 2020-715 on January 7, 2021.

P&DD Recommendation

APPROVE

PC Issues:

At the meeting two individuals attended to express their opposition based on the incompatibility of industrial traffic on Woodley Road, the potential for increased noise and stacking of shipping containers and proximity to residences along Murray Estates Lane.

The Planning Commission discussed the fact that the amendment site is located a reasonable distance from the residential uses located on Murray Estates Lane.

**PC Vote:**

**6-0 APPROVE**

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Aye

Alan Brown

Aye

Alexander Moldovan

Absent

Jason Porter

Aye

Planning Commission Report  
January 7, 2021  
Page 2

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 – December 31, 2020**

**Ordinance/Application No.:** 2020-715 / L-5485-20C

**Property Location:** 7641 Woodley Road; between New Kings Road (US 1) and Woodley Road

**Real Estate Number(s):** 002520 0020, a portion of

**Property Acreage:** 1.00 Acre

**Planning District:** District 6, North

**City Council District:** District 7

**Applicant:** Danielle Schatz, Seastop, LLC

**Current Land Use:** Agriculture-4 (A G R-4)

**Development Area:** Suburban

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

**Current Zoning:** Agriculture (AGR)

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

***RECOMMENDATION: APPROVE***

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

We would like to expand our business.

**BACKGROUND**

The applicant proposes a future land use map amendment from Agriculture-4 (A G R-4) to Light Industrial (LI) and a rezoning from Agriculture (AGR) to Industrial Light (IL) to expand their current outdoor storage business. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-716.

The amendment site is a portion of a larger parcel that is used for outdoor storage. While the larger parcel is designated LI, the subject 1.0 acre portion of the larger parcel is currently designated A G R-4. The land use amendment would unify the parcel with one common land use designation and allow the current open storage business to expand on this portion of the parcel. The site would be accessed from the larger parcel which fronts Woodley Road, a local roadway.

The surrounding area of the property includes mostly light industrial uses such as, open storage and warehousing, along with some single family residential uses and undeveloped land. Further north of the site is the Northwood Regional Activity Center (RAC) Multi-Use (MU) Area. This MU area is currently undeveloped but allows a mix of commercial, office, industrial and residential uses. Further east of the site across New Kings Road is the Westport RAC MU Area. This MU Area is also currently undeveloped but allows mix of commercial, office, industrial and residential uses.

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

North: Land Use: AGR-4, L I, M U  
 Zoning: AGR, IL, PUD  
 Property Use: undeveloped, open storage, Northwood RAC Multi-Use Area-currently undeveloped

South: Land Use: L I, AGR-4  
 Zoning: I L, AGR  
 Property Use: open storage, single-family residential, undeveloped

East: Land Use: LI  
 Zoning: IL  
 Property Use: open storage, warehouse

West: Land Use: AGR-4  
 Zoning: AGR  
 Property Use: undeveloped, single-family residential

**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</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Woodley Road – Local Roadway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped portion of a larger property	Proposed: Light Industrial Uses- expansion of existing business

<b>Development Analysis</b>		
Land Use / Zoning	Current: AGR-4 / AGR	Proposed: LI / IL
Development Standards for Impact Assessment	Current: 1 dwelling unit / 2.5 acres	Proposed: 0.40 FAR
Development Potential	Current: No dwelling units	Proposed: 17,424 sq. ft.
Net Increase or Decrease in Maximum Density	Not Applicable	
Net Increase or Decrease in Potential Floor Area	17,424 sq. ft. Net Increase	
Population Potential	Current: Not applicable	Proposed: Not Applicable
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500-foot Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	86 net new daily trips	
Potential Public School Impact	Not applicable	
Water Provider	JEA	
Potential Water Impact	Increase of 630.75 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 473.06 gallons per day	
Potential Solid Waste Impact	Increase of 54.01 tons per year	
Drainage Basin/Sub-basin	Trout River / Thomas Creek	
Recreation and Parks	No	
Mass Transit Access	Route 81 1.2 miles south of site – Dunn Avenue and New Kings Road	
<b>Natural Features</b>		
Elevations	0-29 feet	
Land Cover	1400: Commercial and services	

<b>Development Analysis</b>	
Soils	51: Pelham fine sand, 0 to 2 percent slopes; 63: Sapelo fine sand, 0 to 2 percent slopes;
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 land use amendment application, the site will be served by JEA for both water and sewer. The JEA Availability letter provided by the applicant dated November 17, 2020 identifies that no water main abuts this property. A water main extension would be required from the existing 16-inch water main within the New Kings Road right-of-way, approximately 2,400 feet south of the site. Additionally, no sewer main abuts this property. A sewer main extension will be required from the existing 6-in force main approximately 2,400 feet south of this property within the New Kings Road right-of-way.

In accordance to Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. 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 Planning and Development Department completed a transportation analysis and determined that the proposed amendment will result in 86 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Department.

### 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.

Subject site is accessible via Woodley Road, a 2-lane undivided roadway which is currently not functionally classified. Annual traffic volumes are not maintained for this roadway.

**Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 500 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 2.5 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.

**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.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on December 11, 2020, 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 November 30, 2020. No one from the public was in attendance.



## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)**

- 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 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.
- 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. Plan and have an adverse impact on adjoining or nearby uses. Consider office and high density residential development as a viable alternative in land use reviews.

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.

According to the Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses.

The L I Future Land Use Category is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial on residential areas such as noise, odor, toxic chemicals and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

The applicant is proposing a future land use map amendment from Agriculture-4 (AGR-4) to Light Industrial (L I) to allow for the expansion of the existing open storage business of the property.

The area immediately surrounding the proposed amendment includes open storage and warehouse uses on property to the east and single family residential uses and undeveloped AGR-4 land to the immediate west. Additionally, the proposed amendment to the land use category of L I would extend the existing L I designated area to include the subject site which is part of a larger parcel currently designated L I and used for open storage. The proposed L I land use designation is compatible with the surrounding warehousing, open storage and industrial uses and is a logical extension of the abutting light industrial uses. The land use change will promote industrial development and continue to promote the viability of an industrial use in the City achieving consistency with FLUE Goal 1, Objective 3.2, and Policies 3.2.1, and 3.2.7.

The amendment provides for additional LI designated land in order to allow for open storage in an area that has the capacity to support such use. While FLUE Table L-20 identifies sufficient industrial land uses, the proposed land use amendment proposing a change of a 1.0 acre parcel to light industrial use would have minimal impact on the overall provision of industrial designated lands. Additionally, characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

In accordance with Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. According to the land use amendment application and the JEA Availability Letter provided by the applicant dated November 17, 2020, the site can be served by JEA for both water and sewer providing consistency with FLUE Policy 1.2.9.

### **Vision Plan**

The subject site is located in the Master Planned Communities area of the North Jacksonville Vision Plan. These areas are intended to provide a sustainable development pattern allowing for people to live and work. Surrounding the larger site area are a number of multi-use communities entitled for a mix of uses including industrial, commercial, office and recreational uses. The proposed amendment will continue to support the combination of uses of the surrounding communities that is encouraged within the boundaries of the North Jacksonville 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 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**  
**FIELD / LOCATION / CURRENT LAND USE MAP**

