

**PROPOSED SMALL-SCALE
FUTURE LAND USE MAP (FLUM) AMENDMENT**



OVERVIEW

ORDINANCE: # 2018-609

APPLICATION: L-5310-18C-5-10

APPLICANT: DAN BOSWELL

PROPERTY LOCATION: 0 SOUDEL DRIVE; ON THE NORTH SIDE OF SOUDEL DRIVE, BETWEEN OLD KINGS ROAD AND PICKETT DRIVE.

Acreeage: 3.36

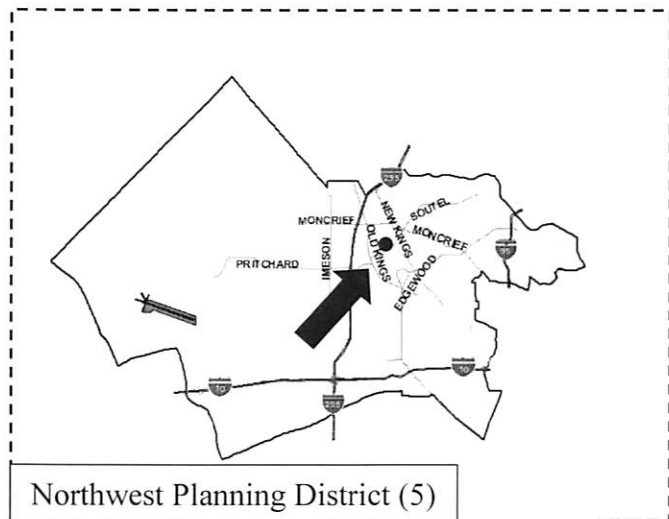
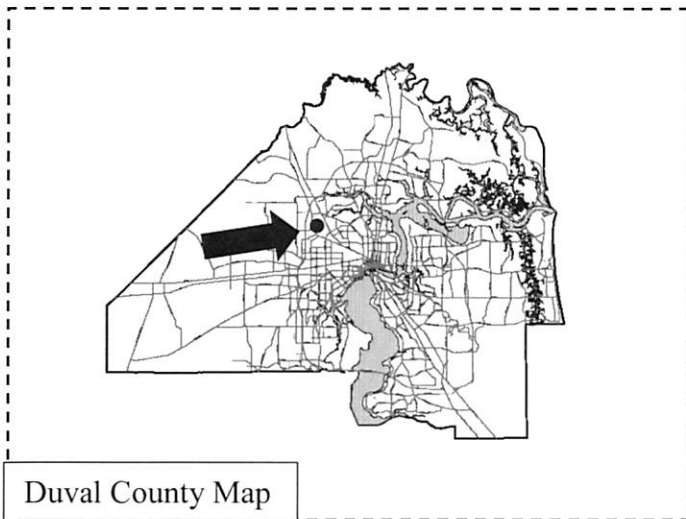
Requested Action:

	Current	Proposed
LAND USE	LDR	LI
ZONING	RR-Acre	IL

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	LI	17 DU (5 DU/Acre)	N/A	N/A	58,545 Sq. Ft. (0.4 FAR)	Decrease 17 DU	Increase 58,545 Sq. Ft.

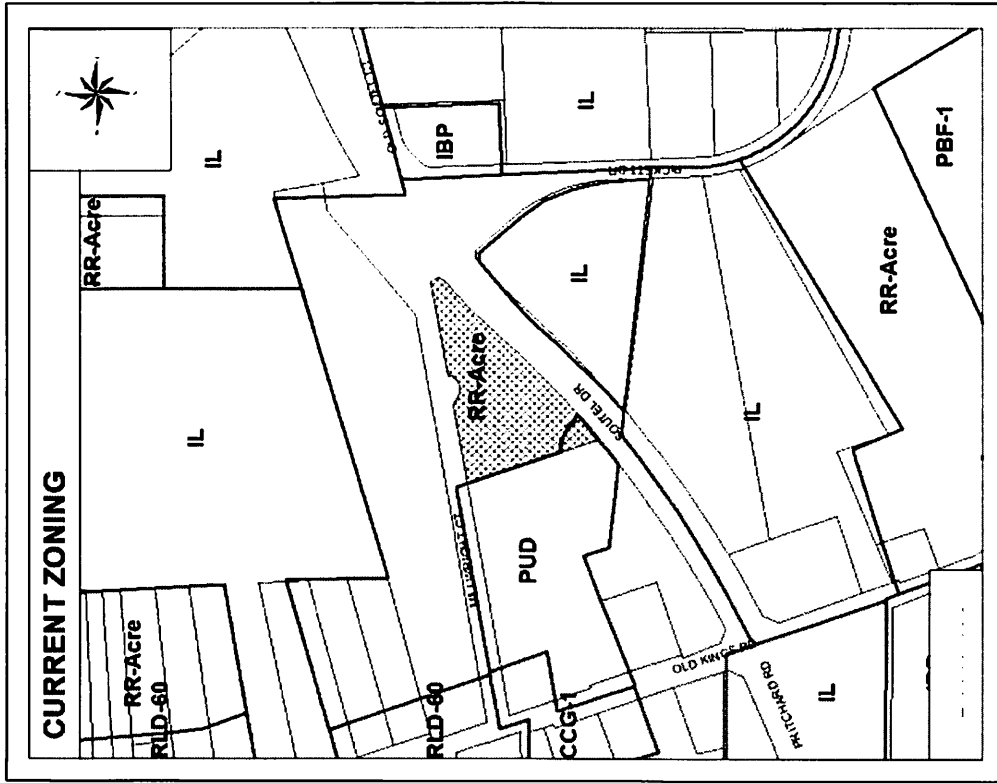
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



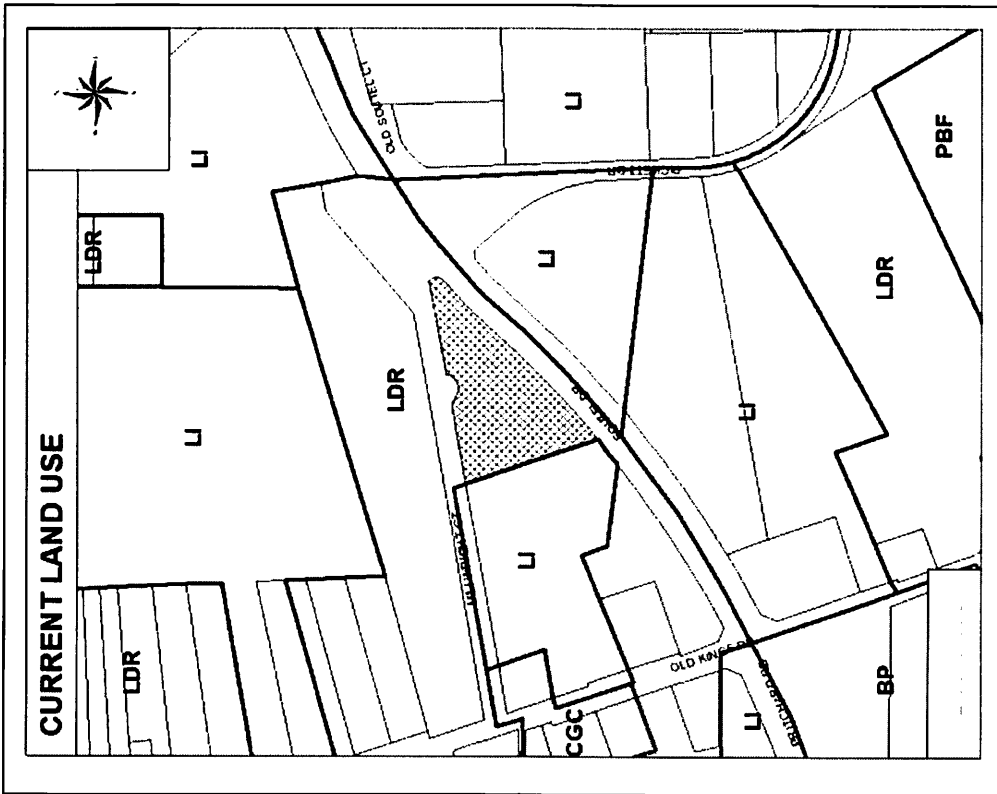
DUAL MAP

SMALL SCALE LAND USE APPLICATION L-5310-18C



Current Zoning District(s): Rural Residential - Acre(RR-Acre)

Requested Zoning District(s): Industrial Light (IL)



Existing FLUM Land Use Categories: Low Density Residential (LDR)

Requested FLUM Land Use Category: Light Industrial (LI)

ANALYSIS

Background:

The 3.36 acre subject site on the north side of Soutel Drive is currently vacant and is located in Council District 10, Planning District 5 and within the boundaries of the Northwest Vision Plan. The site has a unique triangular shape and is located north of Soutel Drive, which is classified as a minor arterial road.

The applicant proposes a future land use map amendment from Low Density Residential (LDR) to Light Industrial (LI) and a rezoning from Residential Rural-Acre (RR-Acre) to Industrial Light (IL) for property within the Suburban Development Area. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-610. The purpose of the land use amendment is to develop the site as a truck storage facility similar to the one on the abutting property.

Much of the surrounding area has either a LI or LDR land use designations with uses such as: single-family homes, vacant land, and vehicle storage. The predominant land use category in the area along this portion of Soutel Drive is Light Industrial (LI).

Historically, the area surrounding the site has been converted from LDR to the LI land use category. The parcel abutting the subject site to the west was changed from LDR to LI, pursuant to Ordinance 2009-0663-E. The parcel to the south of the proposed amendment was changed from LDR to LI, pursuant to Ordinance 2012-0631-E. The parcel to the southwest was changed from LDR to LI, pursuant to Ordinance 2002-0212-E. Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 12, Attachment A – Existing Land Utilization Map.

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

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR, LI	RR-Acre, IL	Residential
South	LI	IL	Vacant
East	LI	IL, IBP	Church, truck parking
West	LI	PUD	Truck parking

The proposed amendment does not include a residential component. Therefore, school capacity will not be impacted.

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.

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 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.

Infrastructure Element (Sanitary Sewer Sub-Element)

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

Policy 1.2.5 Existing septic tanks for estimated wastewater flows exceeding 600 gallons per day (gpd) shall connect to the collection system of a regional utility company provided that a facility abuts or is within 50 feet of the property.

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
 - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
 - b. 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. Commercial (above 600 gpd)
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
 - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
 - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

- c. Each lot is a minimum of 1 acre unsubmerged property.
- d. Alternative (mounded) systems are not required.

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.

Policy 1.2.11 Continue to deny development orders or permits until the applicant has demonstrated compliance with applicable federal, state and local requirements for wastewater collection and disposal, and potable water treatment and distribution.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 248 net new daily external trips. 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

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 9.

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 (2018) 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 9 is 0.85.

Soutel Drive is the first functional classified facility that would be impacted by the proposed development. This roadway segment between Old Kings Road and New Kings Road is a 4-lane divided arterial facility, which has a maximum daily capacity of 34,020 vpd. Soutel Drive is expected to operate at a V/C ratio of 0.40 with the inclusion of the additional traffic from this land use amendment.

Archaeological Sensitivity

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

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Industrial Zones

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

Future Land Use Element

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

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

IMPACT ASSESSMENT

[L-5310-18C]

DEVELOPMENT ANALYSIS		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	730 Feet of Frontage; Minor arterial road	
Plans/Studies	KingSoutel CRA	
	CURRENT	PROPOSED
Site Utilization	Vacant	Truck/ Semi-Trailer Parking
Land Use/Zoning	LDR/RR-Acre	LI/IL
Development Standards For Impact Assessment	5 Dwelling units/Acre	0.4 FAR
Development Potential	17 Dwelling Units	58,545 Square Feet
Population Potential	45 People	0 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone		X
Industrial Preservation Area	Situational Compatibility	
Cultural Resources		X
Archaeological Sensitivity		X-Low
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
PUBLIC FACILITIES		
Potential Roadway Impact	248 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease in 2137.0 gallons/day	
Sewer Provider	Septic	
Potential Sewer Impact	Decrease in 1603.0 gallons/day	
Potential Solid Waste Impact	Increase of 139.89 tons/year	
Drainage Basin / Sub-Basin	Trout River / Sixmile Creek Reach	
Recreation and Parks	J. Gardner "Nip" Sams Memorial park	
Mass Transit	No Bus Service	

NATURAL FEATURES	
Elevations	20 to 23 feet above mean sea level
Land Cover	1900 – Open land (Urban)
Soils	51- Pelham Fine San, 0 to 2 percent slopes
Flood zone	N/A
Wetlands	N/A
Wildlife (sites greater than 50 acres)	N/A

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 10, 2018, the required notice of public hearing signs were posted. Twelve (12) 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's Information Meeting was held on September 17, 2018. No members of the public were present.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives, and Policies of the 2030 Comprehensive Plan:

Future Land Use Element:

- 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.
- Policy 3.2.30** The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.
- Policy 3.2.32** Where there is not an adopted neighborhood plan and/or study recommending the contrary, areas identified on the Industrial Preservation Map (Map L-23) as Industrial Sanctuary shall not be converted to non-industrial land uses.
- Policy 4.1.8B** The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.
- 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 (ROSE):

Policy 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.

Comprehensive Plan Analysis

According to the FLUE, the current land use, LDR in the Suburban Area, is intended to provide for low density residential development including: single family and multi-family dwellings.

According to the FLUE, the proposed land use category, LI, is a category which is intended to provide for industrial developments which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Principal uses for light industrial include but are not limited to: light assembly and manufacturing, packaging; processing; Storage/warehousing and Transportation terminals. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the Downtown Investment Authorities (DIA's) jurisdictional boundaries.

Currently the subject site is vacant. However, it is surrounded by industrial uses along Soutel Drive. The property located to the southeast is used for truck storage and abutting the subject site to the west is open storage. Changing the land use of the subject site to LI is a compatible land use category based on the surrounding industrial area and due to its location within the "Industrial Situational Compatibility" zone. This achieves FLUE Objectives 3.2 and 6.3 and Policies 3.2.1, 3.2.7, 3.2.30, and 3.2.32.

KingSoutel Crossing CRA

The subject site is located within the boundaries of the KingSoutel Crossing Community Reinvestment 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.

Northwest 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. The property owner should consider these methods during the development phase of the property due to its location on

Soutel Drive. The proposed land use amendment is not inconsistent 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.

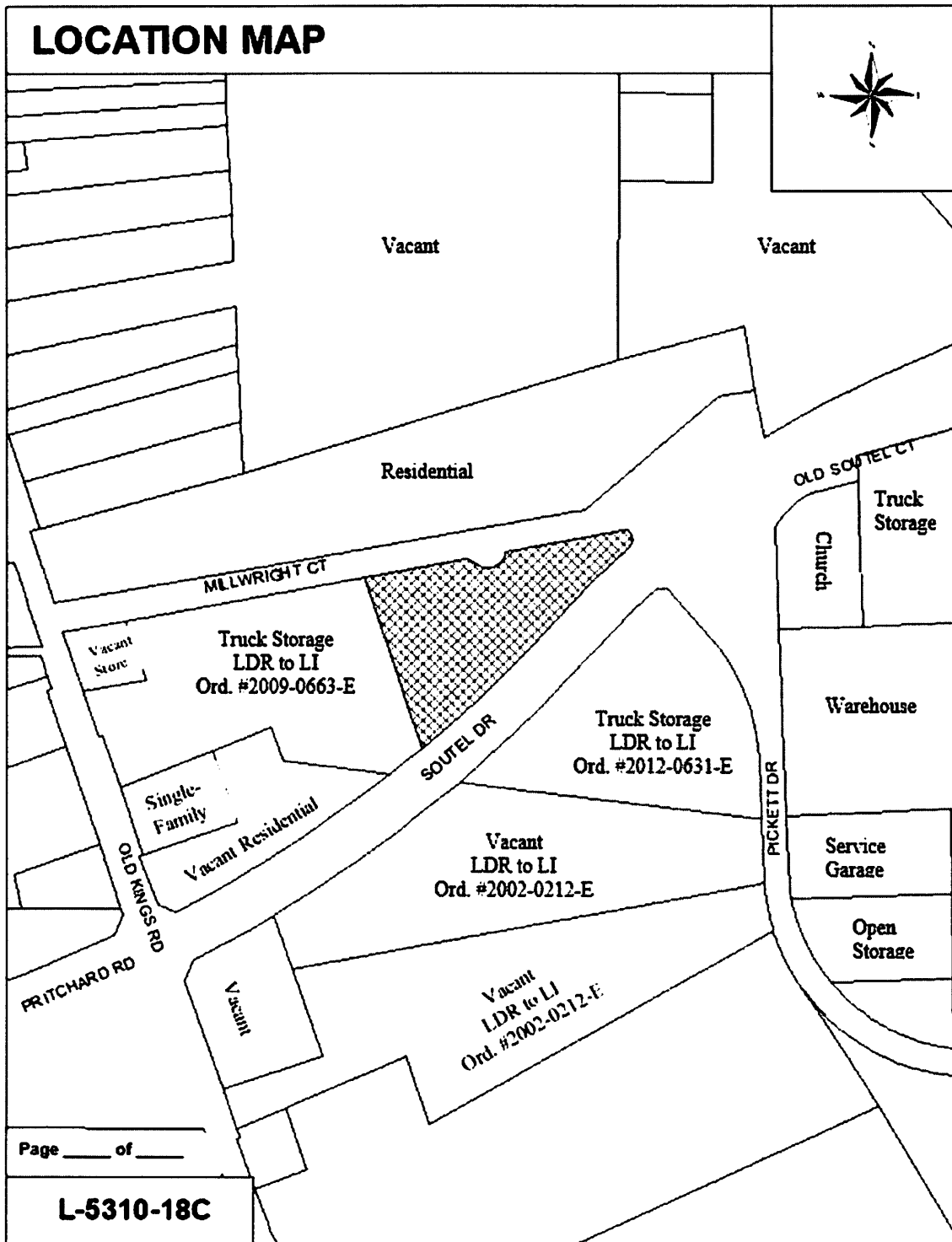
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Policy Plan.

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida


Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

MEMORANDUM

DATE: September 6, 2018

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister 
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5310-18C

The proposed project identified in Land Use Amendment L-5310-18C is located on the north side of Soutel Drive and east of Old Kings Road in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Light Industrial (LI) on approximately 3.36 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allow for 5-single family dwelling units per acre, resulting in a development potential of 17 residential homes (ITE Land Use Code 210) which could generate 160 daily vehicular trips. The proposed LI land use category development impact assessment standards allows for 0.4 FAR per acre, resulting in a development potential of 58,545 SF of light industrial/manufacturing uses (ITE Land Use Code 110) which could generate 408 daily vehicular trips. This will result in a net increase of 248 daily vehicular trips if the land use is amended from LDR to LI, as shown in Table A.

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility 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 9.

ATTACHMENT B (cont.)

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	17 SF DUS	T = 9.44 (X)	160	0.00%	160
Total Section 1						160
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
LI	110	58,545 SF	T = 6.97 (X) / 1000	408	0.00%	408
Total Section 2						408
Net New Daily Trips						248

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

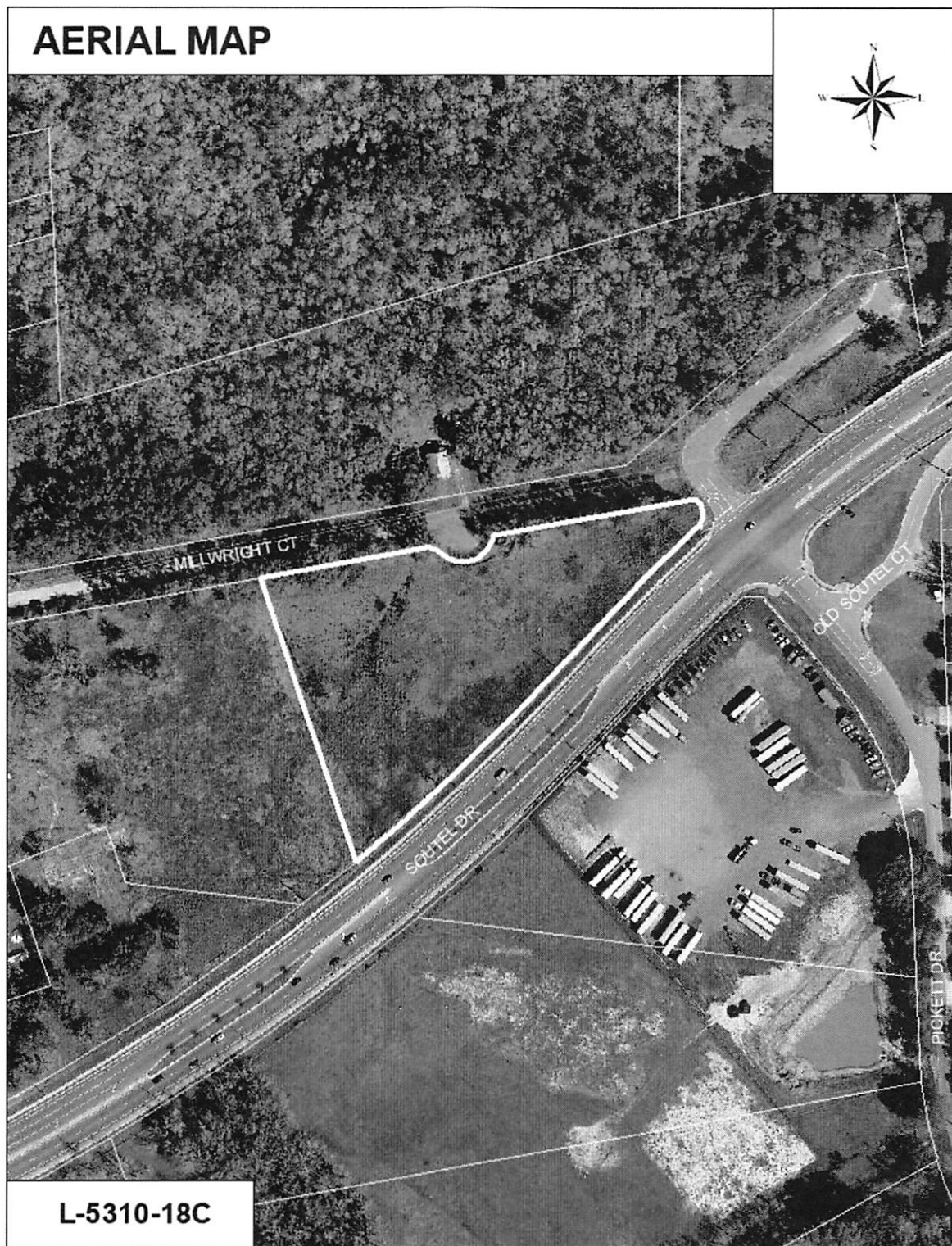
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The result of the V/C ratio analysis for the overall Mobility Zone 9 is 0.85.

Soutel Drive is the first functional classified facility that would be impacted by the proposed development. This roadway segment between Old Kings Road and New Kings Road is a 4-lane divided arterial facility, which has a maximum daily capacity of 34,020 vpd. Soutel Drive is expected to operate at a V/C ratio of 0.40 with the inclusion of the additional traffic from this land use amendment.


ATTACHMENT C

Aerial Photo:



ATTACHMENT D

Land Use Amendment Application:

 APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN			
Date Submitted:	8-3-2018	Date Staff Report is Available to Public:	09-28-2018
Land Use Adoption Ordinance #:	2018-609	Planning Commission's LPA Public Hearing:	10-04-2018
Rezoning Ordinance #:	2018-610	1st City Council Public Hearing:	10-09-2018
JPDD Application #:	L-5310-18C	LUZ Committee's Public Hearing:	10-16-2018
Assigned Planner:	Chris Schoenig	2nd City Council Public Hearing:	10-23-2018

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information: DAN BOSWELL 4014 RANIE ROAD JACKSONVILLE, FL 32218 Ph: 9044767993 Fax : 9047660477 Email: DANCOSWELL@YAHOO.COM	Owner Information: GARY GILDER SOUTEL 1 INC. 2107 NEW BERLIN ROAD JACKSONVILLE, FL 32218 Ph: 9044656731
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DESCRIPTION OF PROPERTY

Acres: 3.36 Real Estate #(s): 003459 0102 Planning District: 5 Council District: 10 Development Area: SUBURBAN AREA Between Streets/Major Features: OLD KINGS ROAD and PICKETT DRIVE	General Location: NORTH SIDE OF SOUTEL DRIVE AND EAST OF OLD KINGS ROAD Address: 0 SOUTEL DR
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LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT LAND
Current Land Use Category/Categories and Acreage:
LDR 3.36

Requested Land Use Category: LI **Surrounding Land Use Categories:** LDR,LI
Applicant's Justification for Land Use Amendment:
PROPERTY OWNER PLANS TO SEE SITE DEVELOPED SIMILAR TO LI PROPERTIES IMMEDIATELY TO THE WEST AND IMMEDIATELY SOUTH OF THE PROPOSED SITE. THE SITE WOULD BE PRINCIPALLY USED FOR PARKING SEMI-TRAILERS AND TRUCKS SIMILAR PROPERTIES TO THE WEST, SOUTH AND EAST. A GREEN SCREENING WOULD BE USED TO PROVIDE VISUAL BARRIER TO THE ONLY LDR PROPERTY SURROUNDING THE PROPOSED SITE. SITE ACCESS WOULD BE ONLY FROM AN EXISTING DRIVEWAY DIRECTLY NORTH OF MEDIAN CUT TURNING LANE ON SOUTEL DRIVE.

UTILITIES
Potable Water: JEA **Sanitary Sewer** SEPTIC

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
RR-Acre 3.36

Requested Zoning District: IL

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>