



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

**OVERVIEW**

**ORDINANCE: # 2019-156**

**APPLICATION: L-5365-19C-5-9**

**APPLICANT:** EMILY PIERCE, ESQ.

**PROPERTY LOCATION:** 0, 1316, & 1324 State Street West; 0 Brady Street; 0, 1339, & 1315 Union Street West, between State Street West and Union Street West

**Acreeage:** 1.74

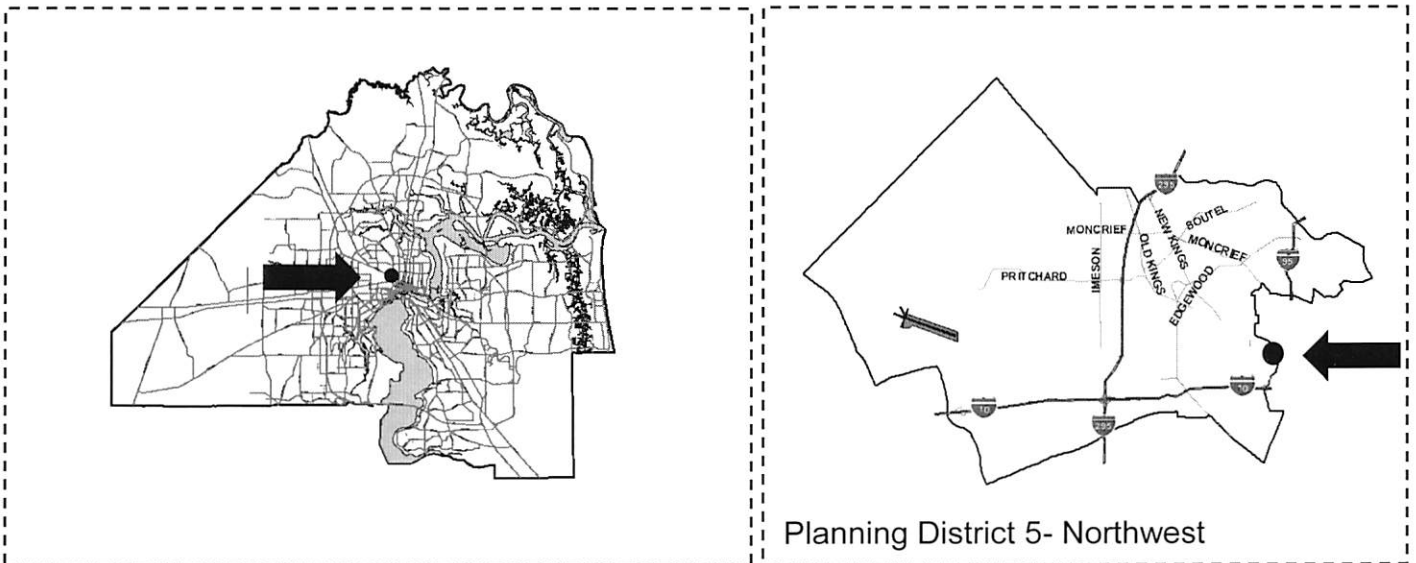
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>MDR</b>	<b>LI</b>
<b>ZONING</b>	<b>RMD-A</b>	<b>IL</b>

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
MDR	LI	26 DU (15 DU/Acre)	N/A	N/A	30,318 Sq. Ft. (0.4 FAR)	Decrease of 26 DU	Increase of 30,318 Sq. Ft.

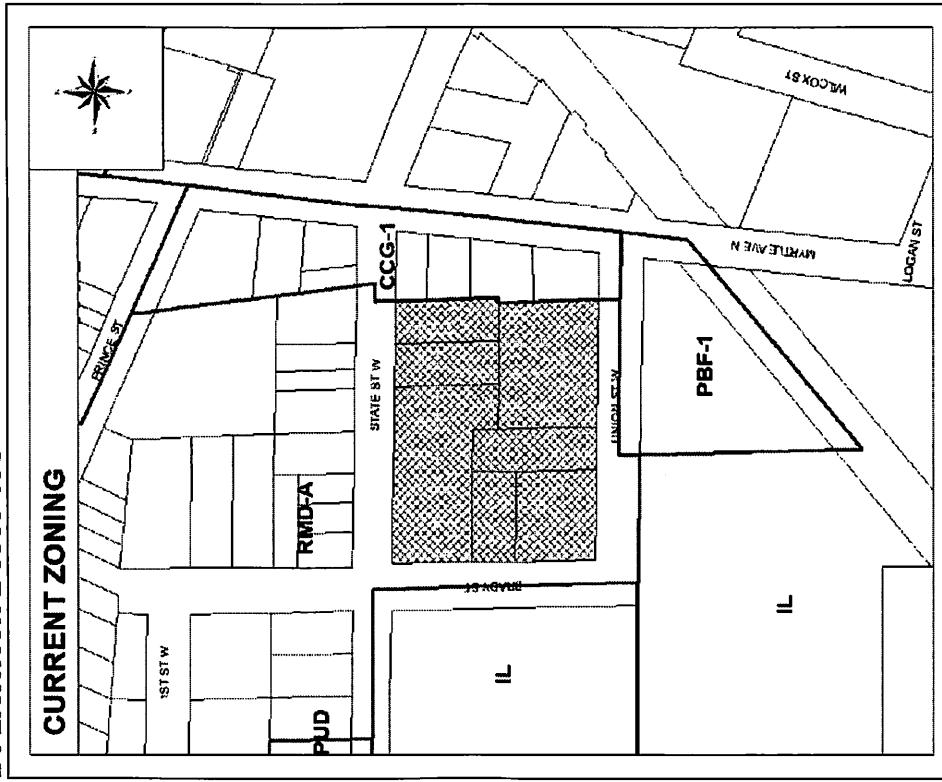
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**

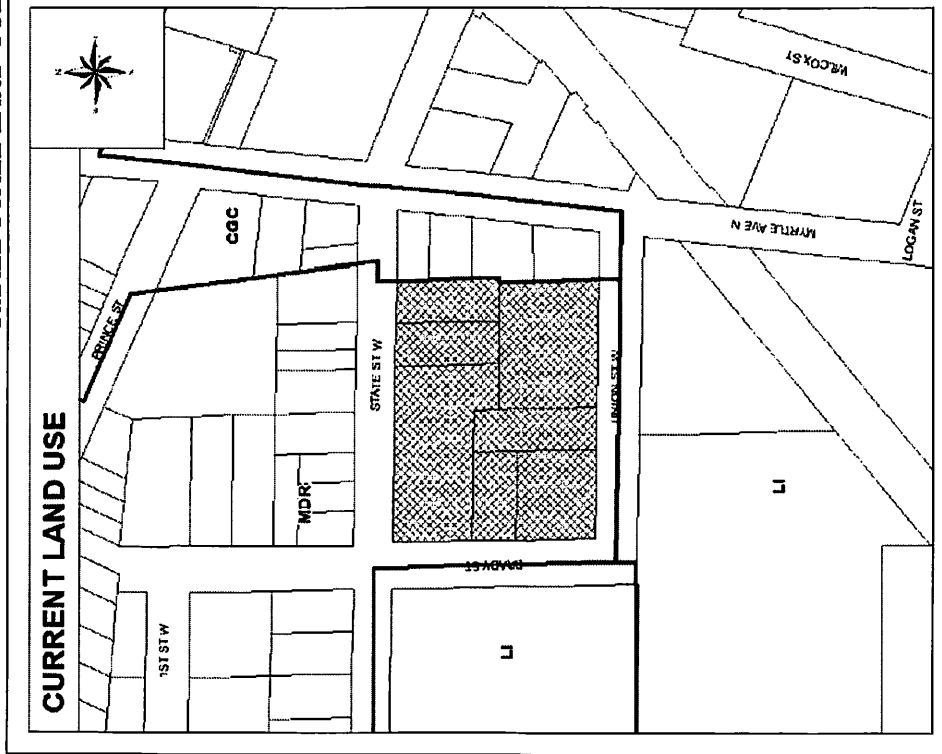


# DUAL MAP

## SMALL SCALE LAND USE APPLICATION L-5365-19C



**Current Zoning District(s):** Residential Medium Density-A (RMD-A)  
**Requested Zoning District(s):** Industrial Light (IL)



**Existing FLUM Land Use Categories:** Medium Density Residential (MDR)  
**Requested FLUM Land Use Category:** Light Industrial (LI)

# ANALYSIS

## Background:

The 1.74 acre subject property is located along the east side of Brady Street between State Street West and Union Street West; all local roads. The property is located within the Urban Priority Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Planning District 5 and Council District 9.

The subject site is presently vacant with a land use designation of Medium Density Residential (MDR). The applicant has proposed a future land use map amendment from MDR to Light Industrial (LI) and a rezoning from Residential Medium Density-A (RMD-A) to Industrial Light (IL) to allow for the site to be used as a truck turn-around area and parking lot for the adjacent Load King facility, an existing industrial site. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2019-157.

In 2001, a portion of the current Load King Facility, located across Brady Street from the subject site was approved for a land use amendment from MDR to LI (2001-506-E). The area surrounding the subject site to the west and south is designated as LI. There are some commercially designated properties located to the east of the subject site, along Myrtle Avenue. There is also a residential neighborhood located to the north and northwest of the subject site.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on the Existing Land Utilization Map (See Attachment A). The adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	MDR	RMD-A	Single Family, Multi-family, & Vacant Residential
South	LI	PBF-1 & IL	Community Center, Light Manufacturing & Vacant industrial
East	CGC & LI	CCG-1 & IL	Commercial, S-Line/Cemetery Park, Light Industrial /Warehousing, & Vacant Industrial
West	LI & MDR	IL & RMD-A	Light Manufacturing & 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.

### **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).

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated February 14, 2019. The letter states that the subject site has access to centralized sewer and water adjacent to the property, consistent with FLUE Policy 1.2.9.

### **Infrastructure Element**

#### **Sanitary Sewer Sub-Element**

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

### **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 21 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

Objective 2.4 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. 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 10.

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 10 is **0.42**.

Union, Brady or Union Streets provide direct access to the subject site. These roads are local facility which are not functionally classified and annual traffic counts are not maintained by the City of Jacksonville.

### **Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zone for Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500', 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.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification	local	
Plans/Studies	Northwest Vision Plan & Kings/Beaver Street NAP	
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Industrial
Land Use/Zoning	MDR/RMD-A	LI/IL
Development Standards For Impact Assessment	15 DU/Acre	0.4 FAR
Development Potential	26 DU	30,318 Sq. Ft.
Population Potential	61 people	n/a
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	500 ft. Herlong Recreational Airport	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
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:	X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	21 Net new daily trips	
Potential Public School Impact	n/a	
Water Provider	JEA	
Potential Water Impact	Decrease of 5012 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 3759 gallons per day	
Potential Solid Waste Impact	Increase of 26.38 tons per year	
Drainage Basin / Sub-Basin	Upstream of Trout River/McCoy's Creek	
Recreation and Parks	Cemetery Park	
Mass Transit	Rt. 12	
<b>NATURAL FEATURES</b>		
Elevations	24'-27'	
Land Cover	1400 - Commercial and services	
Soils	69 - Urban Land	
Floodzone	No	
Wetlands	No	
Wildlife (sites greater than 50 acres)	N/a	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on March 15, 2019, the required notice of public hearing signs were posted. Fifty-six (56) 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 March 18, 2019. There were no members from the public to speak on the proposed amendment.



## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

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

#### Future Land Use Element:

- 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 1.2.9 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.

**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 3.2.17** The City shall, require the Land Development Regulations to include incentives for new industry to locate in the form of industrial parks, centers, etc., in areas shown for industrial use on the Future Land Use Map series. Allow light industry to locate as a supporting use in mixed use PUD's outside areas designated for industrial use when the locational criteria and other provisions of this element, and all applicable development regulations are met.

**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.

The subject site currently has a Medium Density Residential (MDR) land use designation. According to the Future Land Use Element (FLUE), MDR in the Urban Priority Area is intended to provide compact medium to high density mixed use development.

The applicant is proposing a land use change from MDR to Light Industrial (LI). According to the FLUE, LI in the Urban Priority Area is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas, such as noise, odor, toxic chemical and industrial wastes.

The subject site is located along the east side of Brady Street and is bounded by State Street W, to the north, and Union Street W to the south. The subject site has access to full urban services, and would be considered an infill location to allow for the expansion of the existing business located to the west and south of the subject site. The proposed amendment results in a logical extension of LI to the south and west, is compatible with the CGC to the east, and supports the viability of new and existing businesses. As such, the proposed amendment is in consistent with FLUE Goal 3, Objective 6.3 and Policies 1.1.22, 3.2.7, and 3.2.17.

The proposed change to LI would serve as an expansion of the existing LI uses to the west and south of the subject site; strengthening the existing industrial presence in the corridor and enhancing the non-residential viability of the area. The amendment to LI, to accommodate the expansion of the Load King facility, is therefore consistent with Goal 3, Objective 3.2, and Policy 3.2.1 of the Future Land Use Element.

A JEA availability letter has been provided for the subject site as part of the companion rezoning application, dated February 14, 2019. The letter states that the subject site has access to centralized sewer and water adjacent to the property, consistent with FLUE Policy 1.2.9.

The subject site is located within the boundaries of the Kings Road/Beaver Street Neighborhood Action Plan (NAP). The proposed amendment has been reviewed for consistency with the NAP, below, in accordance with FLUE Policy 4.1.8B.

### **Neighborhood Action Plan (NAP)**

The subject site located within the boundaries of the Kings Road/Beaver Street NAP. The proposed rezoning is part of the Load King Manufacturing expansion. Load King is mentioned throughout the NAP as a key employer within the study area and the expansion of the facility is considered a major redevelopment activity which is expected to generate new jobs for the area. The NAP states that the area bounded by State Street, Brady Street, Union Street and Myrtle Avenue should be rezoned from RMD-A to IL and the land use should be amended LI to allow for the expansion of the Load King facility. The proposed amendment is consistent with these recommendations.

### **Vision Plan**

The subject site is located within the boundaries of the Northwest Jacksonville Vision Plan. The Vision Plan states that according to residents, the biggest issue facing this district is a weak economic base, and as such one of the highest priorities residents have suggested is to increase quality jobs and development within the area. The proposed amendment is part of an expansion of an existing industrial business that is considered a key employer within its neighborhood. The proposed expansion would create potential growth and employment opportunities, identified as needed by the Vision Plan. Therefore, the proposed amendment is consistent with the Northwest Jacksonville Vision Plan.



### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Goal 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.

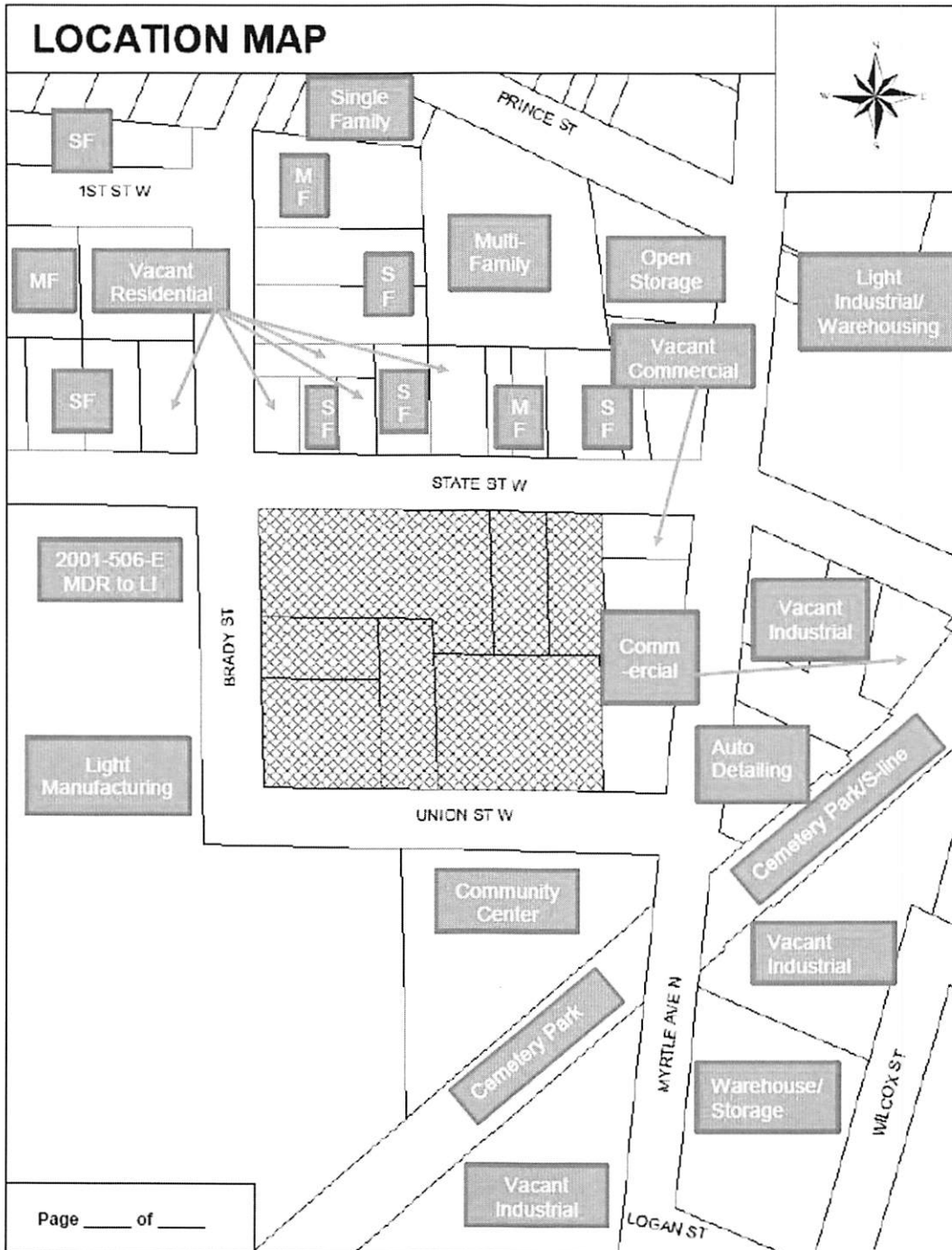
The proposed land use amendment promotes an environment that is conducive to the expansion of existing business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

### **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:

A trip generation analysis was conducted for Land Use Amendment L-5365-19C, located west of Myrtle Avenue, north of Union Street, south of State Street, and east of Brady Street in the Urban Priority Development Area of Jacksonville, Florida. The subject site includes multiple parcels and has an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Light Industrial (LI) development on approximately 1.74 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> 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 MDR land use category development impact assessment standards allows for 15 multi-family dwelling units per FAR per acre, resulting in a development potential of 26 multi-family units (ITE Code 220) which could generate 190 daily vehicular trips. The proposed the LI land use category allows for 0.4 FAR per acre resulting in a development potential 30,318 SF industrial space (ITE Land Use Code 110), generating 211 new daily vehicular trips. This will result in 21 net new daily vehicular trips if the land use is amended from MDR to LI, as shown in Table A.

**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
MDR	220	26 MFDUs	T = 7.32 (X)	190	0.00%	190
<b>Total Section 1</b>						<b>190</b>
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	30,318 SF	T = 6.97 (X) / 1000	211	0.00%	211
<b>Total Section 2</b>						<b>211</b>
<b>Net New Daily Trips</b>						<b>21</b>

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

## **ATTACHMENT B (cont)**

### **Additional Information:**

Objective 2.4 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. 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 10.


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 10 is **0.42**.

Union, Brady or Union Streets provide direct access to the subject site. These roads are local facility which are not functionally classified and annual traffic counts are not maintained by the City of Jacksonville.

# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
Date Submitted:	1-31-19	Date Staff Report is Available to Public:	03-29-2019
Land Use Adoption Ordinance #:	2019-156	Planning Commission's LPA Public Hearing:	04-04-2019
Rezoning Ordinance #:	2019-157	1st City Council Public Hearing:	04-09-2019
JPDD Application #:	L-5365-19C	LUZ Committee's Public Hearing:	04-16-2019
Assigned Planner:	Krista Fogarty	2nd City Council Public Hearing:	04-23-2019
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> EMILY PIERCE ROGERS TOWERS, P.A. 1301 RIVERPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: 9043983911 Fax: 9043960663 Email: EPIERCE@RTLAW.COM		<b>Owner Information:</b> CHARLES CHUPP LKJ LAND TRUST 1357 W BEAVER STREET JACKSONVILLE, FL 32203	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acres:</b> 1.74 <b>Real Estate #(s):</b> 075498 0000 075499 0000 075507 0000 075501 0000 075506 0000 075508 0000 075509 0000 <b>Planning District:</b> 5 <b>Council District:</b> 9 <b>Development Area:</b> URBAN PRIORITY AREA <b>Between Streets/Major Features:</b> STATE STREET WEST and UNION STREET WEST		<b>General Location:</b> SOUTH SIDE OF STATE ST W, WEST OF BRADY ST, NORTH OF UNION ST <b>Address:</b> 1324 STATE ST W 0 & 1316 STATE ST WEST, 0 BRADY ST, 0, 1339 & 1315 UNION ST WEST	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT <b>Current Land Use Category/Categories and Acreage:</b> MDR 1.74			
<b>Requested Land Use Category:</b> LI		<b>Surrounding Land Use Categories:</b> CGC,LI,MDR	
<b>Applicant's Justification for Land Use Amendment:</b> TO BE USED AS PARKING AND TRUCK TURN-AROUND AREA FOLLOWING THE EXPANSION OF LOAD KING FACILITY.			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> JEA		<b>Sanitary Sewer:</b> JEA	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> RMD-A 1.74			
<b>Requested Zoning District:</b> IL			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coi.net/luzap/">http://maps.coi.net/luzap/</a>			

# ATTACHMENT D

Aerial:

