

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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July 1, 2022

The Honorable Terrance Freeman, President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2022-344/Application No. L-5670-22C**

Dear Honorable Council President Freeman, Honorable Council Member and LUZ Chairman Carrico 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 2022-344 on June 23, 2022.

P&DD Recommendation                      APPROVE  
PC Issues:                                      None  
**PC Vote:                                      8-0 APPROVE**

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

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

*Kristen D. Reed*

Kristen D. Reed, AICP  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – June 3, 2022**

**Ordinance/Application No.:** 2022-344 / L-5670-22C

**Property Location:** North side of Zoo Parkway, between the Jacksonville Zoo and the Broward River

**Real Estate Number(s):** 111060 1000

**Property Acreage:** 22.20 acres

**Planning District:** District 6, North

**City Council District:** District 2

**Applicant:** Robert Carver

**Current Land Use:** Water Dependent – Water Related (WD-WR)

**Proposed Land Use:** Heavy Industrial (HI)

**Current Zoning:** Industrial Water (IW)

**Proposed Zoning:** Industrial Heavy (IH)

**Development Boundary:** Suburban Area

**RECOMMENDATION:** *Approve*

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

Land no longer has water access since the development of Zoo Parkway.

**BACKGROUND**

The 22.20 acre subject site is located at 0 Zoo Parkway (SR 105), a minor arterial roadway, approximately 2 miles east of the Jacksonville Zoo, near the east boundary of Imeson Industrial Park. The north side of the subject site is bounded by a CSX railway. The areas to the north, south, and west are undeveloped. There is a petroleum service center and storage tanks east of the subject site.

The site has been designated for water related industrial uses for decades. Prior to adoption of the 2010 Comprehensive Plan in 1990, the site was in the Industrial Waterfront (IW) zoning district. The parcel abutting the subject site to the west was changed from WD/WR land use to HI and the zoning district was changed from IW to IH

per Ordinances 2022-146 and 2022-147, respectively, which were enacted by the Jacksonville City Council on April 26, 2022.

The applicant is proposing a change to the land use from WD-WR to HI. The applicant is also proposing a companion rezoning from IW to IH, pursuant to Ordinance 2022-345.

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

North: Land Use: Heavy Industrial (HI) and Low Density Residential (LDR)  
 Zoning: Industrial Light (IL) and RLD-100A (across CSX railway)  
 Property Use: Undeveloped, CSX rail line

South: Land Use: Water Dependent – Water Related (WD-WR)  
 Zoning: Industrial Water (IW)  
 Property Use: Undeveloped

East: Land Use: WD-WR  
 Zoning: IW  
 Property Use: Petroleum service and storage

West: Land Use: HI (per Ordinance 2022-146)  
 Zoning: IH (per Ordinance 2022-147) and IL  
 Property Use: Undeveloped

## **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**

Development Analysis 22.20 Acres / 967,032 sq. ft.		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	0 Zoo Parkway (Minor Arterial)	
Plans and/or Studies	North Vision Plan	
Site Utilization	Current: Agriculture	Proposed: HI uses
Land Use / Zoning	Current: Land Use: Water Dependent / Water Related (WD/WR)  Zoning: Industrial Water (IW)	Proposed: Land Use: Heavy Industrial (HI)  Zoning: Industrial Heavy (IH)

Development Analysis 22.20 Acres / 967,032 sq. ft.		
Development Standards for Impact Assessment	Current: 0.25 FAR	Proposed: 0.4 FAR
Development Potential	Current: 241,758 sq. ft.	Proposed: 386,812 sq.ft.
Net Increase or Decrease in Maximum Density	N/A	
Net Increase or Decrease in Potential Floor Area	Increase of 145,054 sq. ft.	
Population Potential	Current: N/A	Proposed: N/A
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500 ft. height restriction zone for Jacksonville International Airport	
Industrial Preservation Area	Industrial Sanctuary	
Cultural Resources	No	
Archaeological Sensitivity	High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	Approximately 12.2 acres of subject site is in the AAA	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Increase of 1,820 net new daily trips	
Potential Public-School Impact	N/A	
Water Provider	JEA per application.  JEA letter of availability provides there is no connection within 1/4 mile of the subject site.	
Potential Water Impact	Increase of 12,359 gpd	
Sewer Provider	JEA per application.  JEA letter of availability provides there is no connection within 1/4 mile of the subject site.	
Potential Sewer Impact	Increase of 9,269 gpd	
Potential Solid Waste Impact	Increase of 450 tons per year	
Drainage Basin/Sub-basin	Basin: Broward River and St. Johns River upstream of Trout River Sub-Basin: Broward River	
Recreation and Parks	None	
Mass Transit Access	None	

Development Analysis 22.20 Acres / 967,032 sq. ft.	
Natural Features	
Elevations	8 to 20 feet
Land Cover	1400: Commercial and Services 4340: Upland mixed coniferous/hardwood
Soils	SIN 53: Penney fine sand, 0% to 5% slopes SIN 58: Pottsburg fine sand, 0% to 2% slopes
Flood Zones	0.2% Annual Chance Flood Hazard (approximately 0.2 acres – less than 1% of total area of subject site)
Wetlands	None
Wildlife (applicable to sites greater than 50 acres)	N/A (under 50 acres)

### 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).

The applicant has provided a JEA availability letter. According to the availability letter, dated May 16, 2021, JEA does not have a water main or sewer main available within 1/4 mile of the property.

### 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.

According to Chapter 381, *Florida Statutes*, 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

### Background Information:

The subject site is 22.20 acres and is accessible from Zoo Parkway (SR 105), a minor arterial facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Water Dependent / Water Related (WD/WR) to Heavy Industrial (HI).

### Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

#### Transportation Element

**Policy 1.2.1** The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

**Objective 2.4** The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

**Policy 2.4.2** The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

### Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The existing land use of WD/WR results in 17 daily trips. If the land use is amended to allow for this HI development, this will result in 1,837 daily trips.

### Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase 1,820 net new daily trips when compared to the existing land use. SR 105 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

**Table A**  
**Daily Trip Generation Estimation Scenarios**

Existing Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
WD/WR	411	241,758 SF	T = 0.78 (X)	17	0	17
				<b>Total Trips for Existing Land Use</b>		<b>17</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
HI	140	386,813 SF	T= 4.75 (X) / 1000	1,837	0	1,837
				<b>Total Trips for Proposed Land Use</b>		<b>1,837</b>
				<b><i>Difference in Daily Trips</i></b>		<b>1,820</b>

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

### **School Capacity**

Because the amendment to the subject site does not include a residential component, an analysis of the effect of the amendment on local schools is not applicable.

### **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 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.

### **Industrial Sanctuary**

The subject property is located in an area identified on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary." Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies. The "Industrial Sanctuary Zone" is defined as a distinct geographical area predominately consisting of industrial uses and zoning districts and strategically located for future 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.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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.

### **Flood Zones**

Approximately 0.2 acres of the subject site (less than 1% of total acreage) is located within the 0.2 PCT Annual Chance Flood Hazard flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

0.2 PCT Annual Chance Flood Hazard – areas within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards.

### **Conservation /Coastal Management Element (CCME)**

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife

corridors, low density zoning, performance standards and open space requirements; and  
C. Incentives, including tax benefits and transfer of development rights.

### **Adaptation Action Area**

The City of Jacksonville implemented the 2015 Peril of Flood Act (Chapter 2015-69, Laws of Florida) by establishing an Adaptation Action Area (AAA). The AAA boundary is an area that experiences coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. Ordinance 2021-732-E expands the AAA boundaries to those areas within the projected limits of the Category 3 storm surge zone and those contiguous areas of the 100-year and 500-year Flood Zones.

Approximately 12.2 acres of the subject site are located within the AAA boundary (Ordinance 2021-732-E). The applicant has been made aware of the AAA boundaries and encouraged to address the new policies through site design, clustering of development and other resiliency efforts.

#### **Conservation/Coastal Management Element**

Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

#### **Future Land Use Element**

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 13, 2022, the required notices of public hearing signs were posted. Eleven (11) 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 May 16, 2022. No members of the public attended to speak on the proposed amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### *Development Area*

*Suburban Development 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.

**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.

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 the State and regional plans and the Comprehensive Plan.

### Property Rights Element

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

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

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

Policy 1.1.2 The following rights shall be considered in local decision making:

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

According to the Category Description within the Future Land Use Element (FLUE), Water Dependent – Water Related (WD-WR) land use in all development areas is primarily intended for land uses that require deep water access to the St. Johns River. The primary purpose of the category is to protect, support and permit orderly expansion of the Port of Jacksonville.

Heavy Industrial (HI) land use is generally the most likely to produce adverse physical and environmental impacts on adjacent residential areas such as noise, land, air and water pollution and transportation conflicts. For this reason, heavy industrial land uses should be buffered by other less intense transitional land uses, such as office, light industrial or open space, etc., to protect residential and other sensitive land uses; i.e., schools, health care facilities, etc. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein. Principal uses include: Mining; Heavy manufacturing; Repair; Fabrication; Assembly; Packaging; Processing; Distribution; Transportation operations; Railroad switching yards; Solid waste management facilities; and Utility plants.

Heavy industrial uses shall be located with convenient access to the transportation network that includes major highways, railroads, airports and port facilities. Site access to roads classified as arterial or higher on the Highway Functional Classification Map is preferred; except for sites located with the DIA's jurisdictional boundaries. Sites with railroad access and frontage on two highways are preferred locations for heavy industrial development.

The proposed amendment to HI promotes a compatible land development pattern on an undeveloped property located on Zoo Parkway, a minor arterial roadway. The property east of the subject site is developed with a petroleum tank farm and offices. The proposed land use amendment to HI is compatible with the surrounding uses, made up primarily of undeveloped industrial entitled land and petroleum transportation and storage. Other nearby uses include the North Grid Wastewater Facility, approximately 1/2 mile north of the site, and various military uses on the St. John's River approximately 1/2 mile southwest of the subject site, including a U.S. Navy fuel depot. The land use change will promote industrial development and job development and continue to promote the viability of industrial uses in an area designated as an Industrial Sanctuary that has no nearby residential development, achieving consistency with FLUE Goal 1, Objective 3.2, and Policies 3.2.1, 3.2.7, and 3.2.30.

Utility services to support development will be required to comply with FLUE Policy 1.2.9 and Chapter 381, *Florida Statutes*.

The proposed small-scale amendment to HI provides for economic development opportunities on undeveloped land. The 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.

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

**North Vision Plan (2003)**

The site is within the boundaries of the North Jacksonville Vision Plan. While the Vision Plan does not specifically address industrial development at the subject site, the land use change request is to change from one industrial land use category to another, thus potentially changing the intensity of use but not the type of use.

**Strategic Regional Policy Plan**

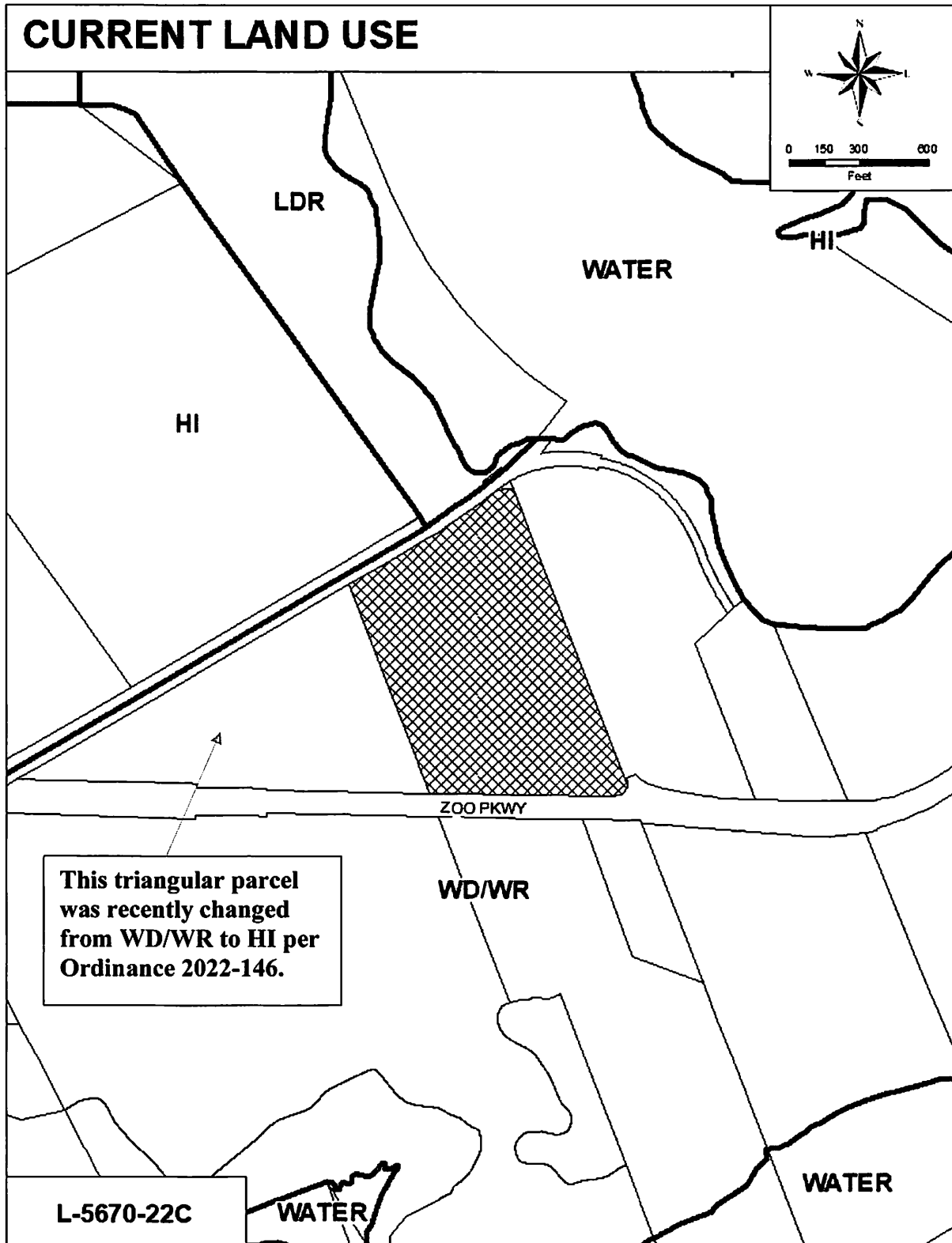
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Goal                    Recognize the importance of cultivation in Northeast Florida and be part of the conversation on what approaches are appropriate here and how to successfully implement them.

Policy 2                Support the existing base level of facilities and jobs and look for opportunities to increase these sectors and expand existing businesses and services.

The proposed land use amendment promotes an environment that is conducive to the creation of new commercial business thereby providing an opportunity to further local economic growth.

**CURRENT LAND USE MAP**



# LOCATION / EXISTING USES MAP

