

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – November 15, 2019

Ordinance/Application No.: 2019-752 / L-5401-19C

Property Location: 8050 Old Kings Road, between Old Kings Road and I-295 and between Beryl Street and Miriam Street

Real Estate Number(s): 003011-0000

Property Acreage: 4.86 Acres

Planning District: District 5, Northwest

City Council District: The Honorable Ju'Coby Pittman, District 8

Applicant: Charlie Mann

Current Land Use: Light Industrial (L I)

Proposed Land Use: Heavy Industrial (H I)

Current Zoning: Industrial Heavy (I H)

Proposed Zoning: No Zoning Change Proposed

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit consistent land use designation with the assigned zoning.

BACKGROUND

The 4.86 acre subject property is located on the west side of Old Kings Road, a minor arterial roadway, between Beryl Street and Miriam Street. The property abuts Interstate 295 to the east. The property is located within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element of the 2030 Comprehensive Plan, Council District 8, and within the boundaries of the Northwest Jacksonville Vision Plan.

The applicant proposes a future land use map amendment from Light Industrial (L I) to Heavy Industrial (H I) to allow for consistency of allowed uses with the existing Industrial Heavy (I H) zoning district on the site. The existing I H zoning district of the property is consistent with the proposed land use category change to H I and therefore, a companion

zoning change is not proposed. However, according to the applicant, the intended use of the property is proposed to include concrete crushing. Concrete crushing is allowed in the H I land use category and is allowed by Exception in the I H zoning district. The applicant has applied for an Exception with E-19-25 for concrete crushing. The proposed exception will move forward in the process if the subject land use amendment to H I is approved.

The site is located within an Industrial Situational Compatibility Zone. Light industrial uses with warehousing and open storage are located to the north and south of the site. West of the site is the Interstate 295 right-of-way with Heavy Industrial land use further west beyond the Interstate. Across Old Kings Road to the east of the site is land in the Low Density Residential land use category with single family homes.

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

North: Land Use: L I and LDR

Zoning: I H and RLD-60 and RR-Acre

Property Use: open storage and single-family residential

South: Land Use: L I

Zoning: I L

Property Use: open Storage, truck trailer storage

East: Land Use: LDR

Zoning: RLD-60

Property Use: single-family residential

West: Land Use: H I

Zoning: I H

Property Use: Interstate 2-95 and further west is open storage

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		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Old Kings Road / Minor Arterial	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: recycling and mulching	Proposed: additional use of concrete crushing
Land Use / Zoning	Current: L I / I H	Proposed: H I / I H
Development Standards for Impact Assessment	Current: 0.40 FAR	Proposed: 0.40 FAR
Development Potential	Current: 84,681 square feet	Proposed: 84,681 square feet
Net Increase or Decrease in Maximum Density	Not Applicable	
Net Increase or Decrease in Potential Floor Area	No Change	
Population Potential	Current: Not Applicable	Proposed: Not Applicable
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	NO	
Industrial Preservation Area	Yes-Industrial Situational Compatibility Zone	
Cultural Resources	NO	
Archaeological Sensitivity	Yes- Mostly Low with some High Sensitivity	
Historic District	NO	
Coastal High Hazard/Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	NO	
Wellhead Protection Zone	NO	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	No net new daily vehicular trips	
Potential Public School Impact	Not Applicable	
Water Provider	JEA	
Potential Water Impact	Increase of 169.36 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 127.02 gallons per day	
Potential Solid Waste Impact	No increase or decrease	
Drainage Basin/Sub-basin	Trout River / Nine Mile Creek	
Recreation and Parks	NO	
Mass Transit Access	NO	

Development Analysis	
Natural Features	
Elevations	21 – 31 feet
Land Cover	4340 – Upland mixed coniferous/hardwood
Soils	63 – Sapelo fine sand, 0 to 2 percent slopes; 51 – Pelham fine sand, 0 to 2 percent slopes; 7 – Arents – nearly level
Flood Zones	A E and 0.2 Percent Annual Chance Flood Hazard
Wetlands	NO
Wildlife (applicable to sites greater than 50 acres)	Not applicable

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).

In accordance to IE-SS Policy 1.2.3 and Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. According to the land use amendment application, the site will be served by JEA for both water and sewer.

Infrastructure Element, Sanitary Sewer Sub-Element

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.

According to Florida Statute Chapter 381, construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. Buildings located in areas zoned or used for industrial or manufacturing purposes, when such buildings are to be served by onsite sewage treatment and disposal systems, must receive written approval from the Department of Health. Approvals will not be granted when the proposed use of the system is to dispose of toxic, hazardous, or industrial wastewater or toxic or hazardous chemicals. Once an onsite disposal system is permitted, the owner must obtain an annual system operating permit and change of use requires the owner or tenant to obtain a new annual system operating permit from the Department of Health.

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment will result in no 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. 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 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 (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 9 is **0.84**.

The proposed land use amendment based on impact assessment standards has the development potential of 84,681 SF of heavy industrial/manufacturing space generating approximately 333 daily vehicular trips. Subject site is accessible via Old Kings Road, a 2-lane undivided arterial, and operating at 0.23 of its capacity.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of mostly low with some 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 on the portion of the site that is in a high sensitivity area. 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.

Flood Zones

Approximately 1.1 acres of the subject site is located within either the AE or 0.2 Percent Annual Chance Flood Hazard flood zone located along the northern and western property lines. 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.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 Percent Annual Chance Flood Hazard flood zone is defined as an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within the 0.2 Percent Annual Chance Flood Hazard flood zones and the areas are deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 29, 2019, the required notices of public hearing signs were posted. Thirty-three (33) 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 October 28, 2019. No one from the public was in attendance.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

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|---------------|---|
| 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. |
| 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. |
| 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. |

Infrastructure Element, Sanitary Sewer Sub-Element (IE-SS)

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

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

According to the Category Description of the Future Land Use Element (FLUE), 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 H I Future Land Use Category uses are 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. Heavy industrial land uses shall 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. Heavy industrial uses should be located with convenient access to the transportation network.

The existing zoning on site is Industrial Heavy. This land use amendment would provide consistency of the land use with the existing zoning on site. According to the applicant, the intended use of the property is proposed to include concrete crushing. Concrete crushing is allowed in the H I land use category and by Exception in the I H zoning district. The applicant has applied for an Exception with E-19-25 for concrete crushing. The proposed exception will move forward in the process if the subject land use amendment to H I is approved

The subject site is located off of Old Kings Road, a minor arterial roadway, with nearby access to Interstate 295 and the surrounding transportation network. Further, the site is surrounded to the north, south and west with industrial uses. The existing residential uses are east of the site across Old Kings Road. The amendment to H I would provide consistency with the I H zoning district and would continue with industrial land uses as seen in the surrounding area. The proposed amendment of the subject site to the land use category of H I is compatible with the surrounding industrial area, will promote development in an industrial area and is located within the "Industrial Situational Compatibility" zone achieving consistency with FLUE Goal 1, Objective 3.2, and Policies 3.2.1, 3.2.7 and 3.2.30.

The amendment will continue to promote the viability of an industrial use in the Industrial Situational Compatibility Zone of the City and therefore satisfy FLUE Objective 3.2 and Policy 3.2.7

In accordance to IE-SS Policy 1.2.3 and Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. According to the land use amendment application, the site will be served by JEA for both water and sewer.

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 Industrial area with the abutting and nearby parcels allowing for continued industrial use. The proposed amendment is consistent with the goal of improving the economic base of the Northwest Jacksonville Vision Plan.

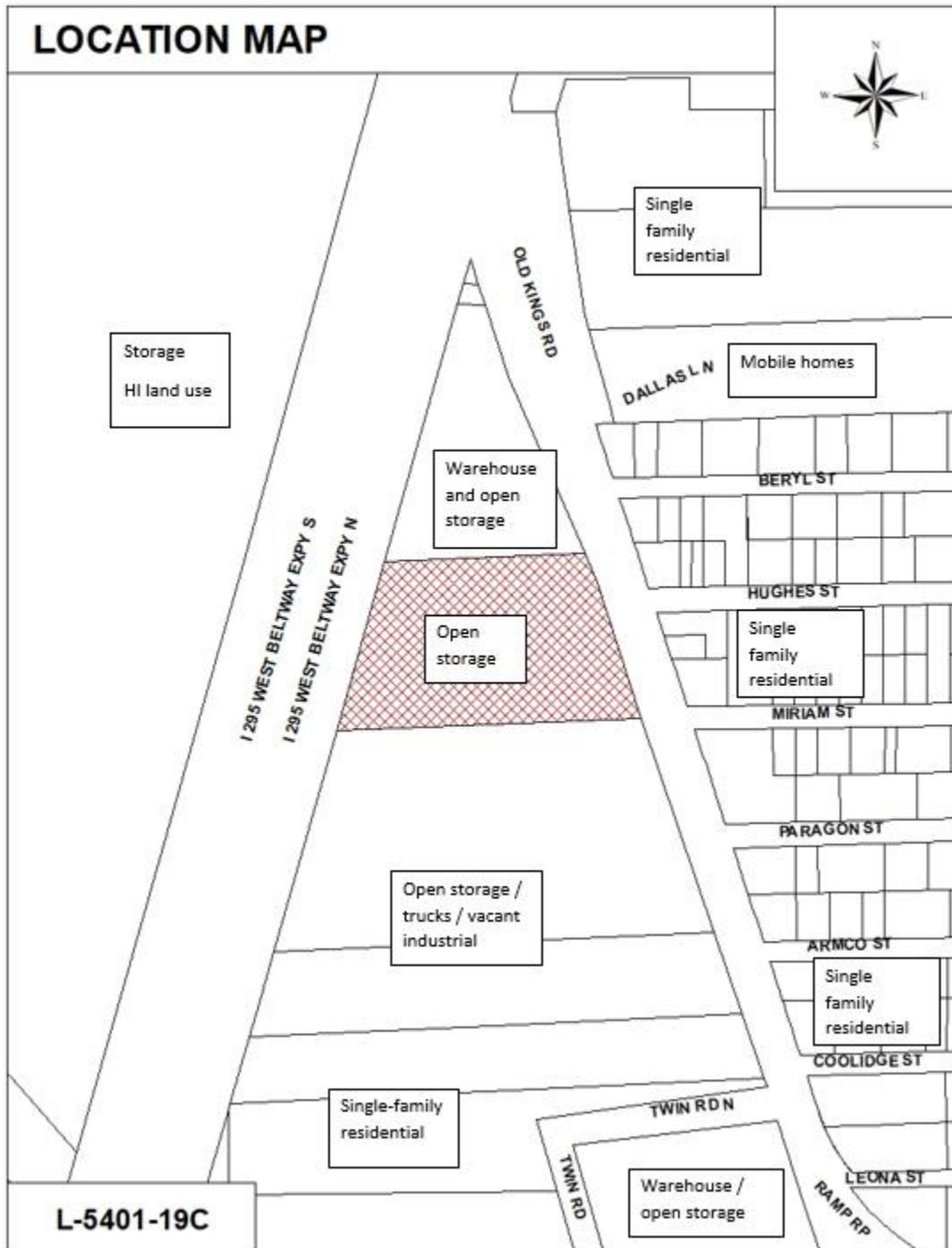
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

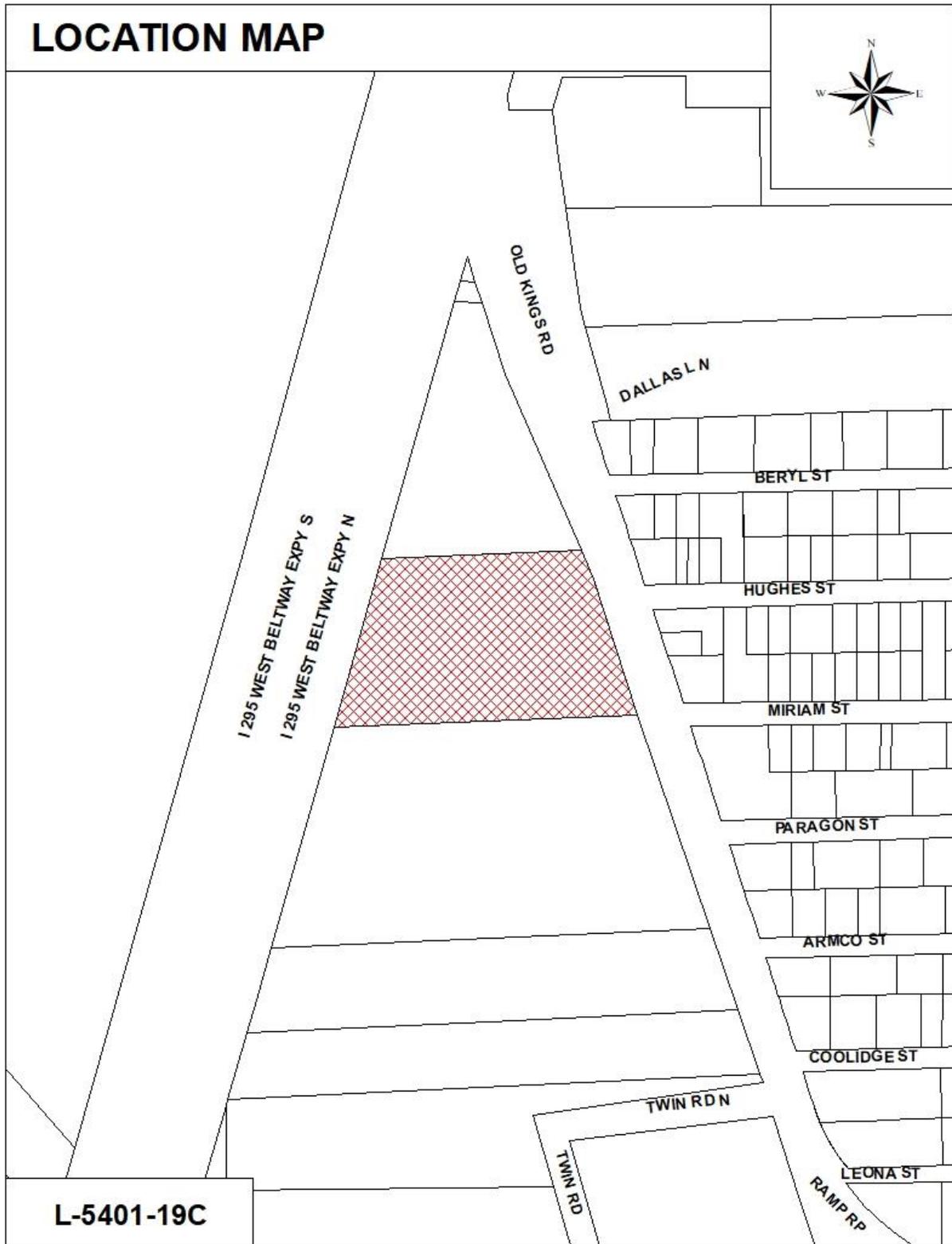
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

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 MAP



LAND USE AMENDMENT SITE LOCATION MAP



CURRENT LAND USE MAP

