

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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November 5, 2020

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

RE: Planning Commission Advisory Report / Ordinance No. 2020-604/Application No. L-5470-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2020-604 on November 5, 2020.

P&DD Recommendation **APPROVE**

PC Issues: **None**

PC Vote: **6-0 APPROVE**

| | |
|-------------------------|--------|
| Joshua Garrison, Chair | Aye |
| Dawn Motes, Vice-Chair | Absent |
| David Hacker, Secretary | Aye |
| Marshall Adkison | Aye |
| Daniel Blanchard | Absent |
| Ian Brown | Aye |
| Alexander Moldovan | Aye |
| Jason Porter | Aye |

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – October 30, 2020

Ordinance/Application No.: 2020-604 / L-5470-20C

Property Location: 0 Salisbury Road; along an easement off of Salisbury Road, 1500 feet south of Belfort Road

Real Estate Number(s): 152577-0050

Property Acreage: 5.29 Acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Thomas Ingram, Esquire

Current Land Use: Business Park (BP)

Development Area: Urban

Proposed Land Use: Light Industrial (LI)

Current Zoning: Industrial Business Park (IBP)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow outdoor storage and other uses consistent with the LI Land Use Category as more detailed in a companion PUD rezoning application.

BACKGROUND

The applicant proposes a future land use map amendment from Business Park (BP) to Light Industrial (LI) and a rezoning from Industrial Business Park (IBP) to Planned Unit Development (PUD) to allow for outdoor storage and other light industrial uses. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-605.

The property is a currently undeveloped internal parcel located off Salisbury Road that is accessed along a service easement extending approximately 770 feet east from Salisbury Road. The site is approximately 1500 feet south of Belfort Road between Belfort Road and Baymeadows Road.

The property is surrounded by light industrial and warehousing, along with office uses. West of the site is the Interstate 95 corridor.

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

North: Land Use: BP, HDR
Zoning: I B P, PUD
Property Use: offices, office park, multi-family residential

South: Land Use: L I
Zoning: I L
Property Use: electrical contractor, warehousing and storage, undeveloped

East: Land Use: BP
Zoning: PUD
Property Use: Dogwood Park

West: Land Use: BP
Zoning: I B P
Property Use: warehousing and flex space, business park, Concorde Career Institute

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.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

| Development Analysis | | |
|--|--|------------------------------------|
| Development Boundary | Urban Area | |
| Roadway Frontage Classification / State Road | 770 feet east from Salisbury Road along a service easement / Not Functionally Classified Roadway | |
| Plans and/or Studies | Southeast Jacksonville Vision Plan | |
| Site Utilization | Current: Undeveloped | Proposed: Light Industrial Uses |
| Land Use / Zoning | Current: BP / IBP | Proposed: LI / PUD |
| Development Standards for Impact Assessment | Current: Scenario 1: 0.35 FAR / Scenario 2: 80% Residential at 30 units/acre and 20% Non-Residential at 0.35 FAR | Proposed: 0.40 FAR |
| Development Potential | Current: Scenario 1: 80,651.3 sq. ft. / Scenario 2: 127 DUs and 16,130.27 sq.ft. of non-residential uses | Proposed: 92,172.9 sq. ft. |
| Net Increase or Decrease in Maximum Density | Scenario 1: Not Applicable Scenario 2: Decrease of 127 DUs | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: 11,521.6 sq. ft. Net Increase Scenario 2: 76,042.63 sq. ft. Net Increase | |
| Population Potential | Current: Scenario 1: N/A Scenario 2: 298 people | Proposed: Not Applicable |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 500-foot Height Restriction Zone for Naval Air Station Jacksonville | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Mostly Low with some Medium and High Sensitivity | |

| Development Analysis | |
|--|--|
| Historic District | No |
| Coastal High Hazard/Adaptation Action Area | No |
| Groundwater Aquifer Recharge Area | Discharge |
| Wellhead Protection Zone | No |
| Boat Facility Siting Zone | No |
| Brownfield | No |
| Public Facilities | |
| Potential Roadway Impact | Scenario 1: 0 net new daily trips Scenario 2: 0 net new daily trips |
| Potential Public School Impact | Not applicable |
| Water Provider | JEA |
| Potential Water Impact | Scenario 1: Increase of 578 gallons per day Scenario 2: Decrease of 27,060 gallons per day |
| Sewer Provider | JEA |
| Potential Sewer Impact | Scenario 1: Increase of 433 gallons per day Scenario 2: Decrease of 20,295 gallons per day |
| Potential Solid Waste Impact | Scenario 1: Increase of 35.7 tons per year Scenario 2: Decrease of 94.47 tons per year |
| Drainage Basin/Sub-basin | Arlington River / Pottsburg Creek |
| Recreation and Parks | No |
| Mass Transit Access | Route 25 Nearby – Salisbury & Concorde Career College |
| Natural Features | |
| Elevations | 0-29 feet |
| Land Cover | 3100: Herbaceous upland non-forested |
| Soils | 7: Arents-nearly level; 24: Hurricane and Ridgewood Soils, 0 to 5 percent slopes; 58: Pottsburg fine sand, high, 0 to 3 percent slopes |
| Flood Zones | No |
| Wetlands | 6410: Freshwater Marshes/Graminoid Prairie |
| Wildlife (applicable to sites greater than 50 acres) | N/A |

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

In accordance to Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. According to the land use amendment application and the JEA Availability letter provided by the applicant, the site will be served by JEA for both water and sewer.

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 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 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 3.

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 3 is **0.53**.

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

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Naval Air Station Jacksonville. 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, medium and 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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 0.97 of an acre

General Location(s): Northeastern portion of the site

Quality/Functional Value:

The wetlands of the site are manmade. They were created by land grading and removal of land surface down close to and below the high water table. There are two wetland types; a freshwater marsh (6410) and a mixed wetland hardwoods (6170). The freshwater marsh (0.15 of an acre) was a pond created by excavation below the water table. The pond became a freshwater marsh by natural eutrophication. The mixed wetland hardwoods (0.82 of an acre) was created by removal of land down to the high water table thereby allowing wetland vegetation to establish itself. The present mixed wetland hardwoods was established by natural succession.

The wetlands of the site have a low functional value for water filtration attenuation and flood water storage capacity due to its isolation and size.

Soil Types/
Characteristics:

Arents – nearly level. These soils are manmade either by land grading, filling and/or excavation thereby destroying the original natural soil's pedon. In this particular land use

amendment application site the property was used for soil/earth mining.

- Wetland Category: Category III
- Consistency of Permitted Uses: All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6
- Environmental Resource Permit (ERP): None provided by Applicant
- Wetlands Impact: Site plan review will require consistency with the Comprehensive Plan policies. Any future development impacting wetlands will require permits and mitigation by the St. Johns River Water Management District.
- Associated Impacts: None
- Relevant Policies: CCME Policies 4.1.3 and 4.1.6 – see below

CCME Policy 4.1.3

The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
 - i the habitat of fish, wildlife and threatened or endangered species,
 - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii the food sources of fish and wildlife including those which are threatened or endangered,
 - iv the water quality of the wetland, and
 - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain

Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 20, 2020, the required notices of public hearing signs were posted. Fourteen (14) 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 19, 2020. No one from the public was in attendance.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
- A. Fosters vibrant, viable communities and economic development opportunities;
 - B. Addresses outdated development patterns;
 - C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.
- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated

growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas. Plan and have an adverse impact on adjoining or nearby uses. Consider office and high density residential development as a viable alternative in land use reviews.

Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

According to the Category Description of the Future Land Use Element (FLUE), the BP Future Land Use category is intended to accommodate commercial office and light industrial uses. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Residential uses are also permitted in appropriate locations as identified under the Development Area uses.

The L I Future Land Use Category is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial on residential areas such

as noise, odor, toxic chemicals and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

The proposed amendment to the land use category of L I is compatible with the surrounding office, warehousing, and industrial uses and will promote industrial development and continue to promote the viability of an industrial use in the City achieving consistency with FLUE Goal 1, Objective 3.2, and Policies 3.2.1, and 3.2.7.

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

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

Vision Plan

The site is located within the boundaries of the Southeast Jacksonville Vision in an area the plan identifies as an Activity Center for commercial, office and light industrial uses with new roadway connections. The Vision Plan encourages redevelopment in this area of existing commercial and industrial uses; Guiding Principle Two describes redevelopment in this area as one of the greatest opportunities to support growth in the District. Additionally, the proposed changes are consistent with the Vision Plan's Guiding Principle Four to "provide for economic growth". This principle focuses on integrating and coordinating this area of the district into an area-wide plan of commercial, industrial, and residential and therefore, contributes to economic growth as encouraged under Guiding Principle Four.

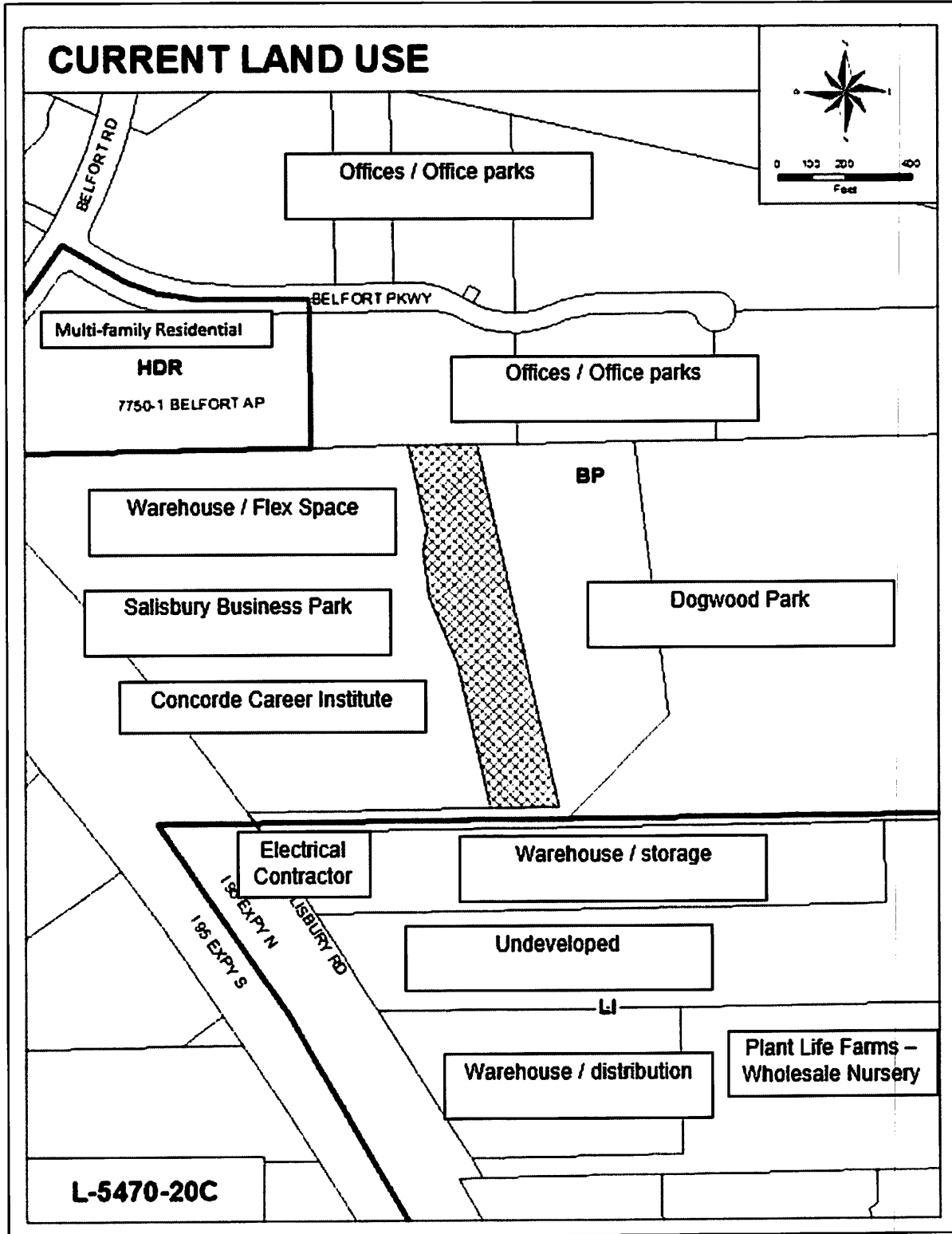
Strategic Regional Policy Plan

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

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

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

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP



LAND USE AMENDMENT
WETLANDS MAP

