

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – January 31, 2020

Ordinance/Application No.: 2020-12 / L-5419-19C

Property Location: 0 Cypress Plaza Drive, east of Philips Highway (US 1) and north of Baymeadows Way West (site has frontage on Baymeadows Way)

Real Estate Number(s): 152578-1030

Property Acreage: 5.19 Acres

Planning District: District 3, Southeast

City Council District: The Honorable Danny Becton, District 11

Applicant: Paul Harden, Esquire

Current Land Use: Business Park (BP)

Development Area: Urban Priority

Proposed Land Use: Light Industrial (LI)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Industrial Light (IL)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To permit consistent land use designation with adjacent LI property

BACKGROUND

The applicant proposes a future land use map amendment from Business Park (BP) to Light Industrial (LI) and a rezoning from Planned Unit Development (PUD) to Industrial Light (IL) to extend the current business for the processing and recycling of wood debris of the abutting light industrial property. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2020-13.

The site is located within the Belfort Station Development of Regional Impact (DRI) which allows office, warehousing and light industrial uses. The Map H to the DRI identifies this property for “office” uses. An Application for Change to the DRI to allow for “office/light

industrial” uses at the site has been submitted as a companion application to this land use amendment with Ordinance 2020-14.

The property is located in an Industrial Situational Compatibility Zone which identifies suitable land for industrial expansion. Light industrial, warehousing along with office uses surround the site. Further east 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
 Zoning: PUD
 Property Use: office and warehousing

South: Land Use: BP
 Zoning: I B P
 Property Use: office, warehousing, Duval Charter School at Baymeadows

East: Land Use: BP
 Zoning: P U D and IBP
 Property Use: undeveloped industrial land and a surface parking lot

West: Land Use: L I
 Zoning: I L
 Property Use: warehousing, Wood Resource Recovery –collects,hauls, processes and recycles wood debris

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	Urban Priority Area	
Roadway Frontage Classification / State Road	Baymeadows Way - local roadway	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: undeveloped	Proposed: Light Industrial uses consistent with adjacent property

Development Analysis		
Land Use / Zoning	Current: BP / PUD	Proposed: LI / IL
Development Standards for Impact Assessment	Current: 0.35 FAR	Proposed: 0.40 FAR
Development Potential	Current: 76,127 sq.ft.	Proposed: 90,431 sq.ft.
Net Increase or Decrease in Maximum Density	N/A	
Net Increase or Decrease in Potential Floor Area	Increase of 14,304 sq. ft.	
Population Potential	Current: N/A	Proposed: N/A
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	300-foot Height Restriction Zone for NAS Jax	
Industrial Preservation Area	Situational Compatibility Zone	
Cultural Resources	NO	
Archaeological Sensitivity	Low Sensitivity	
Historic District	NO	
Coastal High Hazard/Adaptation Action Area	NO	
Groundwater Aquifer Recharge Area	NO -Discharge	
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	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 2,068.6 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 1,551.5 gallons per day	
Potential Solid Waste Impact	Increase of 158.53 tons per year	
Drainage Basin/Sub-basin	Arlington River / Pottsburg Creek and Goodbys Creek	
Recreation and Parks	NO	
Mass Transit Access	University and Philips HWY Route 27; Avenues Walk First Coast Flyer	
Natural Features		
Elevations	21-24	
Land Cover	4110 Pine Flatwoods	
Soils	9 – Arents Sanitary Landfill	

Development Analysis	
Flood Zones	NO
Wetlands	NO
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 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 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.

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

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 1.

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 1 is **0.74**.

The proposed land use amendment based on impact assessment standards has the development potential of 90,431 SF of industrial space and could generate approximately 449 daily vehicular trips onto the roadway network. Subject site is accessible via Cypress Plaza Drive, a local road which intersects with Phillips Highway (US 1) to the west. This segment of Phillips Highway between J. Turner Butler Boulevard and Baymeadows Road is operating at its capacity and is subject to FDOT review and access management requirements.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Naval Air Station Jacksonville. Zoning will limit development to a maximum height of less than 300', 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 Zones

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

Future Land Use Element

Policy 3.2.30 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on January 14, 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 January 21, 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 1.2.9 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.
- 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 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.

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 Industrial Situational Compatibility Zone of the City achieving consistency with FLUE Goal 1, Objective 3.2, and Policies 3.2.1, 3.2.7 and 3.2.30.

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 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 Plan. The Belfort Station DRI is located in an area the plan identifies as an Activity Center for office and mixed uses along a Major Transportation Corridor, Philips Highway. 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

