

City of Jacksonville, Florida

Lenny Curry, Mayor

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February 4, 2021

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. 2021-003/Application No. L-5463-20A

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 2021-003 on February 4, 2021.

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

Large-Scale Future Land Use Map Amendment – January 29, 2021

Ordinance/Application No.: 2021-3 / L-5463-20A

Property Location: 0 New Kings Road; at the southwest intersection with Dinsmore Tower Road

Real Estate Number(s): a portion of 002484 3000

Property Acreage: 5.0 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Lara Hipps, Hipps Group, Inc.

Current Land Use: Multi-Use (M U)

Development Area: Suburban

Proposed Land Use: Light Industrial (L I)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Industrial Light (I L)

RECOMMENDATION: APPROVE Land Use Amendment and related text changes to FLUE Policy 4.3.11

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Current M U Land Use Amendment was never developed. Site is more appropriate for industrial uses and is in keeping with other uses in the area.

BACKGROUND

The applicant proposes a future land use map amendment from Multi-Use (M U) to Light Industrial (L I) and a companion rezoning from Planned Unit Development (PUD) to Industrial Light (IL) to allow for light industrial development. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2021-4.

The amendment site has approximately 262 linear feet of frontage on New Kings Road (SR-15)(US-1), a principal arterial roadway, and is located within the Suburban Development Area as identified on the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan.

The 5.0 acre subject site is currently located in the M U land use category and is part of the larger 1,628 acre Northwood Regional Activity Center (RAC), a Multi-Use Area that is subject to Multi-Use Policy 4.3.11 of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. The proposed change in land use from M U to L I would decrease the overall size of the Northwood RAC and therefore affect some provisions of FLUE Policy 4.3.11. The land use change to L I of 5 acres of the Northwood RAC would amend FLUE Policy 4.3.11 to address the remaining 1,623 acres of the Multi-Use Area in the provisions regarding maximum allowed light industrial intensity at build out of the property. Development Impact Standards as detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*, for the Light Industrial land use category, are assessed with a 0.40 Floor Area Ratio (F A R). Utilizing the development impact standards, the 5.0 acre subject site includes a development potential for 87,120 sq. ft. of light industrial uses. Likewise, 87,120 sq. ft. of light industrial uses would be reduced from the Northwood RAC development potential when removing the 5.0 acre subject site from the RAC boundaries. The proposed change to FLUE Policy 4.3.11 as described is shown below in strike-through/underline and is included as Exhibit 3 to the legislation:

FLUE Policy 4.3.11

The Northwood Regional Activity Center, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Community/General Commercial (CGC) for 350,000 square feet of commercial uses and 125 hotel rooms, Residential-Professional-Institutional (RPI) for 50,000 square feet of commercial/office uses, Light Industrial (LI) of up to ~~4,159,500~~ 4,072,380 enclosed square feet, Low Density Residential (LDR) for 100 single family residential units and Medium Density Residential (MDR) for 600 multi-family residential units, up to 25+/- acres for Public Buildings and Facilities (PBF) and a minimum of 150 acres of recreation and conservation (CSV) uses, consistent with the Multi-Use (MU) Land Use Category.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: CSV

Zoning: CSV

Property Use: Kings Road Historic Preserve

South: Land Use: M U

Zoning: P U D

Property Use: Undeveloped land that is part of the Northwood RAC Multi-Use Area

East: Land Use: M U
 Zoning: P U D
 Property Use: Undeveloped land that is part of the Northwood RAC Multi-Use Area

West: Land Use: A G R-4
 Zoning: A G R
 Property Use: Large lot single family residential uses, some vacant lots; The Transition House – Work Release Program.

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.

The *Development Standards for Impact Assessment* for the Light Industrial land use category, are assessed with a 0.40 Floor Area Ratio (F A R). Utilizing the development impact standards, the 5.0 acre subject site includes a development potential for 87,120 sq. ft. of light industrial uses. Likewise, 87,120 sq. ft. of light industrial uses would be reduced from the Northwood RAC development potential through the amendment of FLUE Policy 4.3.11, having a net zero impact on the surrounding area.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	New Kings Road (SR-15)(US-1) / Principal Arterial	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Light Industrial Uses
Land Use / Zoning	Current: MU / PUD	Proposed: LI / IL
Development Standards for Impact Assessment	Current: Pursuant to MU Policy 4.3.11	Proposed: 0.40 FAR
Development Potential	Current: Pursuant to MU Policy 4.3.11 (maximum light industrial potential for this portion of the	Proposed: 87,120 sq. ft. of light industrial uses

Development Analysis		
	total MU site = 87,120 sq. ft.)	
Net Increase or Decrease in Maximum Density	Not Applicable	
Net Increase or Decrease in Potential Floor Area	Zero Net Increase	
Population Potential	Current: Not Applicable	Proposed: Not Applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500-foot Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low Sensitivity	
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	Zero net new daily trips	
Potential Public School Impact	Not applicable	
Water Provider	Well	
Potential Water Impact	Zero Increase	
Sewer Provider	Septic	
Potential Sewer Impact	Zero Increase	
Potential Solid Waste Impact	Zero Increase	
Drainage Basin/Sub-basin	Trout River / Thomas Creek	
Recreation and Parks	Just south and east of Kings Road Historic Preserve	
Mass Transit Access	No	
Natural Features		
Elevations	78-81 feet	
Land Cover	4410: Pine Plantation	
Soils	51: Pelham fine sand, 0 to 2 percent slopes; 63: Sapelo fine sand, 0 to 2 percent slopes	
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).

According to the JEA Availability letter dated July 8, 2020, provided by the applicant, there are no water or sewer connections within a ¼ mile of the subject property. The amendment application indicates the property will utilize well and septic systems.

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.

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 less than 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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 1, 2020, the required notice of public hearing sign was posted. Nine (9) 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 August 31, 2020. No members of the public attended the meeting.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Areas

Suburban 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.

Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

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 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

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 1.1.24 The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

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

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

Infrastructure Element, Sanitary Sewer Element (IE-SS)

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

According to the Category Description in the Future Land Use Element (FLUE), the Multi-Use (MU) land use category is intended to accommodate, in a more innovating fashion, development of areas in a larger scale and size while facilitating mixed-use development with horizontal and vertical land use integration.

Light Industrial (L I) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (H I) on residential areas such as noise, odor, toxic chemicals and wastes.

The applicant is proposing a future land use map amendment from Multi-Use (M U) to Light Industrial (L I) and a companion rezoning application from Planned Unit Development (PUD) to Industrial Light (I L) to remove the 5.0 acre subject property from the Northwood RAC Multi-Use Area and allow for Light Industrial development. The Northwood RAC, as identified with FLUE Policy 4.3.11, currently allows up to 4,159,380 square feet of light industrial uses along with entitlements for commercial and residential uses. The proposed amendment to LI will continue to allow for light industrial uses as currently envisioned for the Northwood RAC Multi-Use Area.

According to the JEA Availability letter dated July 8, 2020, provided by the applicant, there are no water or sewer connections within a ¼ mile of the subject property. The amendment application indicates the property will utilize well and septic systems. In accordance with IE-SS Policy 1.2.3 and Chapter 381, F.S., the site cannot dispose of industrial wastes into private septic systems. While the LI land use permits a variety of uses that may result in industrial wastes, the LI land use category also includes uses that would not produce toxic or hazardous industrial wastes. The Florida Department of Health reviews and issues septic system permits in accordance with these requirements.

The larger extended area surrounding the application site is in the M U, A G R and CSV land use categories. The abutting property located to the south and east are in the M U land use category and are part of the Northwood RAC Multi-Use area which allows light industrial uses. Changing the land use of the subject site to LI is consistent with the allowed existing use on the subject property through the existing M U land use category and is therefore, compatible with the multi-use land use areas.. This amendment will also promote potential development in a currently undeveloped mixed use area with an industrial component providing consistency with FLUE Goal 3, Objective 3.2 and Policies 3.2.1, and 3.2.7.

The proposed amendment is located along New Kings Road, a principal arterial roadway, which supports the use of industrial development. Additionally, the amendment will encourage development of the currently vacant land consistent with FLUE Objective 1.1, Policies 1.1.11 and 1.1.24.

The proposed amendment would provide additional LI designated land adjacent to an existing multi-use area that includes an industrial component. Light industrial uses are allowed on the subject property through the current MU land use category designation. The change to the LI land use category would have zero impact on the provision of residential or commercial land and would not affect the real estate market flexibility. Analysis of the surrounding area demonstrates that the land is more suitable for industrial development, which would continue the existing multi-use and industrial land use pattern. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject site is located in the Master Planned Communities area of the North Jacksonville Vision Plan. These areas are intended to provide a sustainable development pattern allowing for people to live and work. Surrounding the site are a number of multi-use communities entitled for a mix of uses including industrial, commercial, office and recreational uses. The proposed amendment will continue to support the combination of uses of the surrounding multi-use planned communities that is encouraged within the boundaries of the North Jacksonville Vision Plan.

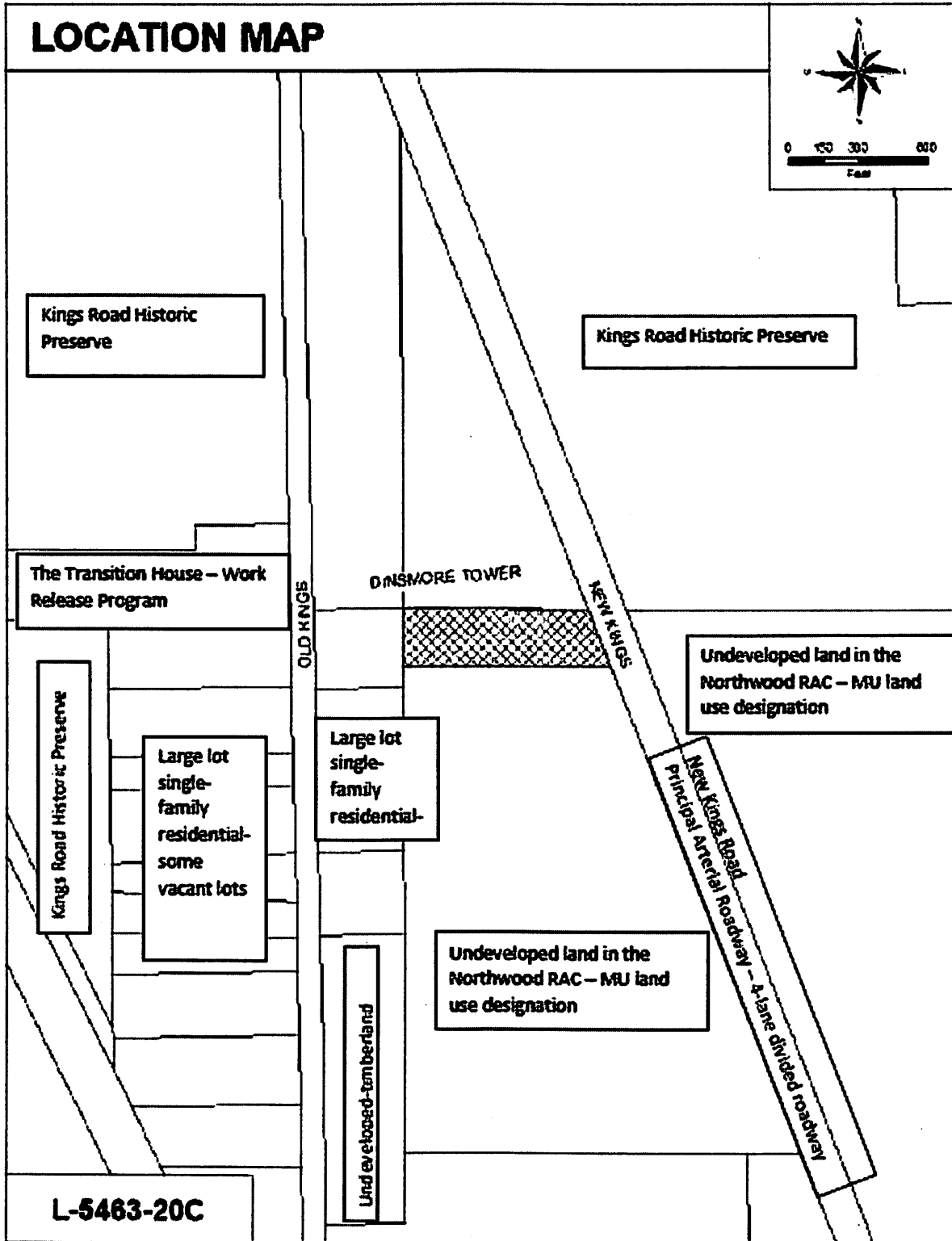
Strategic Regional Policy Plan

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

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 MAP



LAND USE AMENDMENT
CURRENT LAND USE MAP

