

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

April 7, 2022

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2022-0146/Application No. L-5648-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2022-0146 on April 7, 2022.

P&DD Recommendation

APPROVE

PC Issues:

One citizen spoke and requested that the companion rezoning be amended to IL since the surrounding zoning is IL.

PC Vote:

6-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Joshua Garrison	Aye
Jason Porter	Absent
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
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – April 1, 2022

Ordinance/Application No.: 2022-146 / L-5648-21C

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

Real Estate Number(s): 111061 0300

Property Acreage: 18.51 acres

Planning District: District 6, North

City Council District: District 2

Applicant: Paul Harden, Esquire

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

To amend and rezone the parcel to its previous designations, before it was inadvertently included in the waterfront category.

BACKGROUND

The 18.51 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. There are petroleum storage tanks approximately 1/4 mile east of the subject site.

The amendment site is undeveloped. The land surrounding the subject site, including the land across Zoo Parkway to the south and the land north across the CSX railway, is also undeveloped.

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 applicant is proposing a change to the land use from WD-WR to HI. The applicant is also proposing a companion rezoning from Industrial Water to Industrial Heavy, pursuant to Ordinance 2022-147.

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

North: Land Use: Heavy Industrial (HI)
 Zoning: Industrial Light (IL)
 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: Undeveloped, petroleum storage

West: Land Use: HI
 Zoning: IL and IH
 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 18.51 Acres / 806,296 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: Undeveloped	Proposed: HI uses
Land Use / Zoning	Current: Land Use: Water Dependent / Water Related (WD/WR)	Proposed: Land Use: Heavy Industrial (HI)

Development Analysis 18.51 Acres / 806,296 sq. ft.		
	Zoning: Industrial Water (IW)	Zoning: Industrial Heavy (IH)
Development Standards for Impact Assessment	Current: 0.25 FAR	Proposed: 0.4 FAR
Development Potential	Current: 201,574 sq. ft.	Proposed: 322,518 sq.ft.
Net Increase or Decrease in Maximum Density	N/A	
Net Increase or Decrease in Potential Floor Area	Increase of 120,944 sq. ft.	
Population Potential	Current: N/A	Proposed: N/A
Special Designation Areas		
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	North part of subject site is in the AAA (approximately 3.2 acres)	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Increase of 1,518 net new daily trips	
Potential Public-School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 10,304 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 7,728 gpd	
Potential Solid Waste Impact	Increase of 374 tons per year	
Drainage Basin/Sub-basin	Basins (2): Broward River and St. Johns River upstream of Trout River Sub-Basin: Broward River	
Recreation and Parks	None	
Mass Transit Access	None	
Natural Features		
Elevations	7 to 38 feet	
Land Cover	4210: Xeric oak 4340: Upland mixed coniferous/hardwood	

Development Analysis 18.51 Acres / 806,296 sq. ft.	
Soils	SIN 53: Penney fine sand, 0% to 5% slopes
Flood Zones	None
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 December 17, 2021, the connection point for the subject site is a proposed 16-inch water main along Imeson Park Boulevard, approximately 1,200 feet north of Zoo Parkway. Sewer will be provided via a proposed 8-inch force main along Imeson Park Boulevard, also approximately 1,200 feet north of Zoo Parkway. The letter also provides that connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main with a minimum diameter of 4 inches.

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.

Transportation

The subject site is 18.51 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 14 daily trips. If the land use is amended to allow for this HI development, this will result in 1,532 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase 1,518 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	201,574 SF	T = 0.78 (X)	14	0	14
					Total Trips for Existing Land Use	14
Proposed Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
HI	140	322,518 SF	T = 4.75 (X) / 1000	1,532	0	1,532
					Total Trips for Proposed Land Use	1,532
					Difference in Daily Trips	1,518

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.

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.

The northern portion of the property (approximately 3.2 acres) is 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 March 18, 2022, the required notices of public hearing signs were posted. Thirteen (13) 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 March 14, 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 land surrounding the subject site is also undeveloped. 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.

In accordance with Chapter 381, *Florida Statutes*, the site cannot dispose of industrial wastes into private septic systems. The applicant has provided a JEA availability letter. According to the availability letter, dated December 17, 2021, the connection point for the subject site is a proposed 16-inch water main along Imeson Park Boulevard, approximately 1,200 feet north of Zoo Parkway. Sewer will be provided via a proposed 8-inch force main along Imeson Park Boulevard meeting JEA conditions, also approximately 1,200 feet north of Zoo Parkway, in accordance with Policy 1.2.9.

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

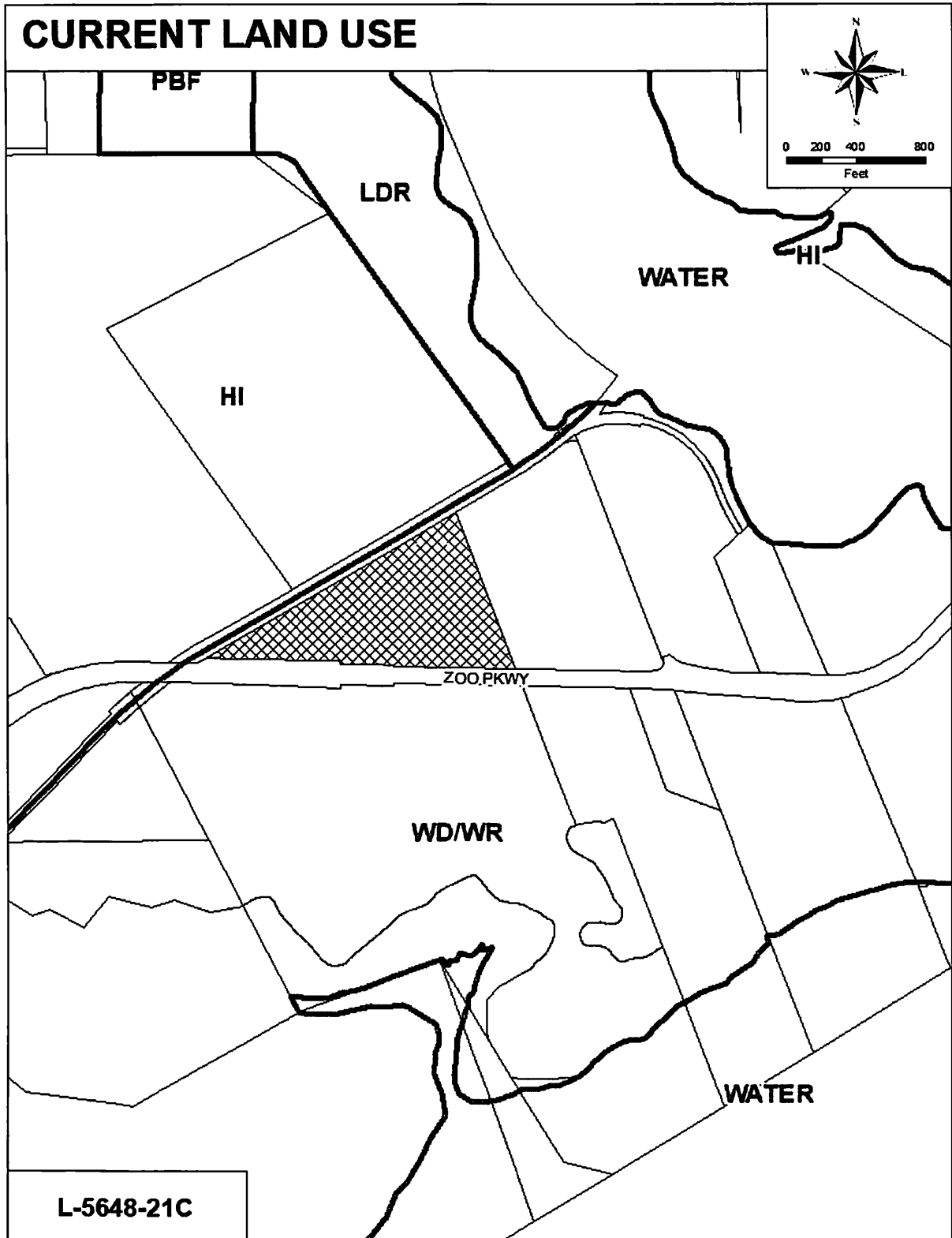
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

- 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

