

**PROPOSED LARGE-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**



**OVERVIEW**

**ORDINANCE: # 2019-679**

**APPLICATION: L-5389-19A-5-10**

**APPLICANT:** ROBERT CARLTON TAYLOR

**PROPERTY LOCATION:** On the south side of Jones Branch Circle; between Imeson Road and I-295.

**Acreage:** 59.06

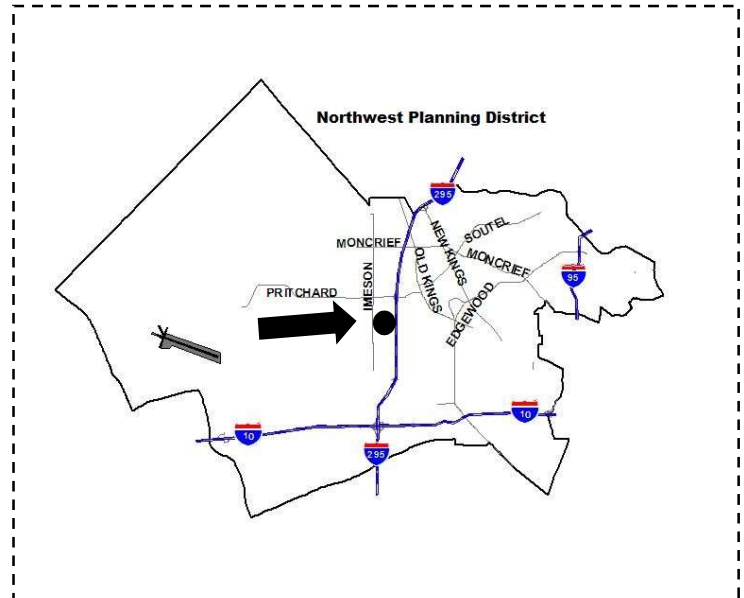
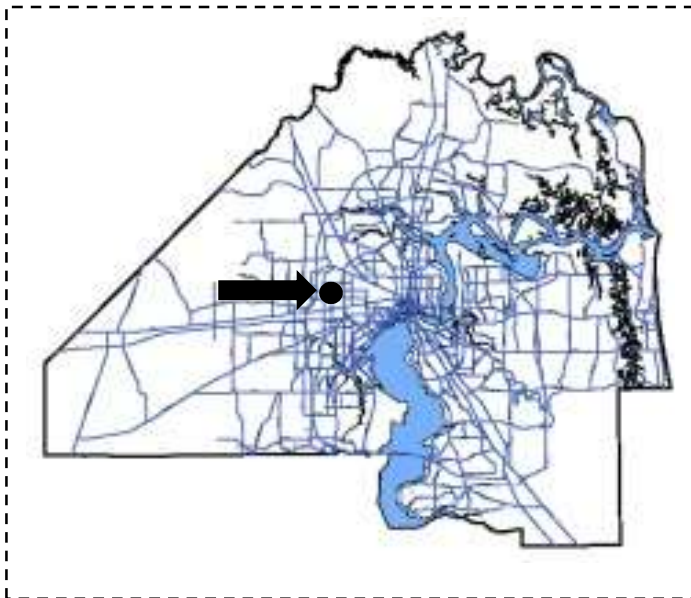
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>CGC</b>	<b>LI &amp; CSV</b>
<b>ZONING</b>	<b>PUD</b>	<b>IL &amp; CSV</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (0.35 FAR)	Proposed Maximum Intensity (0.40 FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
CGC	LI & CSV	N/A	N/A	900,428 Sq. Ft. Commercial	938,973 Sq. Ft. Industrial	N/A	Increase 38,545 Sq. Ft. Industrial

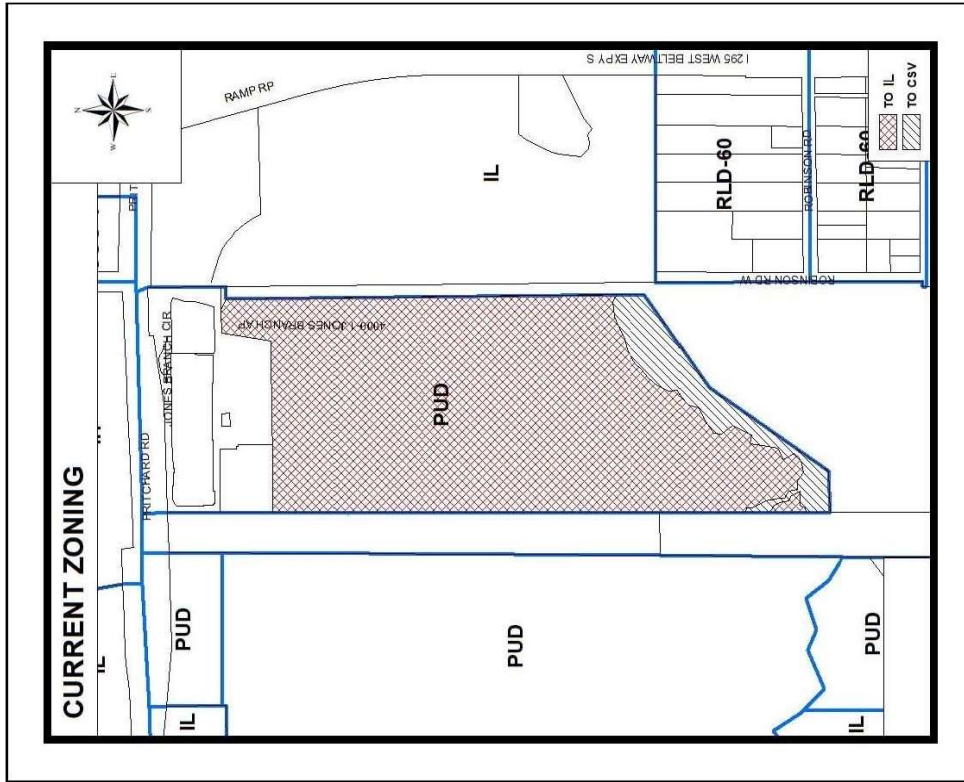
**PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



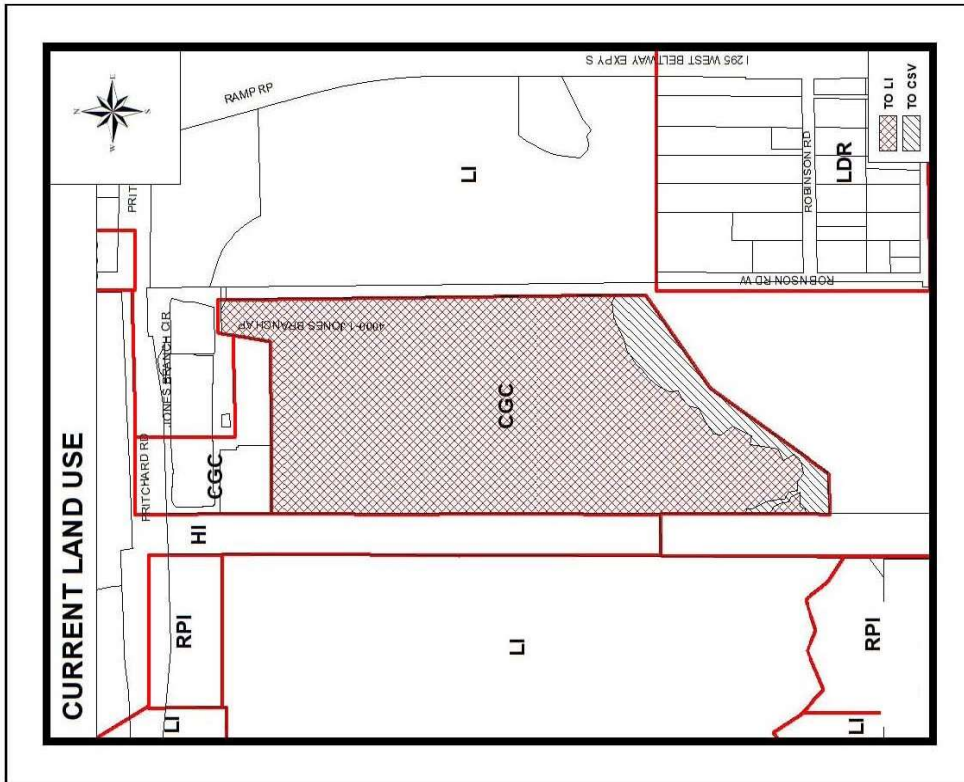
# DUAL MAP

## LARGE SCALE LAND USE APPLICATION L-5389-19A



**Current Zoning District(s):** Planned Unit Development (PUD)

**Requested Zoning District(s):** Industrial Light (IL) and Conservation (CSV)



**Existing FLUM Land Use Categories:** Community/General Commercial (CGC)

**Requested FLUM Land Use Category:** Light Industrial (LI) and Conservation (CSV)

# ANALYSIS

## Background:

The 59.06 acre subject property is located on the south side of Jones Branch Circle and approximately 550 feet south of Pritchard Road. The site is also located approximately 1,050 feet to the west of I-295. Access to the site is from Jones Branch Circle, a local roadway, by way of Pritchard Road, a collector roadway according to the Functional Highway Classification Map. The land use amendment site is also located within the boundary of the Suburban Development Area, Planning District 5 and Council District 10.

The applicant proposes a future land use map amendment from Community/General Commercial (CGC) to Light Industrial (LI) on 53.89 acres and Conservation on 5.17 acres of the subject site on the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan. In addition there will be a request to change the zoning district from Planned Unit Development (PUD) to Industrial Light (IL) (53.89 acres) and Conservation (CSV) (5.17 acres) to allow the use of truck parking and storage and to preserve the wetlands that buffer Sixmile Creek. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large-scale future land use map amendment.

The area is subject to a trend of amended land use categories to commercial and industrial. In 2006, the application site's land use category was amended from Heavy Industrial (HI) and LI to CGC (Ordinance 2006-484-E) to develop some commercial uses and multi-family residential (Jones Creek PUD). The project was developed. Also in 2006, 7 acres north of the subject site was approved to change the land use category from LI to CGC (Ordinance 2006-116-E). Then in 2009, west of the application site and west of the CSX rail line, 89 acres was approved to for a land use change from Residential-Professional-Institutional (RPI) to LI (Ordinance 2009-134-E),

Much of the area immediately surrounding the amendment site consists of a mix of vacant land, commercial and industrial uses in the LI and CGC land use categories. In addition, single family homes and mobile homes in the Low Density Residential (LDR) and Residential-Professional-Institutional (RPI) land use categories are located southeast and southwest of the subject property. Detailed information about the surrounding area can be found on Page 2, Dual Map, and Page 22, Attachment A – Existing Land Utilization Map.

The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC, LI, HI	PUD, IH, CCG-1	Vacant land, Gas station, CXS rail cars, Retention pond
South	LI	IL	Vacant land
East	LI, LDR	IL, RLD-60	Vacant land, Single family homes, Mobile homes

West

LI, HI, RPI

IH, IL, PUD

Used vehicle sales, Convenience store, Truck parking, Vacant land, Single family homes, Mobile homes

The proposed amendment does not include a residential component. Therefore, school capacity will not be impacted.

### **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.

### **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 City's JEA GIS database, there is an eight inch sewer main and twelve inch and eight inch water mains located on Jones Branch Circle at the entrance of the application site. In addition, according to the applicant's application, JEA sewer and water services are available at the site.

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.

### **Infrastructure Element, Sanitary Sewer Sub-Element**

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

Policy 1.2.6 Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

1. Single family/commercial (estimated flows of 600 gpd or less):
  - a. Requirements of Chapter 64E-6, Florida Administrative Code (F.A.C.) are accommodated.
  - b. The collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Commercial (above 600 gpd)
  - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b. The collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (commercial or single family):
  - a. Requirements of Chapter 64E-6, F.A.C. are accommodated.
  - b. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - c. Each lot is a minimum of 1 acre unsubmerged property.
  - d. Alternative (mounded) systems are not required.

## Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 0 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.

### 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 5.

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 5 is 0.46.

The proposed land use amendment based on impact assessment standards has the development potential of 938,979 SF of industrial/manufacturing space, and generating approximately 4,654 daily vehicular trips onto the roadway network. Subject site is accessible via Jones Branch Boulevard which intersects with Pritchard Road to the north. This segment of Pritchard Road (SIS Connector) is a 4-lane divided minor arterial facility and could be significantly impacted by the proposed development. Pritchard Road is subject to FDOT review and access management requirements.

The Transportation Planning Division will request an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

### **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.

### **Industrial Zones**

The subject property is not located within either the “Industrial Sanctuary” or “Industrial Situational Compatibility” Zones (Attachment D). However, the Industrial Sanctuary Zone is located to the north of the land use amendment site. The Industrial Situational Compatibility Zone is located to the northwest, northeast, east, and southeast of the subject site. Both of these industrial 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 3.2.29 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.

### **Airport Environment Zone**

The site is located within the 150 feet Height and Hazard Zone for the OLF Whitehouse. Zoning will limit development to a maximum height of less than 150 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.

## Flood Zones

All of the subject site is within flood zones. Approximately 28.76 acres of the subject site is located within the AE flood zone and 30.30 acres is within the 0.2 PCT Annual Chance Flood Hazard (X) zone. The AE flood zone and the 0.2 PCT Annual Chance Flood Hazard (X) zone are separated at the 17 foot elevation. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 PCT Annual Chance Flood Hazard area is an area within the 500-year floodplain and outside of the SFHA; flood insurance is not mandatory within this flood zone. The 0.2 PCT Annual Chance Flood Hazard area is deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. However, the flood zone is within the area that buffers Sixmile Creek is dedicated for CSV.

## Conservation /Coastal Management Element (CCME)

- Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.
- Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.
- Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
  - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
  - C. Incentives, including tax benefits and transfer of development rights.

## Wetlands

The applicant submitted a high intensity wetlands survey for the subject site, and review of City data indicates the existence of both Category II (5.17 acres) and Category III (15.87 acres) 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. The Category II wetlands, 5.17 acres that buffer Sixmile Creek, are being placed in the CSV land use category for protection. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

**Wetlands Characteristics:**

Approximate Size: 21.04 Acres

General Location(s): Interspersed within the northern half of the property (Category III wetlands) and along the southern boundary and Sixmile Creek (Category II wetlands) of the application site (See Wetlands Map in Attachment C)

**Quality/Functional Value:**

The application site consists of 5.17 acres of high quality Category II wetlands associated with Sixmile Creek. These wetlands have an extremely high functional value for water filtration attenuation and flood water storage capacity. They are located within the 100 year flood zone and have a direct impact on the City's waterways. Sixmile Creek drains into the Ribault River which then empties into Trout River and then into the St. Johns River. The remaining 15.87 Category III wetlands has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact to the City's waterways.

**Soil Types/ Characteristics:**

For Category II Wetlands: (67) Surrency loamy fine sand, frequently flooded, – The Surrency series consists of nearly level, very poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They are located in floodplains and in depressions. The water table is at or near the surface and subject to frequent flooding for brief periods. In areas of depressions, the high water table generally is at or above the soil surface for very long periods.

For Category III Wetlands: (38) Mascotte fine sand and (51) Pelham fine sand), both are poorly drained soils that are typically not considered wetland soils except where the high water table reaches near the ground surface such as in depressions. Both soils are formed in thick sandy and loamy marine sediments. Wetlands found in these soils are considered transitional where wetlands and uplands are intermingled.

Wetland Category: Category II and III

Consistency of Permitted Uses: The Category II wetlands are being placed in the CSV land use category and conservation uses are permitted within Category II wetlands, subject to CCME Policy 4.1.5 (see below).

Environmental Resource Permit (ERP): ERP # 137265-1; Wetland boundary formal determination.

Wetlands Impact: Applicant is proposing Category II wetlands be placed in the Conservation (CSV) land use category. Therefore, no wetlands impacted is expected for this area. Any future impact to Category III wetland will require mitigation.

Associated Impacts: AE flood zone corresponding with the Category II wetlands of the application site being proposed for the Conservation (CSV) land use category.

Relevant Policies:

#### Conservation/Coastal Management Element

Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

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

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, 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.

Policy 4.1.5

The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site;  
and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(5) Any use which 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.

(6) For Category II wetlands only, silvicultural uses are allowed, 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.

Policy 4.1.7

High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezoning and site plan applications shall include high

intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 19, 2019, the required notice of public hearing sign was 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's Information Meeting was held on September 30, 2019. No one from the public was at the meeting regarding this application.



**IMPACT ASSESSMENT**

[ **L-5389-19A** ]

**59.06 Acres**

<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification	Jones Branch Circle – Local Roadway Pritchard Road – Collector Roadway	
Plans/Studies	KingSoutel Crossing (Corridor) CRA Northwest Jacksonville Vision Plan	
	<b><u>CURRENT</u></b>	<b><u>PROPOSED</u></b>
Site Utilization	Vacant	Truck Parking
Land Use/Zoning	CGC/PUD	LI/IL
Development Standards For Impact Assessment	0.35 FAR	0.40 FAR
Development Potential	900,428 Sq. Ft. of Commercial Space	938, 973 Sq. Ft. of Industrial Space
Population Potential	0 People	0 People
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b><u>YES</u></b>	<b><u>NO</u></b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	150' Height Restriction Zone for OLF Whitehouse	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	High, Medium, and Low Sensitivity	
Historic District		X
Coastal High Hazard /Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X-Discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	0 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease in 10,985 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease in 8,239 gallons/day	
Potential Solid Waste Impact	Increase of 1471.6 tons/year	
Drainage Basin / Sub-Basin	Trout River Basin / Sixmile Creek Sub-Basin	
Recreation and Parks	Bulls Bay Preserve	
Mass Transit	Bus stop # 5225; Westside Industrial Drive	

<b>NATURAL FEATURES</b>	
Elevations	10 to 20 feet above mean sea level
Land Cover	4100 – Pine Plantation and 6300 – Wetland Forested Mixed
Soils	38 – Mascotte sine sand, 51 – Pelham fine sand, and 67 – Surrency loamy fine sand; frequently flooded
Flood zone	AE and X (0.2 PCT Chance)
Wetlands	Yes; Category II and III
Wildlife (sites greater than 50 acres)	Yes; Wildlife report submitted

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

Proposed amendment analysis in relation to the Goal, Objectives, and Policies of the 2030 Comprehensive Plan:

#### **Future Land Use Element (FLUE):**

- Policy 1.1.10      Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- 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.
- Policy 1.5.3        Protect potable water well fields, areas of moderate to high aquifer recharge, known habitat areas of rare, endangered, or threatened species, and other significant natural resources through Land Development Regulations enacted which limit activities having the potential to contaminate soil, ground or surface waters, or otherwise destroy these sensitive areas, consistent with the provisions of the Conservation/Coastal Management 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.
- Policy 3.1.3        Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

- 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 3.2.17 The City shall, require the Land Development Regulations to include incentives for new industry to locate in the form of industrial parks, centers, etc., in areas shown for industrial use on the Future Land Use Map series. Allow light industry to locate as a supporting use in mixed use PUD's outside areas designated for industrial use when the locational criteria and other provisions of this element, and all applicable development regulations are met.
- Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

**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.

**Recreation and Open Space Element**

- Policies 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.



## Conservation and Coastal Management Element

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

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, 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.

Policy 4.1.5 The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

i density shall not exceed one (1) dwelling unit per five (5) acres; and

ii buildings shall be clustered together to the maximum extent practicable; and

iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the aerial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the aerial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5 and 10.6 and their related policies of this element.

- (4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.
- (5) Any use which 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.
- (6) For Category II wetlands only, silvicultural uses are allowed, 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.

Policy 4.1.7 High intensity wetlands surveys shall be submitted for all land use amendments where City data indicates potential existence of wetlands on the subject site. Rezonings and site plan applications shall include high intensity wetlands surveys where City data indicates potential existence of wetlands on the subject site and where there is a high potential for wetland impact. For the purposes of this policy, a high intensity wetlands survey shall include the location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Land Use amendments to the Conservation Future Land Use Category are exempt from this requirement.

Currently the site has a Community/General Commercial (CGC) land use designation. According to the FLUE, CGC in the Suburban Development Area is intended to provide for all types of commercial retail sales and service establishments and development which includes offices and multi-family uses.

Light Industrial (LI) is a category, which provides for the location of industrial uses, which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to roads classified as collector or higher is preferred.

The FLUE category description for Conservation (CSV) describes these lands as areas with valuable environmental resources, such as sensitive vegetation, high value habitat, wetlands, high aquifer recharge potential, carbon sinks, and unique coastal areas.

Although the subject site is not located within an Industrial Sanctuary Zone or an Industrial Situational Compatibility Zone it is in close proximity to them as previously mentioned. In addition the subject site also abuts Heavy Industrial (HI) and LI land use categories to the east, south and west. Therefore, the proposed LI land use category is a logical extension to the surrounding industrial land use categories. The site also has access to Pritchard Road, a collector roadway, from Jones Branch Circle. The interchange of I-295 is 1050 feet west of the site and is an ideal location for truck transportation. Therefore, FLUE Objective 3.2 and Policies, 3.2.1, 3.2.7, and 3.2.17 are satisfied,

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. However, this is not necessary since an eight inch sewer main is available for hook-up. The availability of sanitary sewer facilities also meets FLUE Policy 1.2.9. A JEA availability letter for water and sewer connections should be provided at the adoption found of this land use amendment.

Category II wetlands (Attachment E) were identified with a high intensity wetlands survey as required in CCME Policy 4.1.7. They are located on the southern boundary of the subject site and overlap within the AE flood zone. Therefore, the applicant is requesting a portion of the proposed land use amendment site be placed into CSV from CGC thereby protecting these environmentally sensitive lands that buffer Sixmile Creek, This satisfies FLUE Policies 1.5.3, 1.5.14, CCME Policies 4.1.3 and 4.1.5,

In addition, since the southern portion of the subject property is Category II wetlands buffering Sixmile creek, the area also buffers the residential areas located to the southwest and southeast of the subject site. Thereby proving consistency with FLUE Policies 1.1.10 and 3.1.3.

Given the land development pattern in the area, the proposed amendment from CGC to LI near the Pritchard Road corridor follows the commercial/industrial development pattern on a collector roadway which is a preferred location for future LI industrial uses. This proposed pattern of development is encouraged by FLUE Objective 6.3. In addition, the companion rezoning to proposed IL will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space.

The proposed amendment is consistent with the goal of improving the economic base of the Northwest Jacksonville Vision Plan. The consistency review is provided in the section below in accordance with FLUE Policy 4.1.8B.

While the site fronts along a local road, access is via a classified collector road. Therefore, the amendment is generally consistent with the LI category preference for site access to a collector road or higher.

## **Wildlife**

A wildlife report for the subject site was submitted for the subject site. According to the report there was no evidence or observation of threatened or endangered species found on the property. However, there could be a possibility of a gopher tortoise habitat. A wildlife report

update will be required for site plan approval. If tortoises are found in proposed development areas a taking permit will be required, and tortoises will be relocated to a tortoise habitat mitigation bank.

## **Vision Plan**

The subject property is located within the boundaries of the Beaver Street Character Area of the Northwest Jacksonville Vision Plan. One of the main issues identified by the plan is the area has a weak economic base. A desired change recommended in the plan is economic revitalization. Therefore, the provision of quality jobs that will be created with the proposed industrial use by the proposed land use amendment is consistent with the vision plan.

## **KingSoutel Crossing (Corridor) CRA**

The subject site is also located in the Pritchard District of the KingSoutel Crossing (Corridor) CRA. A copy of the application has been provided to the Office of Economic Development for review and comment

## **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.

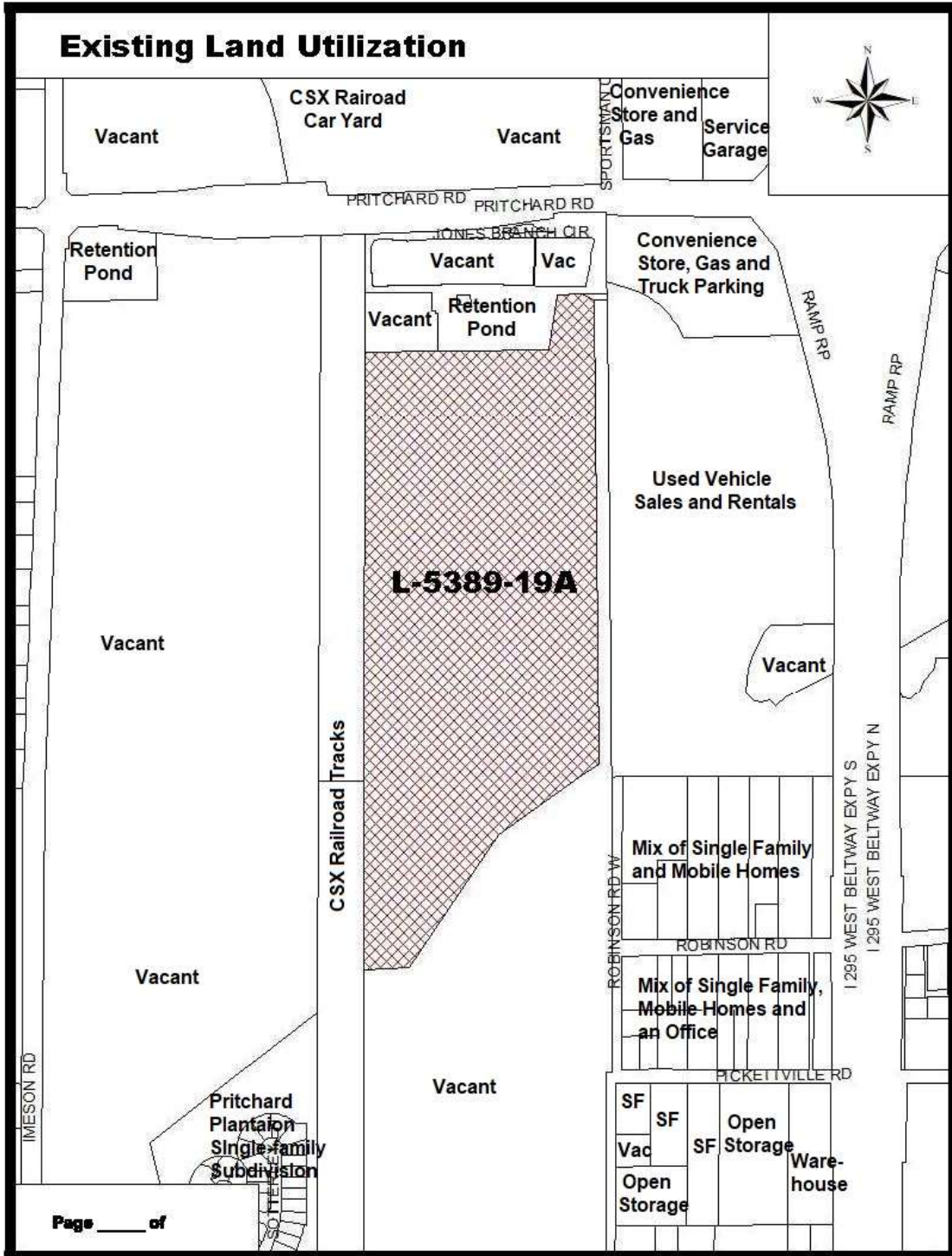
The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Policy Plan.

# ATTACHMENT A

## Existing Land Utilization:



## ATTACHMENT B

### Traffic Analysis:



ONE CITY. ONE  
JACKSONVILLE.

## City of Jacksonville, Florida

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*Lenny Curry, Mayor*

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

### MEMORANDUM

**DATE:** October 7, 2019

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister  
Transportation Planning Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5389-19A

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A trip generation analysis was conducted for Land Use Amendment L-5389-19A, located on Jones Branch Boulevard, between Interstate 295/West Beltway Expressway in Suburban Development Area of Jacksonville, Florida. The subject site has an existing Community General Commercial (CGC) and Conservation (CSV) land use categories. The proposed land use amendment is to allow for Light Industrial (LI) development and Conservation (CSV) on approximately 59.0 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing CGC land use category development impact assessment standard is 0.35 FAR per acre, resulting in a development potential of 900,428 SF of commercial space (ITE Land Use Code 820), generating 22,719 daily vehicular trips. The proposed LI land use category development impact assessment is 0.4 FAR per acre, resulting in a development potential of 938,979 SF of industrial/manufacturing space (ITE Land Use Code 110), which could generate 4,654 daily trips. This will result in zero net new daily vehicular trips if the land use is amended to allow for LI development, as shown in Table A.



## ATTACHMENT B (cont)

<b>Table A</b>						
<b>Trip Generation Estimation</b>						
Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	900,428 SF	$T = 33.84 (X) / 1000$	30,470	25.44%	22,719
					<b>Total Section 1</b>	<b>22,719</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
LI	110	938,979 SF	$T = 4.96 (X) / 1000$	4,654	0.00%	4,654
					<b>Total Section 2</b>	<b>4,654</b>
					<b>Net New Daily Trips</b>	<b>0</b>
<i>Source: Trip Generation Manual, 10th Edition, Institute of Engineers</i>						

### **Additional 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 5.



## **ATTACHMENT B (cont)**

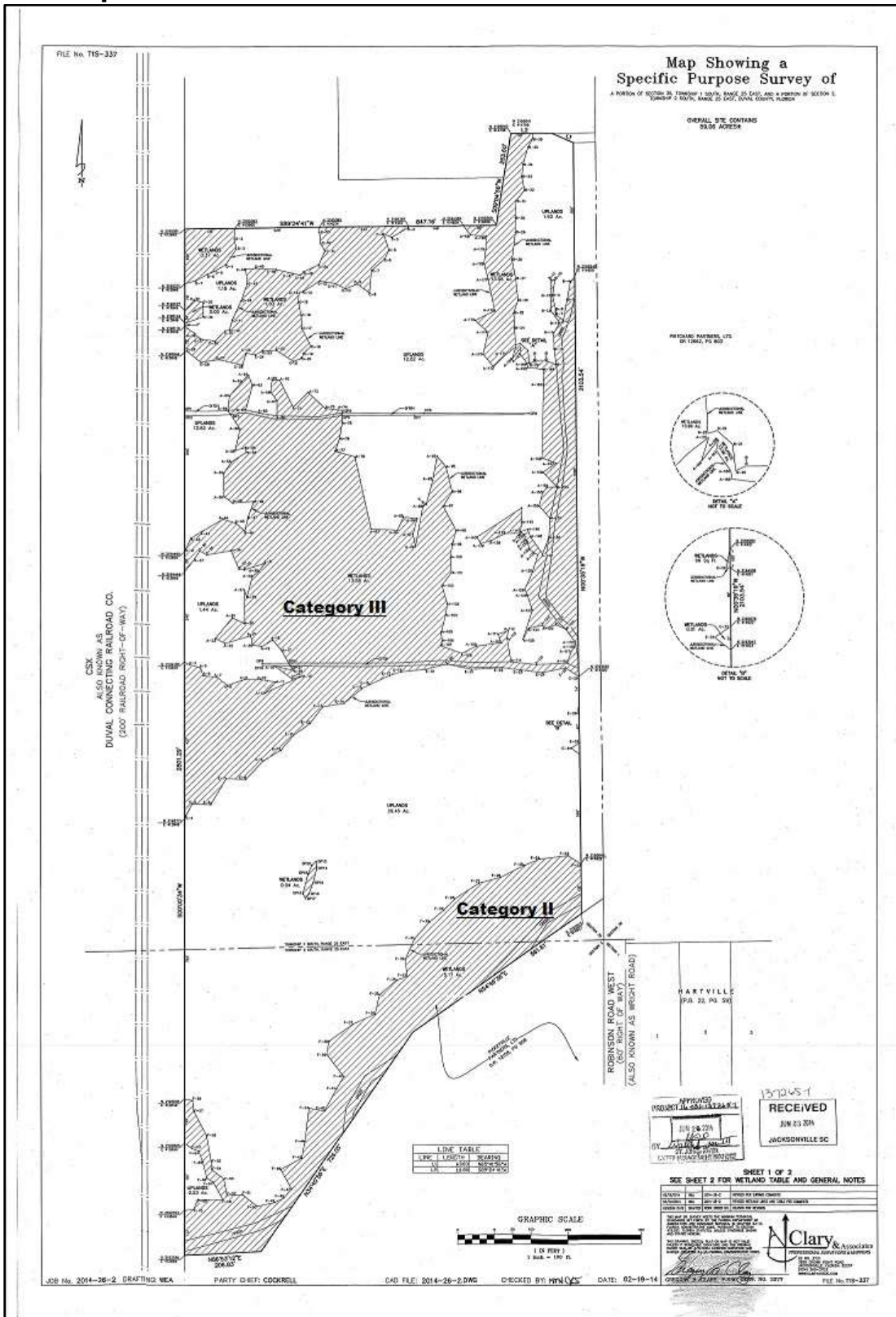
Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* 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 5 is **0.46**.

The proposed land use amendment based on impact assessment standards has the development potential of 938,979 SF of industrial/manufacturing space, and generating approximately 4,654 daily vehicular trips onto the roadway network. Subject site is accessible via Jones Branch Boulevard which intersects with Pritchard Road to the north. This segment of Pritchard Road (SIS Connector) is a 4-lane divided minor arterial facility and could be significantly impacted by the proposed development. Pritchard Road is subject to FDOT review and access management requirements.

# ATTACHMENT C

## Wetlands Map:



# ATTACHMENT D

## Land Use Amendment Application:



### APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

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<b>Date Submitted:</b>	07-08-2019	<b>Date Staff Report is Available to Public:</b>	10-11-2019
<b>Land Use Transmittal Ordinance #:</b>	2019-679	<b>Planning Commission's LPA Public Hearing:</b>	10-17-2019
<b>JPDD Application #:</b>	L-5389-19A	<b>1st City Council Public Hearing:</b>	10-22-2019
<b>Assigned Planner:</b>	Ed Lukacovic	<b>LUZ Committee's Public Hearing:</b>	11-05-2019
		<b>2nd City Council Public Hearing:</b>	11-12-2019

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#### GENERAL INFORMATION ON APPLICANT & OWNER

##### **Applicant Information:**

ROBERT TAYLOR  
ROBERTS DIESEL SERVICE  
7010 PRITCHARD ROAD  
JACKSONVILLE, FL 32219  
Ph: (904) 483-6175  
Fax: (904) 781-9088  
Email: WMANSFIELD@ROBERTSDIESEL.COM

##### **Owner Information:**

ROBERT TAYLOR  
ROBERTS DIESEL SERVICE  
7010 PRITCHARD ROAD  
JACKSONVILLE, FL 32219  
Ph: (904) 483-6175  
Fax: (904) 781-9088

#### DESCRIPTION OF PROPERTY

**Acreage:** 59.06  
**Real Estate #(s):** 003388 0200

**General Location:**  
I-295 AND PRITCHARD

**Planning District:** 5  
**Council District:** 10  
**Development Area:** SUBURBAN AREA  
**Between Streets/Major Features:**  
IMESON ROAD and I-295

**Address:**  
0 JONES BRANCH CIR

#### LAND USE AMENDMENT REQUEST INFORMATION

**Current Utilization of Property:** VACANT  
**Current Land Use Category/Categories and Acreage:**  
CGC 59.06

**Requested Land Use Category:** LI: 53.89 acres  
And CSV: 5.17 acres

**Surrounding Land Use Categories:** CGC, LDR, LI, RPI

##### **Applicant's Justification for Land Use Amendment:**

SHORTAGE OF TRUCK PARKING/SAFE OVER NIGHT PARKING AND PRESERVATION OF CATEGORY II WETLANDS ALONG SIXMILE CREEK.

#### UTILITIES

**Potable Water:** JEA

**Sanitary Sewer:** JEA

#### COMPANION REZONING REQUEST INFORMATION

**Current Zoning District(s) and Acreage:**  
PUD 59.06

**Requested Zoning District:** IL: 53.89 acres and CSV: 5.17 acres

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>