

City of Jacksonville, Florida

Lenny Curry, Mayor

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August 19, 2021

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. 2021-419/Application No. L-5566-21C

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 2021-419 on August 19, 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	Aye
Ian Brown	Absent
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 13, 2021

Ordinance/Application No.: 2021-419 / L-5566-21C
Property Location: 13074 Normandy Boulevard
Real Estate Number(s): 002207 0100
Property Acreage: 2.26 acres
Planning District: District 4, Southwest
City Council District: District 12
Applicant: Fred Atwill
Current Land Use: Rural Residential (RR)
Proposed Land Use: Light Industrial (LI)
Current Zoning: Residential Rural - Acre (RR-Acre)
Proposed Zoning: Industrial Light (IL)
Development Boundary: Suburban Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Mr. Barbone needs to construct a 5,000 enclosed SF warehouse for auto parts storage (E.g. Mufflers, Catalytic Converters etc.)
Additional Surrounding Comp Plan FLUM Designations MU and LI.

BACKGROUND

The 2.26 acre subject site is currently used for outdoor storage and is located along the south side of Normandy Boulevard (SR-228), a major arterial road, between Alcoa Road and POW-MIA Memorial Parkway, both unclassified roads. The applicant is proposing a Future Land Use Map (FLUM) amendment from Rural Residential (RR) to Light Industrial (LI) to allow for the development of a warehouse. The applicant is also proposing a companion rezoning from Residential Rural - Acre (RR-Acre) to Industrial Light (IL) which is pending concurrently with this amendment, pursuant to Ordinance 2021-420.

There has been one proximate Land Use Amendment to the subject site. The area surrounding the subject site to the east, south, and north were both part of a 10,385 acre amendment associated with the Cecil Commerce Center from Public Buildings and Facilities (PBF) to Multi-Use (MU), which included the adoption of FLUE Site Specific Policy 4.3.8, pursuant to 2002-669-E. The Cecil Commerce Center is a significant industrial complex providing for manufacturing, supply chain logistics, and industrial end users.

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

North: Land Use: RR, MU

Zoning: RR-Acre, Planned Unit Development (PUD)

Property Use: Single family residential, undeveloped land within the Cecil Commerce Center MU area

South: Land Use: MU

Zoning: PUD

Property Use: Warehouse, undeveloped land within the Cecil Commerce Center MU area

East: Land Use: MU, RR

Zoning: RR-Acre, PUD

Property Use: Single family residential, warehouse, undeveloped land within the Cecil Commerce Center MU area

West: Land Use: RR, Light Industrial (LI), MU, Community/General Commercial (CGC)

Zoning: RR-Acre, Industrial Light (IL), PUD, Commercial

Community/General - 2 (CCG-2)

Property Use: Undeveloped LI land not associated with Cecil Commerce Center MU area, auto sales, undeveloped land within the Cecil Commerce Center MU area

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Normandy Boulevard (SR-228) – Major Arterial	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Open storage	Proposed: Warehouse
Land Use / Zoning	Current: RR /RR-Acre	Proposed: LI/ IL
Development Standards for Impact Assessment	Current: 1 DU/Acre	Proposed: 0.4 FAR
Development Potential	Current: 2 DUs	Proposed: 39,378 sq. ft.
Net Increase/Decrease in Maximum Density	Decrease of 2 DUs	
Net Increase/Decrease in Potential Floor Area	Increase of 39,378 sq. ft.	
Population Potential	Current: 5 people	Proposed: Not applicable
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	50' height zone; 60-64.99 DNL; Civilian notice zone for Cecil Airport	
Industrial Preservation Area	Industrial Sanctuary	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	

Development Analysis	
Brownfield	No
Public Facilities	
Potential Roadway Impact	176 net new daily trips
Potential Public School Impact	Not applicable
Water Provider	Well
Potential Water Impact	Increase of 893 gallons per day
Sewer Provider	Septic
Potential Sewer Impact	Increase of 670 gallons per day
Potential Solid Waste Impact	Increase of 117 tons per year
Drainage Basin/Sub-basin	Black Creek Basin / Brady/Yellow Branch
Recreation and Parks	Taylor Brown Regional Park and Cecil Field
Mass Transit Access	None
Natural Features	
Elevations	76-85 feet
Land Cover	4110: Pine Flatwoods ; 1100: Residential, low density; 4410: Pine plantation
Soils	56- Pottsburg fine sand; 22- Evergreen Wesconnett complex ; 14- Boulogne fine sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

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 dated May 7, 2021. According to the letter, the site does not have access to centralized potable water. The site has access to centralized sewer, however the site is subject to special conditions in order to connect to the sewer system. Per the letter, the proposed development will require the design and construction of a privately owned and maintained pump station and a JEA dedicated force main in order to connect to JEA sewer services.

The application indicates an intent to use a septic tank and has requested an industrial land use category. 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.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Department, and determined that the proposed amendment will result in an increase of 176 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Department.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development

Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 of the TE of the 2030 Comprehensive Plan requires that the City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and 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 6.

Subject site is accessible via Normandy Boulevard (SR 228), a state road and principal arterial facility. The proposed LI development will have minimal net new trips and will not have any significant impacts on the external roadway network. The Transportation Planning Division recommends ongoing coordinating efforts with the Florida Department of Transportation (FDOT) for access requirements.

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.

Airport Environment Zone

The site is located within the 50 foot Height and Hazard Zone for the Cecil Airport. Zoning will limit development to a maximum height of less than 50 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.

The amendment site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such this area is within the Civilian Influence Zone for Cecil Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

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.

Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 28, 2021, the required notices of public hearing signs were posted. Eight (8) 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 2, 2021. One member of the public attended to ask for more information on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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.

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.

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.

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.

Pending Property Rights Element (Ordinance 2021-334)

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 will 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 FLUE, the Rural Residential (RR) land use designation in the Suburban Development Area is intended to provide rural estate residential opportunities. Residential development of up to two dwelling units per acre is permitted if the site has access to full urban services. If the site is served with on-site potable water and wastewater, the maximum gross density is 1 unit per acre. The principal use is single-family dwellings.

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 chemicals and wastes. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries.

The majority of the area surrounding the subject site is undeveloped, however there is a single-family dwelling abutting the subject site on the east, along Normandy Boulevard. Further east is a warehouse and to the west of the subject site, across Normandy Boulevard is a personal storage facility. Much of the surrounding undeveloped land is in the Multi-Use land use category and is associated with the Cecil Commerce Center, which is approximately one quarter of a mile south of the subject site. The proposed amendment to Light Industrial would be consistent with the character and development pattern of the nearby industrial uses of the Cecil Commerce Center and the abutting undeveloped land designated as LI on the west side of the subject site. Therefore the proposed amendment is consistent with Goals 1 and 3, Objective 3.2, and Policies 3.2.1 and 3.2.7 of the FLUE.

Additionally, this site is located within the Industrial Sanctuary. The Industrial Sanctuary is an area which consists of industrial uses and zoning districts and areas that are strategically located for future expansion and economic development. The proposed

amendment is to LI, an industrial land use category, which is consistent with the recommendations of Policies 3.2.29 and 3.2.30 of the Future Land Use Element.

The proposed amendment to LI would increase the amount land designated for industrial uses, fostering economic development within the City. The amendment would also allow for industrial development in an area identified for industrial expansion. Thus, the proposed 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.

Vision Plan

The subject property is located within the boundaries of the *Southwest Jacksonville Vision Plan* and within the Cecil Field Character Area of the Plan. While the vision plan does not make any specific recommendations for the subject site, Theme 3 of the Vision Plan encourages the creation of centers. The proposed use of the site as a warehouse is an industrial use that would be consistent with the industrial character of the surrounding area, which is an area designated as an industrial sanctuary associated with the Cecil Commerce Center. The proposed amendment would be a logical extension of the nearby industrial development pattern, strengthening the area as an industrial center, and is therefore consistent with the Southwest Jacksonville Vision Plan.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy 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 development of new businesses thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

