

**PROPOSED SMALL-SCALE 2015C-011
FUTURE LAND USE MAP (FLUM) AMENDMENT**



OVERVIEW

ORDINANCE: 2015-439

APPLICATION: 2015C-011-3-11

APPLICANT: WYMAN DUGGAN

**PROPERTY LOCATION: 7061 Greenland Ridge Lane West
Acreage: 8.00**

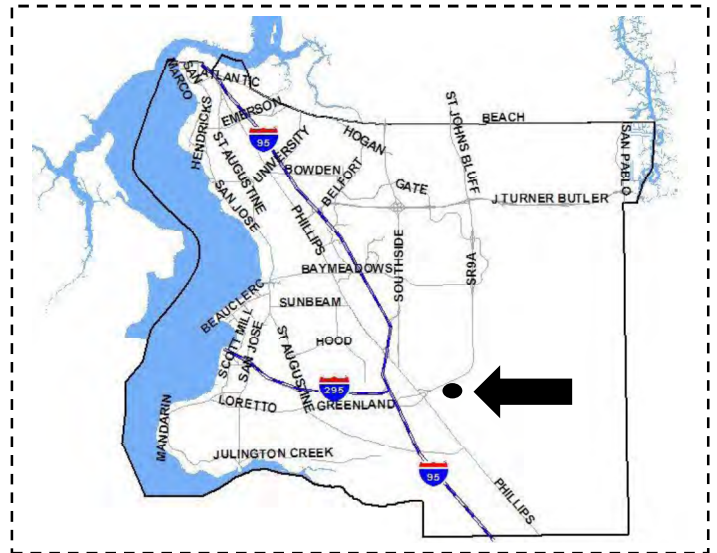
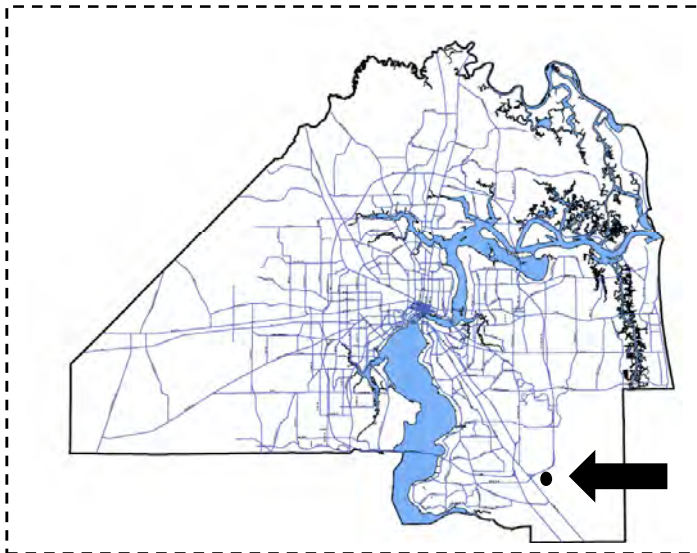
Requested Action:

	Current	Proposed
LAND USE	LDR	LI
ZONING	RLD-90 & RR-Acre	IL

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LDR	LI	40 DU (5 DU/acre)	N/A	0.4 FAR	139,392 sq. ft. (0.4 FAR)	Decrease of 40 DU/acre	Increase of 139,392 sq. ft.

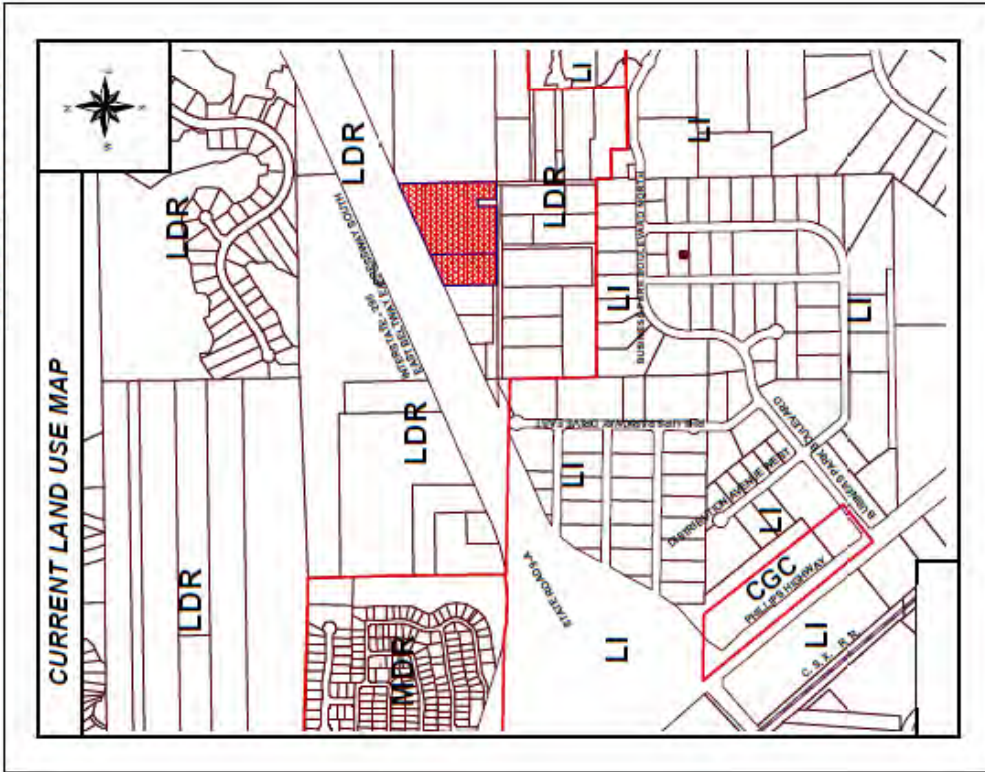
PLANNING AND DEVELOPMENT DEPARTMENT’S RECOMMENDATION: DENIAL

LOCATION MAPS: Arrows point to location of proposed amendment.

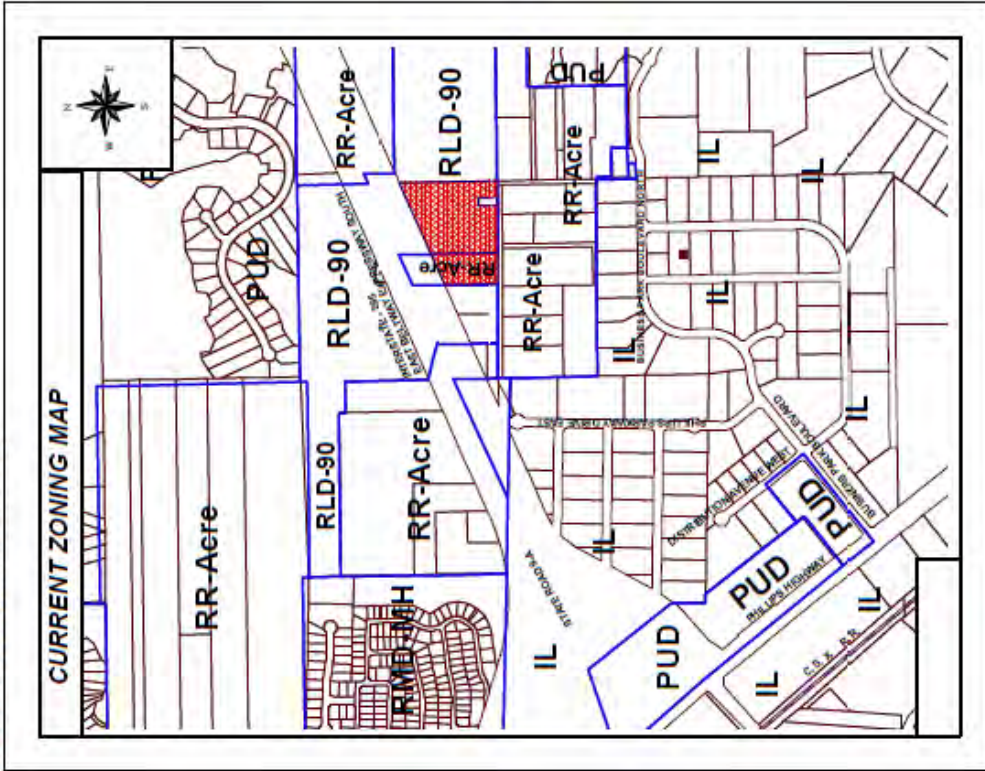


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2015C-011



Existing FLUM Land Use Categories: Low Density Residential (LDR)
Requested FLUM Land Use Category: Light Industrial (LI)



Current Zoning District(s): Residential Low-Density -90 (RLD-90) and Residential Rural-Acre (RR-Acre)
Requested Zoning District(s): Industrial Light (IL)

ANALYSIS

Background:

The 8.00 acre amendment site is located off of Greenland Ridge Lane North at the southeast quadrant of Interstate 295 and Phillips Highway. The application site is within the boundaries of the Southeast Vision Plan in Council District 11 and the Southeast Planning District.

The applicant proposes a future land use amendment from Low Density Residential (LDR) to Light Industrial (LI) and a rezoning from Residential Low Density-90 (RLD-90) and Residential Rural-Acre (RR-Acre) to Industrial Light (IL). According to the applicant, the land use amendment and rezoning changes are intended to allow for industrial and storage/warehousing uses. The companion rezoning is pending concurrently with this land use amendment pursuant to Ordinance 2015-440.

The subject site is an 8.00 acre property bounded by Interstate 295 on its northern boundary and adjacent to an outside trailer storage property immediately to the east. The subject property is located in an older neighborhood with a mix of mobile homes and site-built single family homes in a residential enclave that is surrounded by an industrial park. Access to the site from the surrounding industrial park is via a narrow, unpaved road. According to Future Land Use Element Map L-23, the subject property is located within an area of Situational Industrial Compatibility. The residential segment the site is located in is directly adjacent to Interstate 295. The residential area consists of single-family detached homes with some undeveloped property. LI land use runs southwest, south, and southeast of the subject site. Directly west of the property is undeveloped land. Additionally, the subject parcel is encumbered by power lines that run east on Greenland Ridge Lane North. The property is separated from residential uses to the north by I-295. Adjacent to the amendment site on its eastern boundary is an outdoor trailer storage that has been in existence since approximately 1988.

Upon adoption of the 2010 Comprehensive Plan in 1991, the subject site and the surrounding area was designated with the LI land use category and the Industrial Business Park-2 (IBP-2) zoning district. However, in 1992 the land use was changed to LDR and RLD-90. Prior to adoption of the 2010 Comprehensive Plan, the area was designated with the Open Rural (OR) zoning district.

Since 2002 there have been two approved land use amendments to LI within one half of a mile from the subject property. In 2002 Ordinance 2002-926- E was approved changing the land use LDR to LI for a 9.6 acre site that is located 700 feet southeast of the site. Then in 2013, Ordinance 2014-346 E was approved changing the land use from BP to LI for a 122 acre site that is located one half of a mile east of the site. Additionally, the subject property is located within 700 feet of LI designated lands to the south, west and southeast. The trend for the immediate area is geared toward industrial uses and is situated near two major transportation routes, Interstate 295 and US 1/Phillips Highway. All of these factors were considered when the Industrial Sanctuary map was adopted into the Future Land Use Element and this site was designated as an area of Situational Industrial Compatibility.

Access to the subject property is through the industrial park over Business Park Boulevard and Phillips Parkway Drive East and then on to Greenland Ridge Lane North Road, an unpaved road. Attachment A provides a detailed picture of existing development patterns for the immediate area.

According to the Development Areas Map in the Future Land Use Element, the site is located within the Suburban Development. The Southeast Vision Plan addresses the neighborhood encompassing the subject property with the goal of preserving industrial sanctuaries. The development plan does not include residential uses so school enrollment will not be impacted by this proposed amendment.

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).

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in a potential increase of 500 net new daily 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. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, 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.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	RV storage
Land Use Category	LDR	LI
Development Standards For Impact Assessment	5 DU/per acre	0.40 FAR
Development Potential	40 DU	139,392 sq ft
Population Potential	106 people	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area	X- Industrial Situational Compatibility	
Cultural Resources	X-Low	
Archaeological Sensitivity	X-Low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 500 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Potential decrease of 5,594 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Potential decrease of 4,196 gallons per day	
Potential Solid Waste Impact	Potential increase of 328.12 tons per year	
Drainage Basin / Sub-Basin	Sweet Water Creek Stream	
Recreation and Parks	N/A	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	30 ft.	
Soils	Leon fine sand 0 to 2 percent slopes	
Land Cover	Upland mixed coniferous hardwood, Mixed Rangeland, Residential, low density	
Flood Zone	N/A	
Wet Lands	N/A	
Wild Life	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 14, 2015, the required notices of public hearing signs were posted. Twenty (20) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on July 20, 2015. A resident that lives in front of the application site attended the workshop and stated that citizens of the area are in opposition of the proposed amendment and presented a signed petition. The speaker mentioned truck traffic and removal of buffer from Interstate 295 as the primary reason for opposition.

CONSISTENCY EVALUATION

2030 Comprehensive Plan

The proposed amendment is **consistent** with the following Objective and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- 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 4.1.8B The City shall evaluate all proposed amendments to the comprehensive Plan as 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.

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the LDR land use category is intended to provide for low density residential development. LDR permits housing densities up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations.

The LI Future Land Use Category is intended to provide for location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

Many industrial uses can exist in harmony with non-industrial neighbors through proper site design, arrangement of uses and the incorporation of effective buffers. With the exception of the residential properties located along Greenland Ridge Lane North, the proposed site is located in an industrial area that has been recognized as appropriate for industrial uses by its designation as such in the Southeast Vision Plan and in the Industrial Preservation Map. The proposed amendment continues to promote and sustain the viability of the existing industrial area surrounding the subject site and encourages use of an underutilized property achieving FLUE Objective 3.2 and FLUE Policy 3.2.1. The subject property is located in an area presumed to be appropriate for industrial uses consistent with Policy 3.2.29. Additionally, the subject property has been found to promote the goals and objectives of the Southeast Vision Plan and located in an Industrial Situational Compatibility zone. The proposed amendment has been reviewed against these plans and has been found not to conflict with the goals and objectives of this plan and as such the amendment is in compliance with FLUE Policy 4.1.8B.

The proposed amendment is **inconsistent** with the following Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

- Policy 3.2.4 The City shall permit the expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.

- 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.

Although the subject site is surrounded and accessed through an existing industrial park, it is not contiguous to surrounding LI designated lands and would result in development of an island of LI amidst LDR. As previously noted, the area surrounding the subject site is in an established residential neighborhood. Greenland Ridge Lane North is an unpaved road and the proposed amendment may introduce non-residential traffic into an established residential area. The proposed amendment is inconsistent with adjoining land uses creating an “island” of industrial uses. Due to the nature of the surrounding area, the proposed amendment is premature. Therefore, the proposed amendment is not a logical extension of existing industrial uses and is inconsistent with FLUE Policies 1.1.22, 3.2.4 and 3.2.30.

Southeast Vision Plan (2010)

The subject property is located within the boundaries of the Southeast Vision Plan. The overall purpose of the plan was to develop “smart growth” practices in the city’s fastest growing district. The application site is located in an area the plan identifies as Situational Compatibility Land Use. The Areas of Situational Compatibility extend out from the Industrial Sanctuary along Philips Highway. Most of the areas with this designation have existing light industrial and office uses. It is described in the zoning code as “an overlay zoning district designated by the City Council for a district geographical area that may be suitable for industrial uses under certain circumstances.” The plan also addresses the importance of buffering industrial sites by the use of setbacks and landscaping along the visual corridor.

The proposed amendment site is consistent with the principle of “provide economic growth” which focuses on integrating and coordinating the large undeveloped area of the district into an area-wide plan of commercial, industrial, and residential area. Additionally, the proposed amendment provides characteristics that allow a residential property to become part of the established pattern of industrial uses that surround the property and deemed appropriate by the vision plan. According to the study and 2030 Comprehensive Plan, industrial uses are recommended for the site. This unique development has the opportunity to be developed and capitalize on its unique character while promoting the original intent of the plan.

Guiding Principle Four : Provide for Economic Growth

4.1 Provide set-asides for future industry and protect existing industrial uses and sites

Strategic Regional Policy Plan

The proposed land use amendment is consistent with the following goal of the Strategic Regional Policy Plan Economic Development:

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.

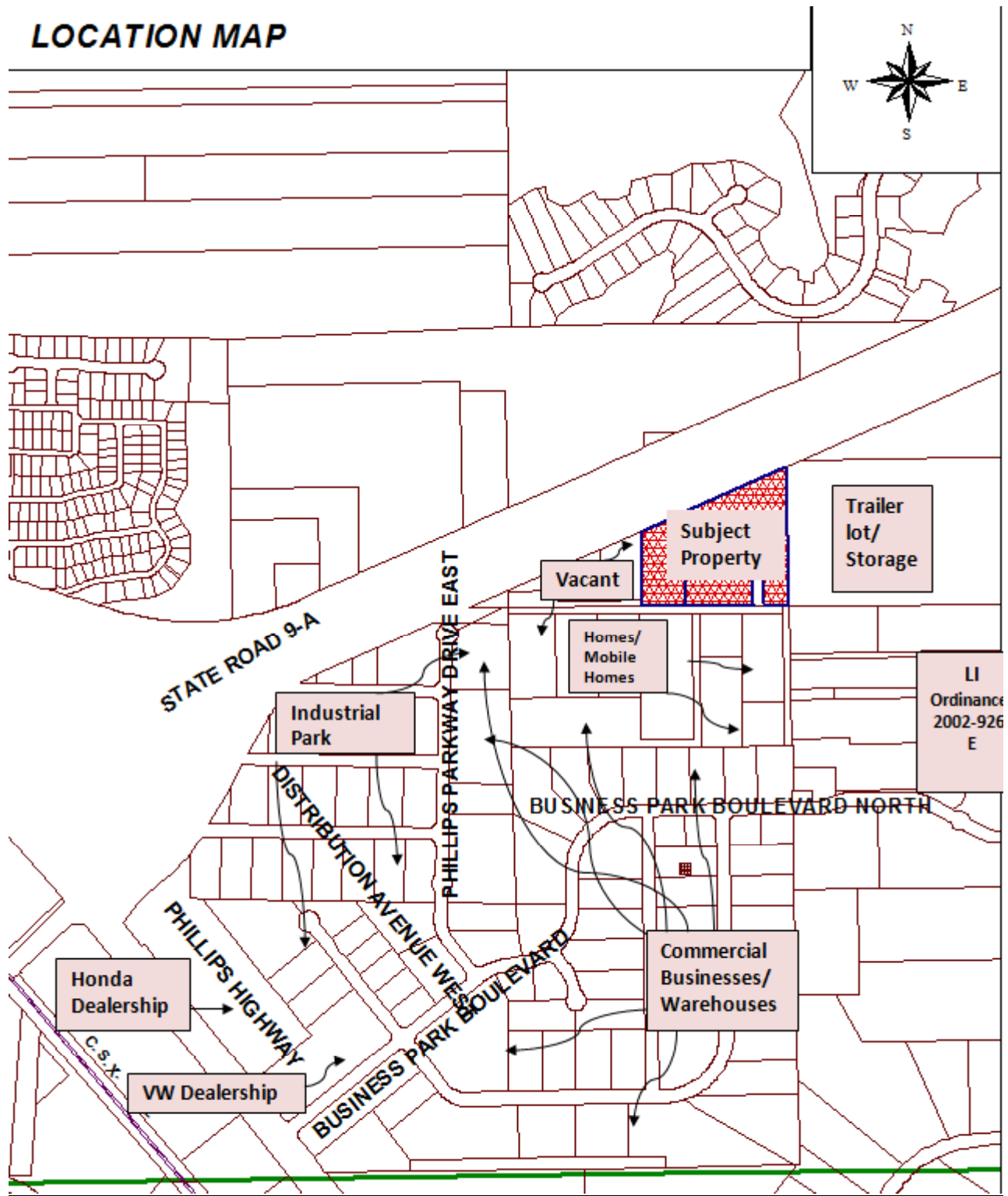
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council’s Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

RECOMMENDATION

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

ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:

Produced by: Planning and Development Department
 Application Number: 2015C-011

LB
 Date: 7/3/2015
 Mobility Zone / Development Area: 1 / SUBURBAN
 Planning District: 3
 Council District: 13

Table A

Trip Generation Estimation

Section 1										
Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2015C-011	LDR / RLD-90	8	210							
Total Section 1									0	0
Section 2										
Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2015C-011	LDR / RLD-90	8	210	40	Dus T = 1.01 (X) T = 9.57 (X)	40 452	0.00% 0.00%	0.00% 0.00%	40	452
Total Section 2									40	452
Section 3										
Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
2015C-011	LI / IL	8	130	139,392	1000 SF GFA T = 0.86 (X) / 1000 T = 6.83 (X) / 1000	120 952	0.00% 0.00%	0.00% 0.00%	120	952
Total Section 3									120	952
*Net New Trips = Section 3 - Section 2 - Section 1									80	500

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

Produced by: Planning and Development Department
 Application Number: 2015C-011

LB
 Date: 7/3/2015
 Mobility Zone / Development Area: 1 / SUBURBAN
 Planning District: 3
 Council District: 13

Table B

Net New Daily External Trip Distribution

a	b	= Total Net New External Trips (Table A)	c	(a*c)	(b*c)
80	500		Percent of Total Net New Daily Amendment Trips	Net New Peak Hour External Amendment Trips	Net New Daily External Amendment Trips
Link ID	Roadway Name	From / To			
558	I-295 (SR 9A)	BAYMEADOWS RD (SR 152) TO PHILLIPS HWY (US 1)	8.63%	7	43
573	I-295 (SR 9A)	PHILLIPS HWY (US 1) TO I-95	24.07%	19	120
574	PHILLIPS HWY (SR 5)	OLD ST AUGUSTINE RD TO SR 9A	100.00%	80	500

BOLD Indicates Directly Accessed Segment(s)

Table C

Roadway Link Analysis

Link ID Number	Road Name	Termini	Roadway Classification	State or City Road	Numbers of Lanes	Adopted Volume Daily	COJ Average Daily Trips ¹	Background Traffic 1 Year Growth % ^{**}	Volumes w/ 5 yr Growth	Existing Link LOS	Amended Trips Daily External	Total Trips PM PK-Hour with Amended External	Percent Capacity Used with Amended Trips	PK-Hour LOS Land Use Change	LOS Maintained
						a	b	c	d	e	f	g	h	i	j
558	I-295 (SR 9A)	BAYMEADOWS RD (SR 152) TO PHILLIPS HWY (US 1)	FREEWAY SIS	FDOT	4/D	77,900	81,000	6.30%	109,939	F	43	109,882	141.18%	F	NO
573	I-295 (SR 9A)	PHILIPS HWY (US 1) TO I-95	FREEWAY SIS	FDOT	6/D	116,600	73,500	2.60%	83,565	C	120	83,685	71.77%	C	YES
574	PHILIPS HWY (SR 5)	OLD ST AUGUSTINE RD TO SR 9A	HIGHWAY	FDOT	4/D	65,600	26,000	2.50%	29,417	B	500	29,917	45.60%	B	YES

¹ Data from City of Jacksonville Road Most recent Link Status Report dated 1/1/2014

^{**} As determined from Trend Analysis or FDOT LOS Report, dated 8/13/2013


BOLD Indicates Directly Accessed Segment (s)

Major Intersections List

SIC Interchanges/ SHO Intersections within Impact Area

ATTACHMENT C

Land Use Amendment Application:

	APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN		
Date Submitted: 4/23/15 Land Use Adoption Ordinance #: 2015-439 Rezoning Ordinance #: 2015-440 JPDD Application #: 2015C-011 Assigned Planner: Rosario Lacayo	Date Staff Report is Available to Public: 07-31-2015 Planning Commission's LPA Public Hearing: 08-06-2015 1st City Council Public Hearing: 08-11-2015 LUZ Committee's Public Hearing: 08-18-2015 2nd City Council Public Hearing: 08-25-2015		
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: WYMAN DUGGAN ROGERS TOWERS, P.A. 1301 RIVERPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: 9043983911 Fax: 9043960663 Email: WDUGGAN@RTLAW.COM		Owner Information: MCGIRTS, LLC 2650-2 ROSSELLE STREET JACKSONVILLE, FL 32204	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage: 8.00 Real Estate #(s): 167854 0000 167857 0000 Planning District: 3 Council District: 13 Development Area: SUBURBAN AREA Between Streets/Major Features: I-295 and GREENLAND RIDGE LANE NORTH	General Location: SOUTHEAST QUADRANT OF I-295 AND U.S. 1 Address: 7061 GREENLAND RIDGE LN N 0 GREENLAND RIDGE LANE NORTH		
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT Current Land Use Category/Categories and Acreage: LDR 8.00			
Requested Land Use Category: LI Justification for Land Use Amendment: CONVERSION OF THIS REMNANT LDR ACREAGE IS CONSISTENT WITH THE ADJACENT LIGHT INDUSTRIAL FLUM CATEGORY, ZONING DISTRICT, AND USES. THE PROPERTY IS AN AREA OF SITUATIONAL COMPATIBILITY AND PRESUMED TO BE SUITABLE FOR CONVERSION TO INDUSTRIAL PER FLUE POLICY 3.2.30. ALL ACCESS TO THE PROPERTY IS THROUGH AN EXISTING INDUSTRIAL PARK. THE PROPERTY ABUTS I-295, LIMITING ITS UTILITY FOR RESIDENTIAL DEVELOPMENT. ADJACENT LDR PARCEL 167830-0000 IS UTILIZED FOR OUTSIDE STORAGE OF TRAILERS.		Surrounding Land Use Categories: LDR	
<u>UTILITIES</u>			
Potable Water: JEA		Sanitary Sewer: JEA	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: RLD-90 6.05 RR-Acre 1.95 Requested Zoning District: IL			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Aerial:

