

PLANNING AND DEVELOPMENT DEPARTMENT



June 10, 2016

The Honorable Greg Anderson, President
 The Honorable Scott Wilson, LUZ Chair
 And Members of the City Council
 117 West Duval Street
 Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report
 Ordinance No. 2016-328**

Application for Land Use Amendment 2016C-009

Dear Honorable Council President Anderson, Honorable Council Member and LUZ Chairman Wilson 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 voted to recommend **APPROVAL** of Ordinance 2016-328 on June 9, 2016.

- P&DD Recommendation
- PC Issues:

Approve

1. Confirmed that the site is located in the Industrial Situational Compatibility area, an area where industrial development is generally deemed appropriate.

•

2. Inquired about buffering requirements in the zoning related to adjacent residential uses and why such buffers are not already in place.

• **PC Vote:**

7 - 0

	<u>Aye</u>	<u>Nay</u>	<u>Abstain</u>	<u>Absent</u>
Chris Hagen, Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Daniel Blanchard, Vice Chair	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Abel Harding, Secretary	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Jerry Friley	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Marshall Adkinson	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nicole Sanzosti Padgett	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ben Davis	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dawn Motes	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

PLANNING AND DEVELOPMENT DEPARTMENT



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

Respectfully,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style.

Kristen D. Reed, AICP
Chief of Community Planning

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



OVERVIEW

ORDINANCE: 2016-328

APPLICATION: 2016C-009-5-10

APPLICANT: JOHNNY M. DUBOSE

PROPERTY LOCATION: 0 Pickettville Road, between Old Kings Road and Edgewood Avenue

Acreage: 8.14 Acres

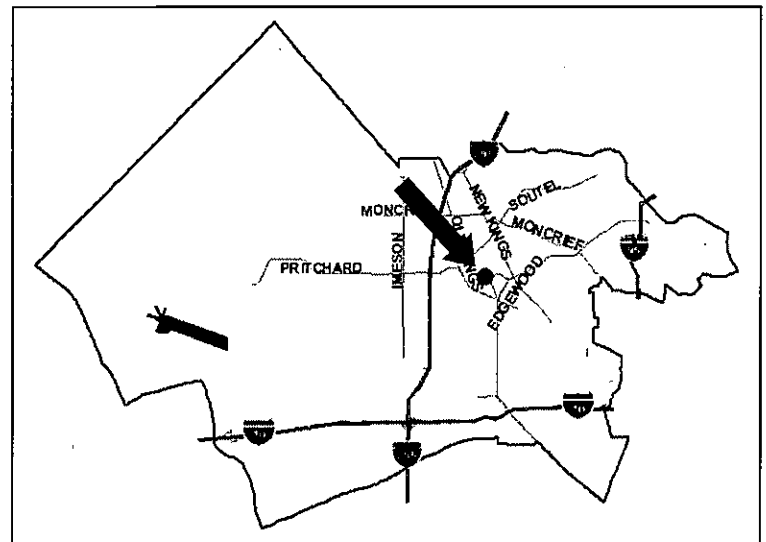
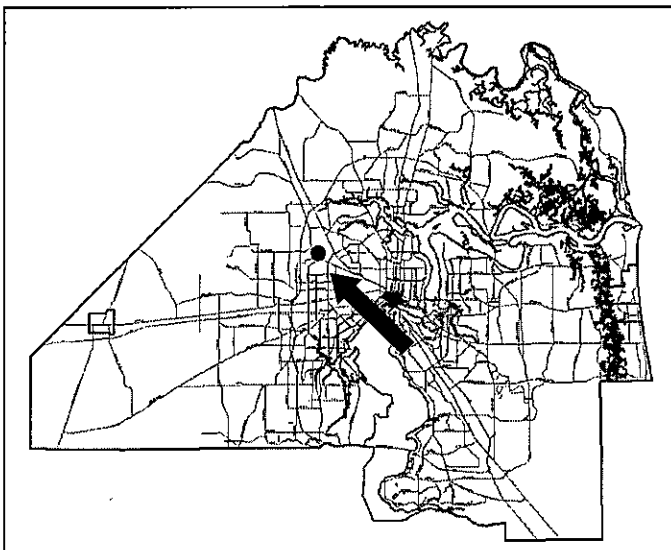
Requested Action:

	Current	Proposed
LAND USE	LDR	LI
ZONING	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 (Increase) in Potential Floor Area
LDR	LI	5 DU/Ac 41 Dwelling Units	0 DU/AC N/A	N/A	0.40 FAR 141,831 SF Industrial Use	Decrease of 41 Dwelling Units at 5 DU/Ac	Increase of 141,831 SF Industrial Use

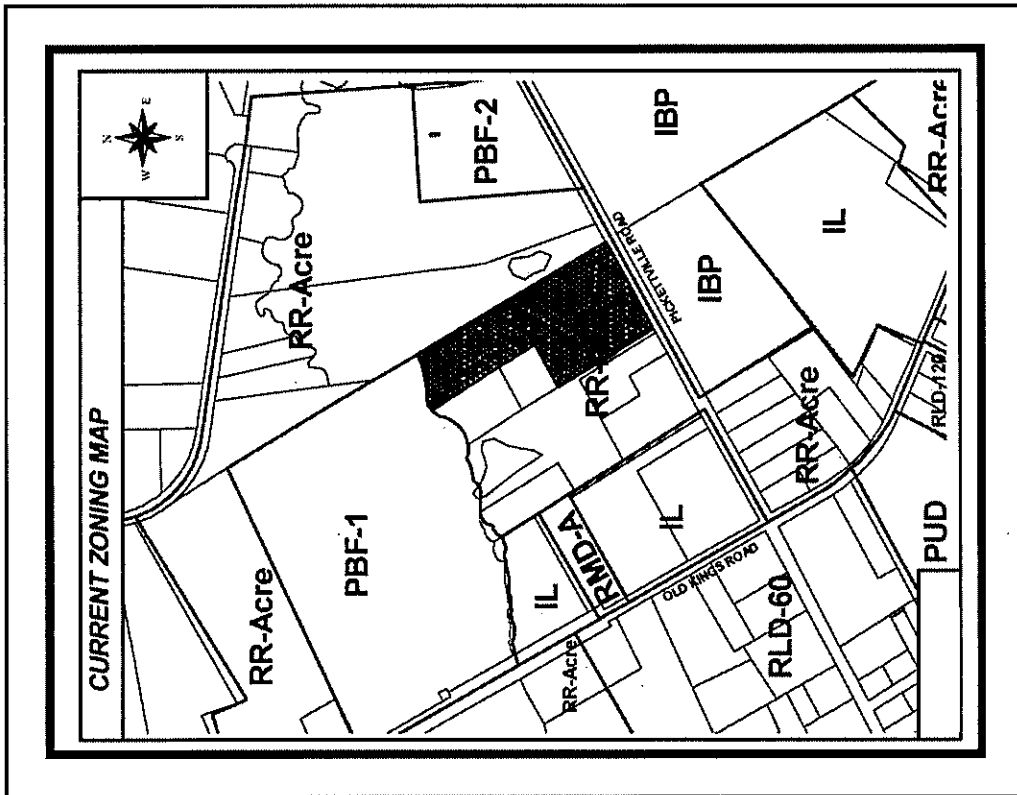
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

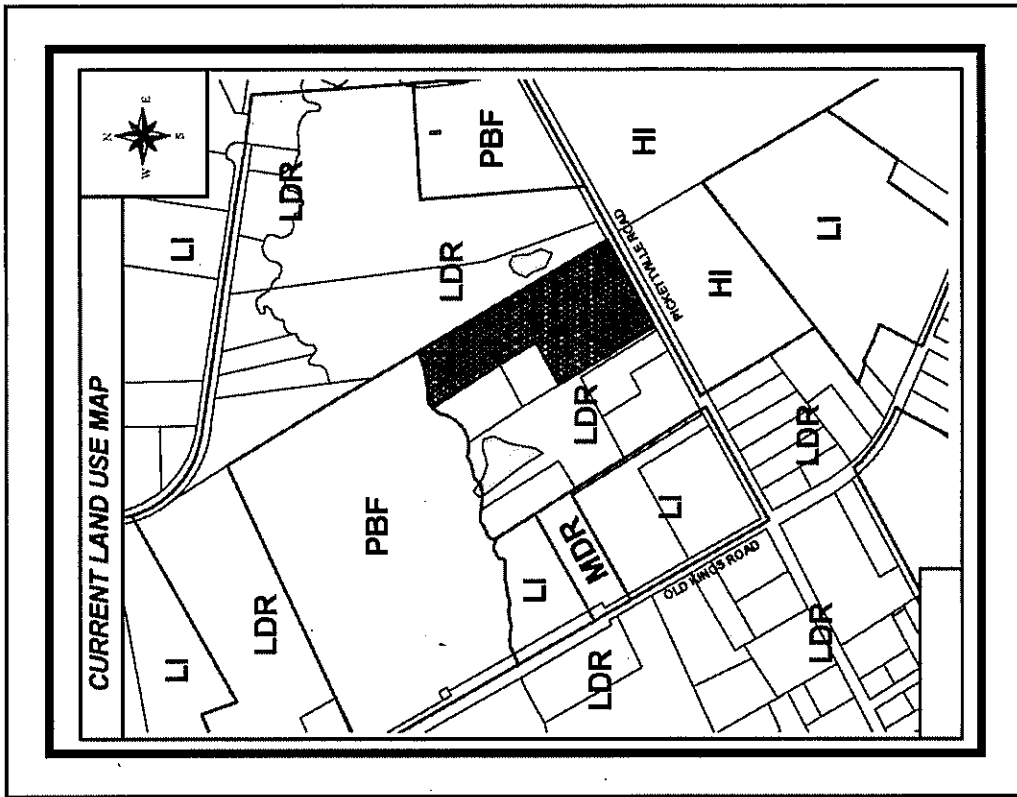


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION 2016C-009



Current Zoning District(s): Residential Rural-Acre (RR-Acre)
Requested Zoning District(s): Industrial Light (IL)



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

ANALYSIS

Background:

The subject property consisting of 8.14 acres of vacant land is located on the north side of Pickettville Road between Old Kings Road and Edgewood Drive. The applicant proposes a future land use amendment from Low Density Residential (LDR) to Light Industrial (LI) and a rezoning from Residential Rural-Acre (RR-Acre) to Industrial Light (IL). Currently, the site is vacant and treeless except for the perimeter of the property. LI will allow a wide range of permitted uses of the property. However, the applicant proposes to use the site for dispatch and operations for a small trucking company. There will be a small office with storage and parking for trucks on weekends and off time. Access to the land use amendment site will be from Pickettville Road, which is classified as a "Collector" roadway.

A visual land use pattern surrounding the subject site is found in "Attachment A". North of the land use amendment site and across Sixmile Creek and wetlands are a public school, pastureland, single-family homes, mobile homes, and vacant lands in LDR and Public Buildings and Facilities (PBF) land use categories and RR-Acre and Public Buildings and Facilities-1 (PBF-1) zoning districts. Further north are LI/IL lands. East and on the north side of Pickettville Road are single-family homes, a cemetery, and an open storage facility in LDR and PBF land use categories and RR-Acre and Public Buildings and Facilities-2 (PBF-2) zoning districts. The open storage facility is in a LI land use category and IL zoning district. West, and on the north side of Pickettville Road and west of Old Kings Road are mobile homes, single-family homes, vacant land, and a service garage in LDR, LI, and Medium Density Residential (MDR) land use categories and RR-Acre, IL, and Residential Medium Density-A (RMD-A) zoning districts. Further west and west of Old Kings Road are a mobile home, single-family homes, timber, and a church in a LDR land use category and Residential Low Density-60 (RLD-60) zoning district.

The property is an old landfill and at one time was owned by Jacksonville Shipyards, Inc. who acquired the property in 1972. Prior to the date of that purchase, the site was used as a sand mining operation, thereby creating pits twenty (20) to twenty-five (25) feet deep. The Shipyards filled the pits with construction debris such as concrete and wooden demolition material. In addition, the site contains sandblasting grit which was used to remove old paint and rust from ships.

An environmental report was issued by an environmental service consulting firm on this site (February 9, 2016) to determine if groundwater was contaminated by the landfill. Large portions of the property were covered between 2008 and 2010 to cap the site. In addition, a final order for groundwater monitoring has been issued by the Florida Department of Environmental Protection (case number: 08-2636). Samples taken have shown some levels of potential contamination. It should also be noted that pollutants traveling underground do not necessarily mean that they come from this immediate site.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City. The proposed land use will not have a

residential component in its request. Therefore there is no school capacity issues related to the proposed land use amendment.

Impacts and Mitigation:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

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. 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).

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of medium probability for the presence of archaeological resources. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment results in an increase of 136 peak hour and 1,338 net new daily external tips. 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.

Wetlands

A wetlands survey map has been prepared for the application site with the use of the City's GIS system and photogrammetric analysis (see Attachment D). According to calculations from the analysis there are approximately 1.03 acres of wetlands present on the subject site. The wetlands are part of a larger wetland system that buffers the upper reaches of Sixmile Creek that drains to the east which then drains into the Trout River. According to the Florida Land Use Code Classification System (FLUCCS) the property is classified as "Residential Low Density" but the wetlands are a "Wetland Forested Mixed" type wetland. The wetlands of the system buffering the creek are "Category II" type wetlands and have a high functional value

due to their flood water storage, water filtration attenuation and have a direct impact to the creek. Any alteration of this remaining wetland on this property from development will require mitigation from the St. Johns River Water Management District. However, none is being proposed by the applicant at this time.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetlands as "Pelham fine sand". The Pelham series consists of nearly level, poorly drained soils formed in thick deposits of sandy and loamy marine sediments. Generally, the high water table is at a depth of less than twelve inches or at or above the surface during flood events.

Any proposed development of the property below the 15 foot mean sea elevation near the northern portion of the application site could have an impact on the sites wetlands and their functional values. Mitigation will satisfy Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan to achieve no 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, improve the water quality, and improve fish and wildlife values of wetlands.

Other general requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in Policy 4.1.3 of the CCME, 2030 Comprehensive Plan. However, mitigation of the site's wetlands will satisfy that policy as well.

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.

Flood Zone

The 100 year flood zone approximately follows both the wetland boundary and 10 foot elevation. Flood hazard areas identified on the Flood Insurance Rate Map are identified as a Special Flood Hazard Area (SFHA). SFHA are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood. SFHAs are labeled as "AE". Moderate flood hazard areas, are also shown on the map for the property (Attachment E) as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. The applicant does not intend to encroach into the 100 year flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone (Attachment F). "Industrial Sanctuary" and "Industrial Situational Compatibility" 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.

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Storage and Truck Parking
Land Use /Zoning	LDR/RR-Acre	LI/IL
Development Standards For Impact Assessment	5 Dwelling Units/acre	0.40 FAR
Development Potential	41 Dwelling Units	141,831 Sq. Ft. Industrial Space
Population Potential	109 People	0 People
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area	Industrial Situational Compatibility	
Cultural Resources		X
Archaeological Sensitivity	Medium Probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X – Discharge Area
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Potential increase of 136 peak hour and 1,338 daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease in 5,506 gallons/day	
Sewer Provider	Onsite septic system	
Potential Sewer Impact	Decrease in 4,129 gallons/day	
Potential Solid Waste Impact	Increase in 335.68 tons/year	
Drainage Basin / Sub-Basin	Trout River Basin and Sixmile Creek Reach Sub-basin	
Recreation and Parks	James Field Park	
Mass Transit	Area is not served by bus service	
NATURAL FEATURES		
Elevations	5 to 15 Feet above mean sea level	
Soils	90% -9 – Arents, sanitary landfill and 10% - 51 – Pelham fine sand	
Land Cover	80% - 3200 Shrub & Brushland and 20% - 1100 – Residential Low Density	
Flood Zone	Yes, see flood zone map, Attachment E	
Wet Lands	Yes, see wetlands map, Attachment D	
Wild Life	N/A	

PROCEDURAL COMPLIANCE

Signs, Notices and Preview Workshop

Upon site inspection by the Planning and Development Department on May 13, 2016, the required notices of public hearing signs were posted. Seventeen (17) notices were mailed out to property owners within 350 feet of the application site 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 May 16, 2016. There were one speaker in support and no speakers against the application.

CONSISTENCY EVALUATION

2010 Comprehensive Plan Consistency

The proposed amendment is consistent with the Policies of the 2030 Comprehensive Plan Future Land Use Element, including the following:

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

The proposed amendment is consistent with Policy 1.1.22 because it allows for industrial development to be located in the "Industrial Situational Compatibility Area" near other existing industrial use areas insuring compact land use patterns, discouraging sprawl and provides the requisite amount of land to accommodate anticipated growth of the area. In addition, this amendment maintains an increasingly efficient urban service delivery. It is also consistent with Policy 1.1.24 in that it promotes new development in the Northwest Planning District.

There is a growing demand for industrial lands in this area as the City's industrial base continues to expand. The pattern of development in this area is moving toward more industrial uses in that the subject property lies on an old land fill and is unsuitable for housing development and therefore is more suitable for the proposed use.

Policy 3.2.7 is satisfied due to the site's location within the Industrial Situational Compatibility Zone. In addition, the property is located along a "Collector" street that serves a significant number of other industrial land use in the surrounding area. The proposed industrial use enhances the viability of this parcel while being consistent with the proposed FLUE Policy 3.2.29.

According to the category description of the Future Land Use Element (FLUE), Low Density Residential (LDR) permits housing densities of 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. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

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.

Vision Plan

The subject site is within the boundaries of the Northwest Jacksonville Vision Plan. However, the Plan does not identify specific recommendations for the subject site nor does it address industrial uses specifically for the site. The plan does call for screening areas for any truck parking and the present tree screening along the front of the property will aid in the vegetative buffering along Pickettville Road. Therefore, the proposed application that includes truck parking in a LI land use category is consistent with the vision plan of Northwest Jacksonville.

Strategic Regional Policy Plan Consistency

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

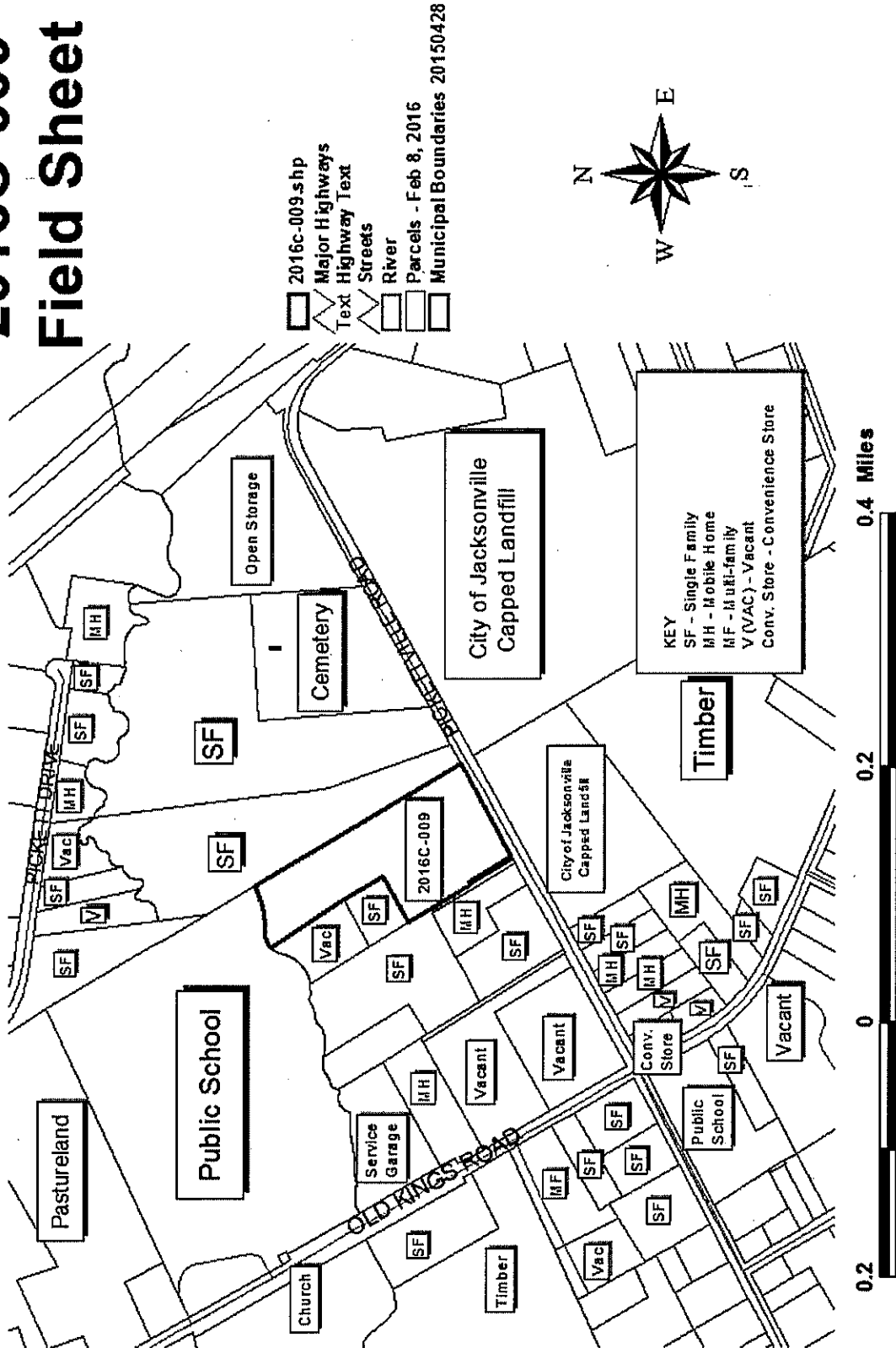
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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.

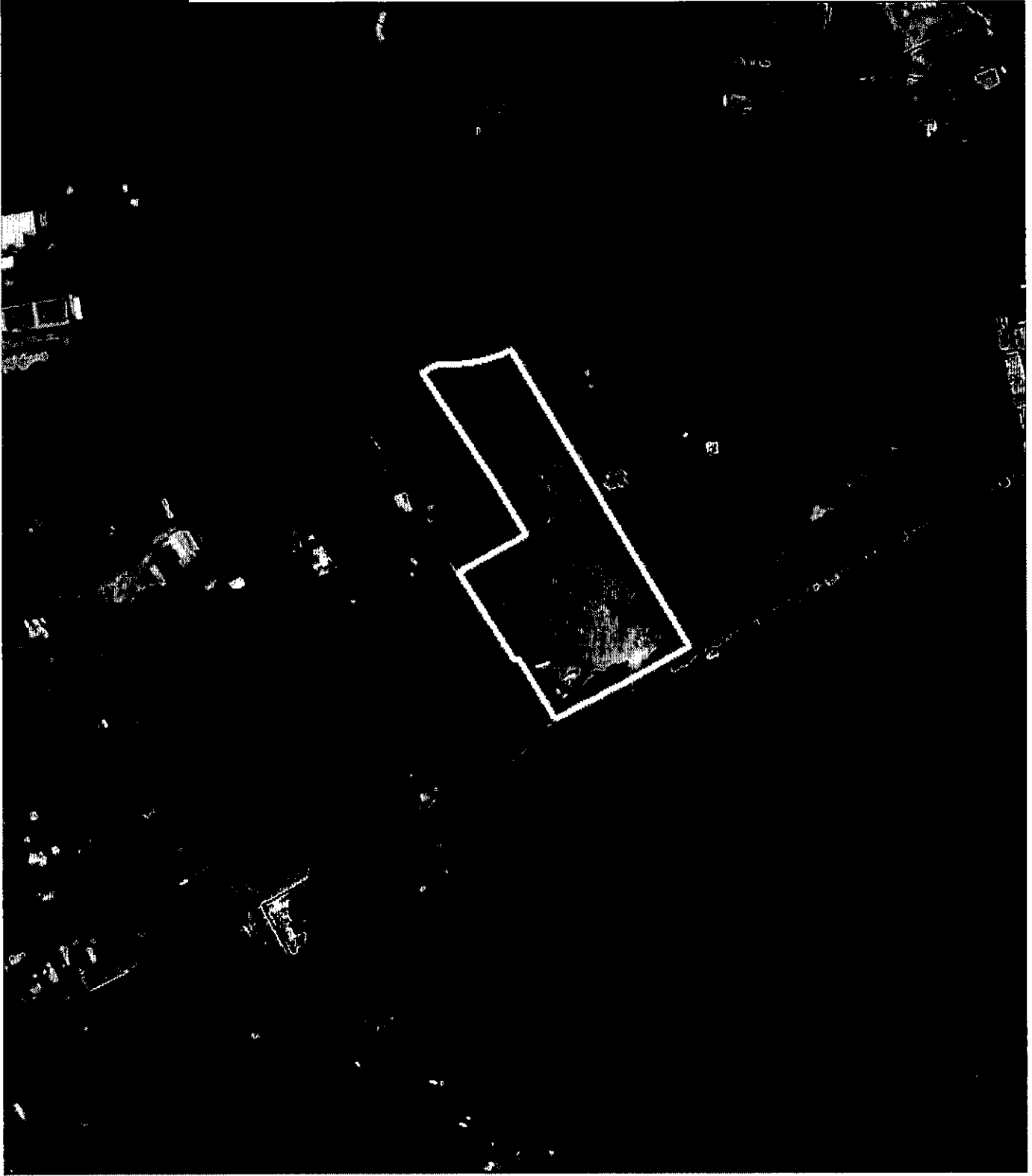
ATTACHMENT A

2016C-009 Field Sheet



ATTACHMENT B

Aerial Photo



ATTACHMENT C

Traffic Analysis:

Table A
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	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
LDR	210	5 DUS	$T = X$	5	0.00%	0.00%	5	
			$T = 9.52 (X)$	48	0.00%	0.00%		48
Total Section 1							5	48
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	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
LI	130	141.831 SF	$T = 0.78 (X) + 30.48 / 1000$	141	0.00%	0.00%	141	
			$T = 4.99 (X) + 678.25 / 1000$	1,386	0.00%	0.00%		1,386
Total Section 2							141	1,386
Net New Trips							136	1,338

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

ATTACHMENT D

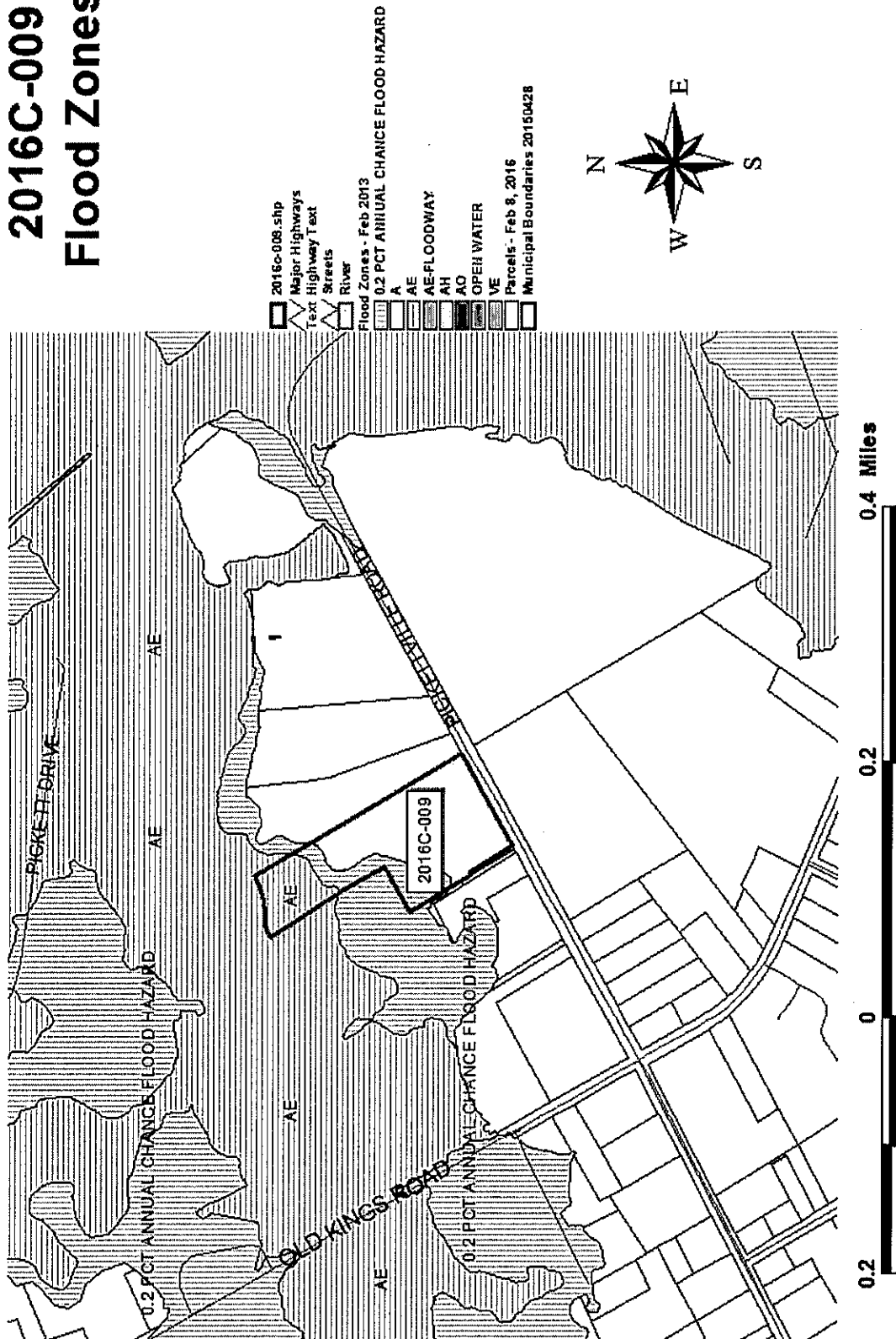
Wetlands Map



ATTACHMENT E

Flood Zone Map

2016C-009 Flood Zones

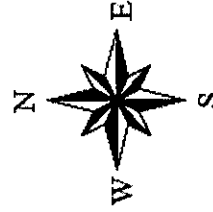


ATTACHMENT F

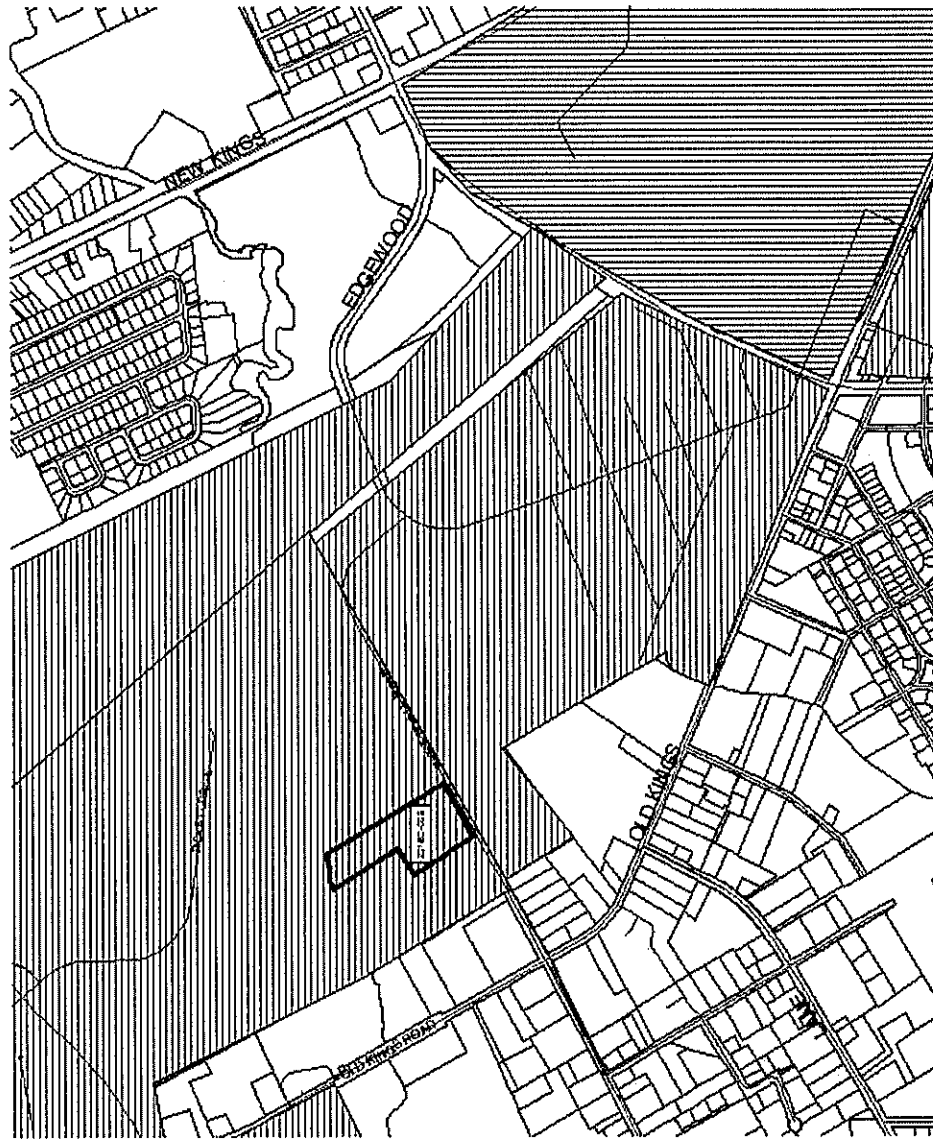
Industrial Zone Map

2016C-009 Industrial Zones

- 2016c-009.shp
- Major Highways
- Text: Highway Text
- Streets
- River
- Industrial Situational Compatibility 2007
- Industrial Sanctuary 2007
- Parcels - Feb 8, 2016
- Municipal Boundaries 20160428



1 Miles



ATTACHMENT G



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

Date Submitted:	4/13/2016	Date Staff Report is Available to Public:	06-03-2016
Land Use Adoption Ordinance #:	2016-328	Planning Commission's LPA Public Hearing:	06-09-2016
Rezoning Ordinance #:	2016-329	1st City Council Public Hearing:	06-14-2016
JPDD Application #:	2016C-009	LUZ Committee's Public Hearing:	06-21-2016
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	06-28-2016

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

JOHNNY DUBOSE
RAPID LOGISTICS LAND MANAGEMENT LLC
3711 SILVER BLUFF BLVD
ORANGE PARK, FL 32065
Ph: (904) 554-3021
Fax: (904) 339-9121
Email: RAPIDLOGISTICSSVC@GMAIL.COM

Owner Information:

JOHNNY DUBOSE
RAPID LOGISTICS LAND MANAGEMENT LLC
3711 SILVER BLUFF BLVD
ORANGE PARK, FL 32065
Ph: (904) 554-3021
Fax: (904) 339-9121

DESCRIPTION OF PROPERTY

Acreage: 8.14
Real Estate #(s): 083398 0000

General Location:
EAST OF OLD KINGS RD. ON PICKETTville ROUGHLY 1000
YARDS ON LEFT

Planning District: 5
Council District: 10
Development Area: SUBURBAN AREA
Between Streets/Major Features:
OLD KINGS RD. and EDGEWOOD DR

Address:
0 PICKETTville RD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT
Current Land Use Category/Categories and Acreage:
LDR 8.14

Requested Land Use Category: LI

Surrounding Land Use Categories: HI, LDR, LI, and PBF

Justification for Land Use Amendment:

CONTINUE INDUSTRIAL USE LIKE SURROUNDING PROPERTIES. THE PROPERTY WILL BE USED FOR OFFICE SPACE WITH STORAGE AND TRUCK PARKING. THE PROPERTY WILL BE USED FOR DISPATCH AND OPERATIONS FOR A SMALL TRUCKING COMPANY AND WILL HAVE PARKING FOR DRIVERS ON WEEKEND AND OFF TIME PRIMARILY. IN ADDITION, THE SITE IS A LAND FILL AND THEREFORE IS UNSUITABLE FOR RESIDENTIAL DEVELOPMENT.

UTILITIES

Potable Water: JEA

Sanitary Sewer SEPTIC

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
RR-Acre 8.14

Requested Zoning District: IL

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

