

# PROPOSED LARGE SCALE FUTURE LAND USE MAP (FLUM) AMENDMENT



## OVERVIEW

**ORDINANCE: 2013-651**

**APPLICATION: 2013D-001-4-12**

**APPLICANT: JAMES JOHNS**

**PROPERTY LOCATION:** At the northeast intersection of Halsema Road and Powel Road

**Acreage: 26.11 acres**

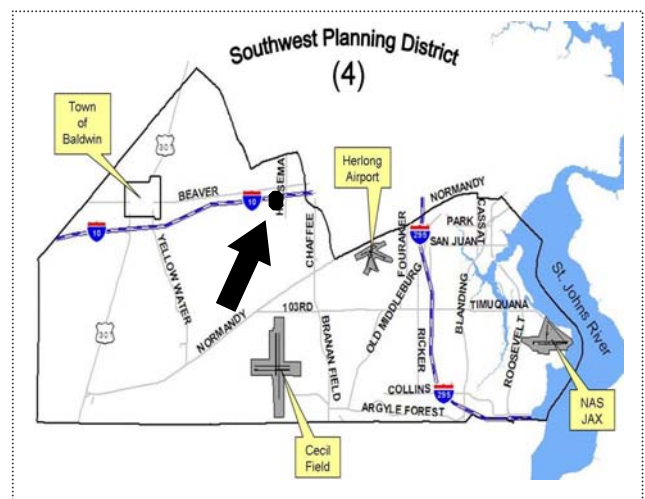
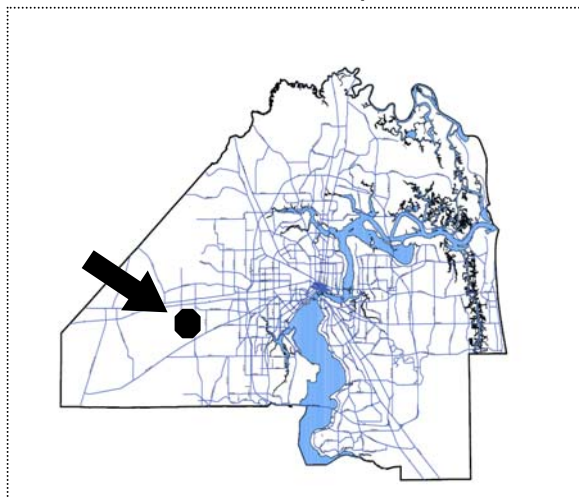
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>NC</b>	<b>LI</b>
<b>ZONING</b>	<b>CN</b>	<b>PUD</b>

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
NC	LI	N/A	N/A	0.45 FAR / 511,808 Sq. Ft. of Neighborhood Commercial Uses	0.4 FAR / 454,940 Sq. Ft. of Light Industrial Uses	N/A	Decrease of 56,868 Sq. Ft. of Non-Residential Floor Area

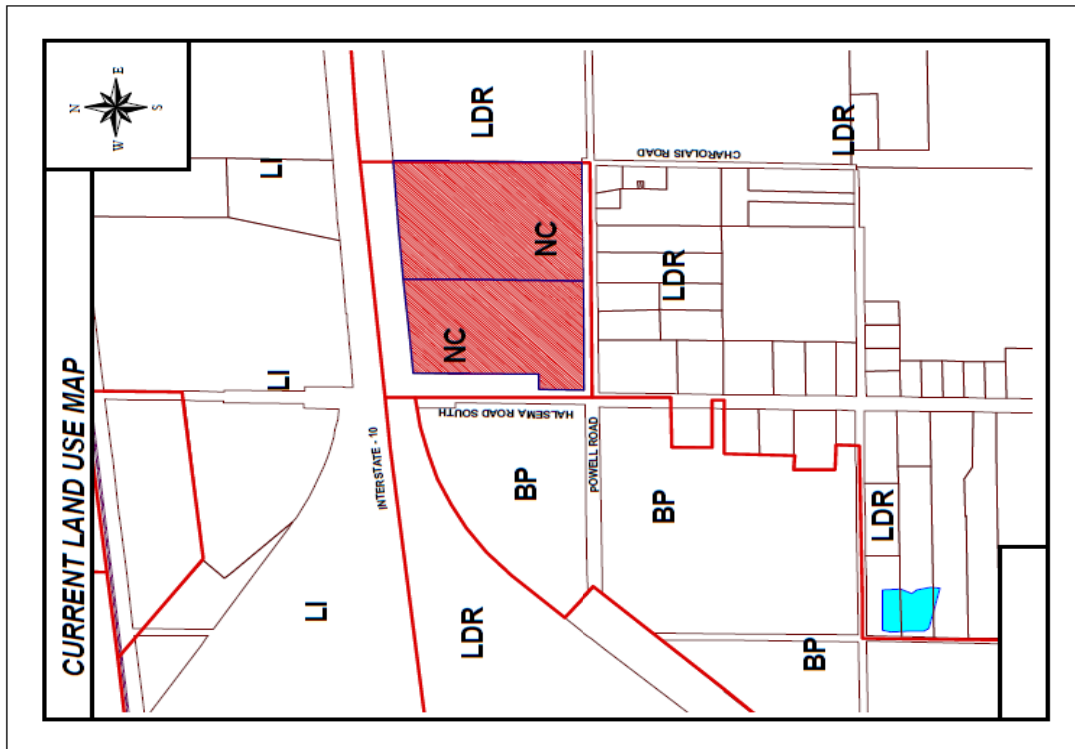
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:** Arrows point to location of proposed amendment.



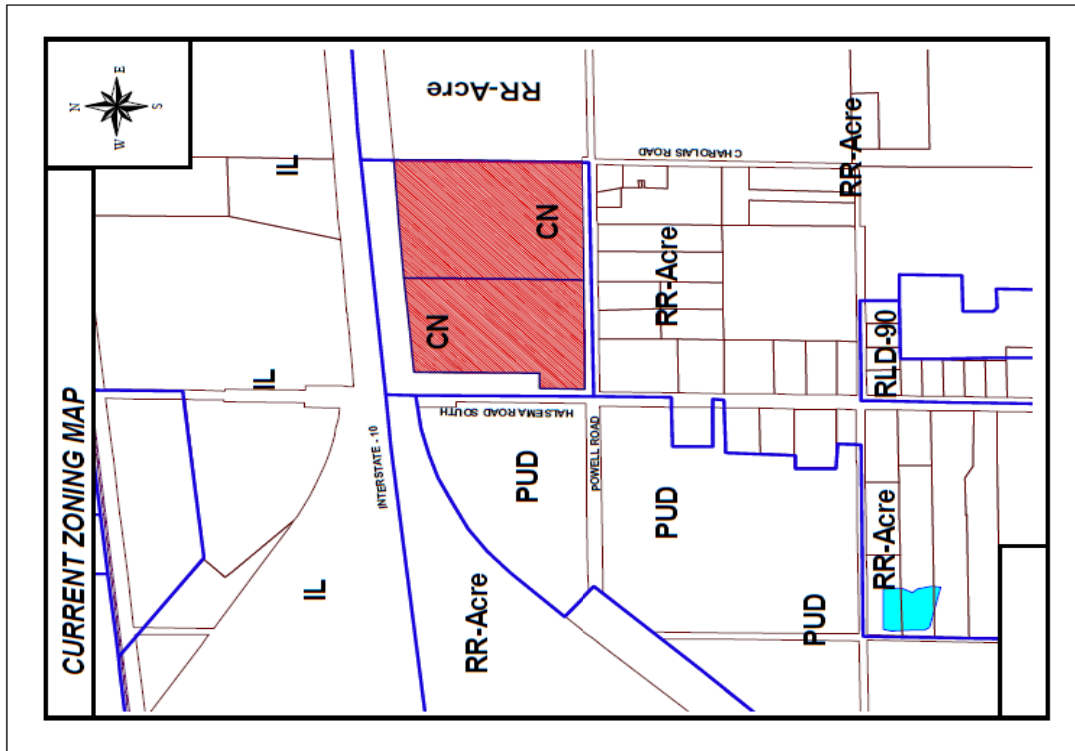
# DUAL MAP

## LARGE-SCALE LAND USE APPLICATION 2013D-001



Existing FLUM Land Use Categories: Neighborhood Commercial (NC)

Requested FLUM Land Use Category: Light Industrial (LI)



Current Zoning District(s): Commercial Neighborhood (CN)

Requested Zoning District(s): Planned Unit Development (PUD)

## ANALYSIS

### Background:

The 26.11 acre subject property is located in the northeast quadrant of the intersection of Halsema Road and Powell Road, and within the Southwest Planning District. The property is currently undeveloped.

The applicant proposes an amendment to the Future Land Use Map series (FLUMs) from Neighborhood Commercial (NC) to Light Industrial (LI) and a rezoning from Commercial Neighborhood (CN) to Planned Unit Development (PUD). According to PUD written description included in the application (Ordinance 2013-652), the land use amendment and companion rezoning are being requested to permit the retail sale of heavy machinery, tractor trailers, farm equipment and building materials including outside display. The PUD rezoning application is being processed concurrent with this application.

During 2007 and 2008, the site was the subject of a land use amendment (Ordinance 2007-351-E and subsequent remedial amendment 2008-605-E) to change the land use designation from Low Density Residential (LDR) to Neighborhood Commercial (NC). The remedial amendment limited the site's development potential to 150,000 square feet of commercial uses pursuant to the Fourth Partial Stipulated Settlement Agreement in DOAH Case No. 07-3539GM. The applicant is now requesting a land use change to LI as the demand for commercial uses at the subject site no longer exist.

The area surrounding the subject site includes a mix of single family residential lots, industrial uses, and vacant land. The property abuts I-10 to the north, an FDOT retention pond to the east, single-family dwellings to the south and vacant land to the west. North and across I-10, there is an industrial machine company and a lumber mill (see Attachment A, Existing Land Utilization Map). There is no access to I-10 from Halsema Road. Access from the site to I-10 is approximately one mile northeast via Halsema Road north to Beaver Street and then west to the I-10/Beaver Street interchange. Additionally, the Cecil Commerce Center, a 17,000 acre manufacturing, supply chain logistics and industrial end users master planned development is located less than one mile west of the subject site.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Development Area" of the City.

### Impacts and Mitigation

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.

**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. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

**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 no new daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

**Ground Water Aquifer Recharge Area**

The subject property is located within an area identified as a Ground Water Aquifer Recharge Area. As such, the proposed amendment information was routed to the City's Environmental Quality Division (EQD) for review and comment. A letter provided by the EQD indicates that although the site is within a zone of recharge, the Floridan Aquifer System in the subject area is located approximately 450 to 550 feet below ground surface and is further protected from contamination by a 350 to 400 foot thick Intermediate Aquifer/Confining Unit, making the likelihood of negative water quality impacts to the Floridan Aquifer System minimal. A copy of the letter from the EQD can be found in Attachment D.

# IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Undeveloped	Trailer Sales and Storage
Land Use/Zoning	NC/CN	LI/PUD
Development Standards For Impact Assessment	0.45 FAR	0.4 FAR
Development Potential	511,808 Sq Ft Neighborhood Commercial Uses	454,940 Sq Ft Light Industrial Uses
Population Potential	N/A	N/A
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone		Yes - Military Notice Zone, 150' & 350' Height Zone, and 5,200 sq. ft in NE corner in Lighting Restriction Zone for OLF Whitehouse
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	Yes – 0 to 4 inches	
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	No Net Change in the Number of Daily External Trips	
Water Provider	Private	
Potential Water Impact	Potential Decrease of 9,122 GPD	
Sewer Provider	Private	
Potential Sewer Impact	Potential Decrease of 6,841 GPD	
Potential Solid Waste Impact	Potential Increase of 591.42 Tons Per Year	
Drainage Basin / Sub-Basin	Ortega River	
Recreation and Parks	Pope Duval Park	
Mass Transit	N/A	
NATURAL FEATURES		
Elevations	80 – 85 Feet	
Soils	Leon Fine Sand, 0 to 2 percent slopes	
Land Cover	Coniferous Plantations, 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 April 24, 2013, the required notice of public hearing sign were posted. Eighteen (18) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. In addition, the Whitehouse Civic Association and the Southwest CPAC were notified of the proposed land use amendment.

The Planning and Development Department held a Preview Workshop on April 29, 2013. There were no speakers in opposition from the public.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

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

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.
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 3.2.24	Based on criteria in this element, the City shall review the need for new Industrial Land Use areas in the western area of the City (I-10/ US-90/ SR 301 area) by 2012 in lieu of expanding the urban residential development pattern in this area.

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the NC future land use category is primarily intended to provide commercial retail sales and service establishments which serve the daily needs of nearby residential neighborhoods.

The LI future land use category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial on residential areas such as noise, odor, toxic chemical and wastes. This category permits a variety of low intensity industrial uses including light assembly and manufacturing, packaging, processing, storage/warehousing, transportation terminals and professional/business office uses. Although some industries produce adverse impacts, and should therefore be isolated away from residential and other low intensity use areas, many industrial uses can exist in harmony with non-industrial neighbors through property site design, arrangement of uses and the incorporation of effective buffers.

The subject property is located within the Southwest Planning District where the City is encouraging new development to locate. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.24 and 3.2.24.

The proposed amendment is located adjacent to I-10 and is less than one mile east of the Cecil Commerce Center. These locational advantages make the subject site ideal for light industrial uses, such as the proposed trailer sales and storage, which serve to support large scale manufacturing and supply chain logistical uses. As such, the proposed amendment is consistent with FLUE Goal 3, Objective 3.2 and Policy 3.2.24.

The industrial land use categories introduction states that although some industries produce adverse impacts, and therefore should be isolated away from residential and other low intensity use areas, many industrial uses can exist in harmony with non-industrial neighbors through proper site design, arrangement of uses and the incorporation of effective buffers. The amendment is accompanied by a PUD rezoning that addresses compatibility characteristics such as buffering, screening, lighting and access points. According to the applicant, site design considerations included in the PUD are the result of input gathered at a community meeting. Therefore, the proposed amendment is consistent with FLUE Goal 3.

### **Vision Plan/Community Plan**

The subject site falls within the boundaries of the Southwest Jacksonville Vision Plan. However, the Plan does not identify specific recommendations for the subject site nor does it address industrial uses.

### **Strategic Regional Policy Plan**

The proposed 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.

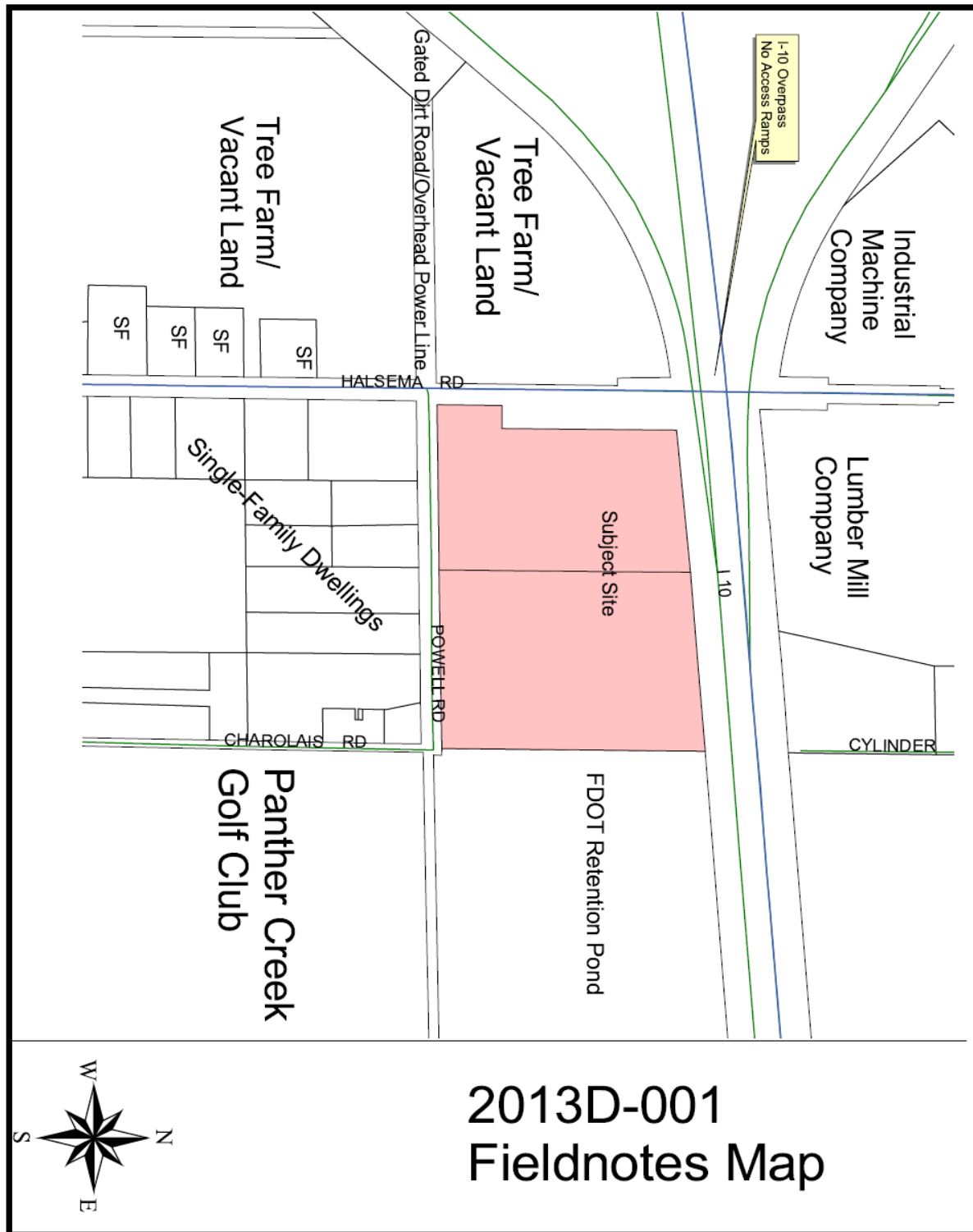
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

## **RECOMMENDATION**

The Planning and Development Department recommends **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

Produced by: Planning and Development Department LB  
 Application Number: 2013D-001  
 Ordinance Number: \_\_\_\_\_ Date: 5/13/2013

**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
Undeveloped										
NC / CN	26.11	820					0.00%	0.00%	0	
							0.00%	0.00%		0
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
NC / CN	26.11	820	511,808	1000 SF of GLA	$\ln(T) = 0.67\ln(X) + 3.31 / 1000$	1789	0.00%	15.00%	1,521	
					$\ln(T) = 0.65\ln(X) + 5.83/1000$	19,627	0.00%	15.00%		16,683
Total Section 2									1,521	16,683


**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
LI / IL	26.11	130	454,941	1,000 SF of GLA	$T = 4.99(X) + 678.25/1000$	385	0.00%	0.00%	385	
					$T = 0.78(X) + 30.48/1000$	2,948	0.00%	0.00%		2,948
Total Section 3									385	2,948
Net New Trips = Section 3 - Section 2 - Section 1									0	0

Source: Trip Generation, 9th Edition, ITE

\* Pass-by Trip % - ITE Trip Generation Handbook, 2nd Edition

# **ATTACHMENT C – Land Use Amendment Application**

		<b>APPLICATION FOR LARGE SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
Date Submitted:	3/18/13	Date Staff Report is Available to Public:	10/4/13
Land Use Adoption Ordinance #:	2013-651	1st City Council Public Hearing:	10/8/13
Rezoning Ordinance #:	2013-652	Planning Commission's LPA Public Hearing:	10/10/13
JPDD Application #:	2013D-001	LUZ Committee's Public Hearing:	10/15/13
Assigned Planner:	Kristen Reed	2nd City Council Public Hearing:	10/22/13
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> JAMES JOHNS SOLID ROCK ENGINEERING CONSULTANTS, INC. 10365 S. HOOD ROAD, SUITE 206 JACKSONVILLE, FL 32257 Ph: 904-425-6711 Fax: 904-425-6710 Email: JOHNS@SOLIDROCKENGINEERING.COM		<b>Owner Information:</b> THOMAS KITTRELL TSK FURNITURE INC. 9158 TEAGUE ROAD JACKSONVILLE, FL 32220 Ph: 904-838-9691	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b> 26.11 <b>Real Estate #(s):</b> 001798 0000 001798 3000		<b>General Location:</b> SOUTHEAST CORNER OF HALSEMA ROAD AND I-10	
<b>Planning District:</b> 4 <b>Council District:</b> 12 <b>Development Area:</b> SUBURBAN AREA <b>Between Streets/Major Features:</b> I-10 and POWELL ROAD		<b>Address:</b> 0 HALSEMA RD S 0 POWELL ROAD	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> UNDEVELOPED <b>Current Land Use Category/Categories and Acreage:</b> NC 26.11			
<b>Requested Land Use Category:</b> LI <b>Justification for Land Use Amendment:</b> DESIGN PLANS FOR 381,000 S. F. RETAIL FACILITY WERE COMPLETED AND PARTIALLY PERMITTED IN 2007. DEMAND FOR THIS HIGH-TRAFFIC PERMITTABLE DEVELOPMENT HAS NOT RETURNED TO JACKSONVILLE'S WESTSIDE. DEMAND FOR LOGISTICS SUCH AS TRAILER SALES AND STORAGE IS CURRENTLY ACTIVE AND INTERESTED IN THIS PARCEL, THUS THE LAND USE CHANGE REQUEST.		<b>Surrounding Land Use Categories:</b> BP, LDR, LI	
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> PRIVATE		<b>Sanitary Sewer:</b> PRIVATE	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> CN 26.11			
<b>Requested Zoning District:</b> PUD			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			

# ATTACHMENT D – Environmental Quality Division Letter

## NEIGHBORHOODS DEPARTMENT



May 28, 2013

### MEMORANDUM

**TO:** Kristen Reed, AICP  
City Planner Supervisor  
Planning & Development Department

**FROM:** Kevin R. Hayes, M.S., P.G., GISP *KRH*  
Environmental Programs Manager  
Groundwater Resources Section  
Water Quality Branch

**SUBJECT:** **Application for Large-Scale Land Use Amendment to the Future Land Use Map Series – 2030 Comprehensive Plan**  
**Application 2013D-001**  
**0 Halsema Road South**  
**Real Estate Parcel Numbers 001798-3000 and 001798-0000**

The Environmental Quality Division (EQD), Groundwater Resources Section (GRS) has reviewed the above-referenced application for the property located at 0 Halsema Road (Real Estate Parcel Numbers 001798-3000 and 001798-0000). The application was received by EQD via e-mail on May 21, 2013. The application requests changing the current land use category of the approximately 26.11 acre, undeveloped property from Neighborhood Commercial (NC) to Light Industrial (LI).

The application indicates that potable water and sanitary sewer for any future development on the property will be provided by privately owned utilities, typically an on-site water supply well and an on-site sewage treatment and disposal system (OSTDS). A Well Construction Permit issued by EQD will be required for the installation of any water well less than six inches in diameter, in accordance with Chapter 366 of the City Ordinance Code and Environmental Protection Board (EPB) Rule 8. The St. Johns River Water Management District (SJRWMD) issues well construction permits for wells six inches or larger in diameter as well as permitting large water users under the Consumptive Use Permitting (CUP) Program. In accordance with Chapter 64E-8 of the Florida Administrative Code (FAC), the water system for the property will also likely require a Limited Use Public Supply Well Permit issued by the Duval County Health Department (DCHD). Permitting for an OSTDS is also handled by the DCHD, in accordance with Chapter 64E-6, FAC.

The property is located within the zone of recharge for the Floridan Aquifer System (FAS) in western Duval County. However, given the depth to the FAS in the site area (approximately 450 to 550 feet below ground surface) and the presence of the approximately 350 to 400 foot thick Intermediate Aquifer/Confining Unit overlying the FAS in that portion of the county, the likelihood of negative water quality impacts to the FAS from the proposed land use appears minimal.

If you need any additional information, please contact me at (904) 255-7168 or via e-mail at kevinh@coj.net.

Environmental Quality Division  
214 North Hogan Street, Suite 5000 | Jacksonville, FL 32202 | Phone: 904.255-7111 | Fax: 904.588-0518 | www.coj.net