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

### **OVERVIEW**

ORDINANCE: 2019-713 APPLICATION: L-5386-19A-6-2

**APPLICANT: CURTIS HART** 

PROPERTY LOCATION: 0 New Berlin Road; On the east side of New Berlin Road and north of

Port Jacksonville Parkway

**Acreage: 36.35** 

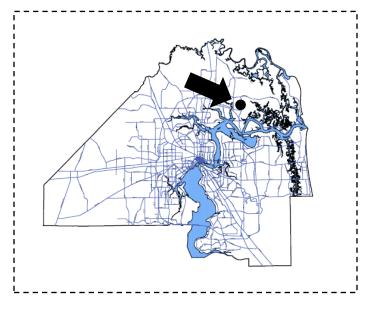
Requested Action:

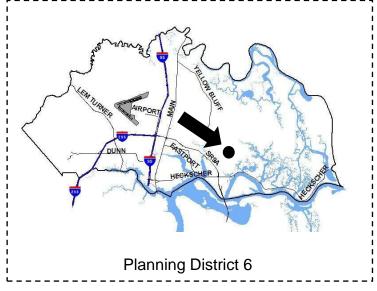
	Current	Proposed
LAND USE	AGR III	LI
ZONING	AGR	IL

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
AGR III	LI	4 DU (1 DU per 10 acres)	N/A	N/A	633,362 sq. ft. (0.4 FAR)	Decrease of 4 DU	Increase of 633,362 Sq. Ft.

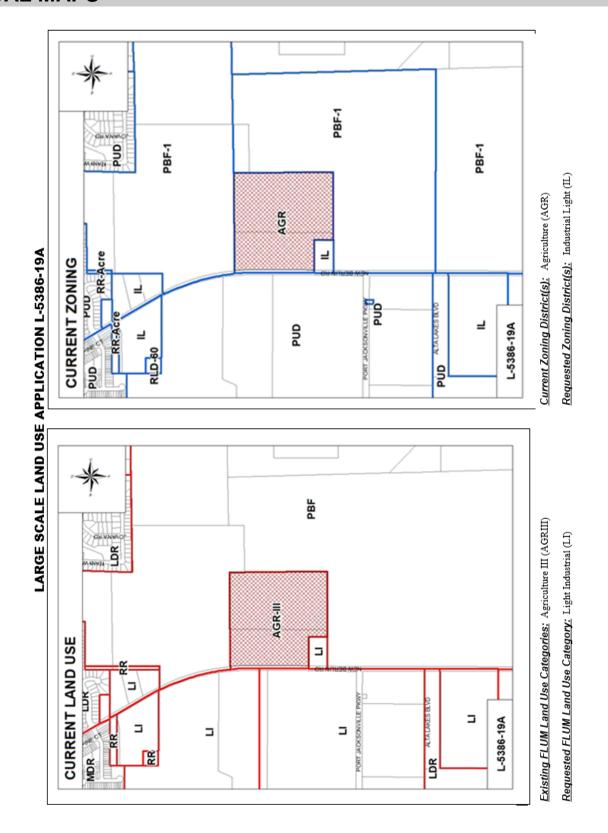
## PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

#### **LOCATION MAPS:**





## **DUAL MAPS**



#### **ANALYSIS**

#### **Background:**

The 36.35 acre land use amendment is located on the east side of New Berlin Road, a collector road, just north of the New Berlin Model Airplane Field/landfill. The property is located within the Suburban Development Area, as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan, Council District 2, and within the boundaries of the North Jacksonville Vision Plan.

The applicant proposes a future land use map amendment from Agriculture III (AGR-III) to Light Industrial (LI) to develop industrial uses appropriate for the area. The rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this large-scale future land use amendment.

The parcel is comprised of two lots with the eastern most lot classified by the property appraiser as wasteland since it is predominantly a borrow pit. The site is surrounded by a city landfill and the New Berlin Model Airplane Field to the south and east, a gun club to the north and industrial warehouses to the west. The property is located within the Industrial Sanctuary Overlay Zone.

Detailed information about the surrounding area can be found on the Dual Map on page 2, and on Attachment A – Existing Land Utilization Map. The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	PBF	PBF-1	Gun Club
South	LI and PBF	IL and PBF-1	Landfill/New Berlin Model Airplane Field
East	PBF	PBF-1	Landfill/New Berlin Model Airplane Field
West	LI	PUD	Vacant ·

### **Impact Assessment:**

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

### **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly

size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the City's GIS, the site has access to centralized water and sewer infrastructure. The water line runs along the west side of New Berlin Road and the sewer connection is just north of Port of Jacksonville Parkway, less than ¼ mile from the subject property. The application must submit a JEA availability letter with the zoning application during the adoption round.

Infrastructure Element Sanitary Sewer Sub-Element

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

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 (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 3,104 external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

#### Transportation Element

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

#### Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other

mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

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

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

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 3.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes* (*MSV*) from the current *FDOT Quality/Level of Service Handbook* (2012) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 3 is 0.53.

The proposed land use amendment based on impact assessment standards has the development potential of 633,362 SF of light industrial space, and could generate approximately 3,141 daily vehicular trips onto the roadway network. New Berlin Road between Cedar Point Road and Faye Road is a 2-lane undivided collector facility and could be impacted by the proposed development. The Transportation Planning Division recommends that an operational analysis of the adjacent roadway network be conducted by a licensed professional traffic engineer, to determine the impact to the external trips as a result of the land use change.

#### Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

#### **Industrial 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.

#### 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.

#### **IMPACT ASSESSMENT DEVELOPMENT ANALYSIS** Development Boundary Suburban Development Area Roadway Frontage Classification New Berlin Road - Collector Road Plans/Studies North Jacksonville Vision Plan CURRENT **PROPOSED** Site Utilization Trucking Storage Trucking Storage Land Use/Zoning AGR-III / AGR LI / IL **Development Standards** For Impact Assessment 1 DU/10 Acres 0.4 FAR **Development Potential** 4 SF Homes 633,362 Sq. Ft. Population Potential 10 people N/A **SPECIAL DESIGNATIONS AREAS** YES NO Aquatic Preserve Χ Septic Tank Failure Area X Airport Environ Zone Χ **Industrial Preservation Area** Industrial Sanctuary Cultural Resources Χ Archaeological Sensitivity Low and High Sensitivity Historic District Χ Coastal High Hazard/Adaptation Action Areas Ground Water Aguifer Recharge Area Discharge Well Head Protection Zone Χ Boat Facility Siting Zone Χ Brownfield Χ State Road (SR) SR Name: N/A **PUBLIC FACILITIES** Potential Roadway Impact Increase of 3,104 net new daily vehicular trips Potential Public School Impact Water Provider JEA Potential Water Impact Increase of 22,130 tons per year Sewer Provider JEA Potential Sewer Impact Increase of 16.597 tons per year Potential Solid Waste Impact Increase of 1,955.6 tons per year Drainage Basin / Sub-Basin Downstream of Trout River / Browns Creek, Terrapin Creek Recreation and Parks New Berlin Model Airplane Field Mass Transit No **Evacuation Zone** Evacuation Zone D **NATURAL FEATURES** Elevations 28-30 feet Land Cover 4110- Pine Flatwoods; 4340- Upland mixed coniferous/hardwood; 5300- Reservoirs, pits, retention ponds, dams; 7420- Burrow Areas 14- Boulogne Fine Sand, 0 to 2 percent slopes; 22-Soils Evergreen-Wesconnett complex; depressional 24- Hurricane and Ridgewood soils; 46- Ortega Fine Sand, 0 to 5 percent slopes Floodzone None None Wetlands

N/A

Wildlife (sites greater than 50 acres)

#### PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 14, 2019, the required notices of public hearing signs were posted. Sixty-six (66) 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 October 14, 2019. One member of the public attended for informational purposes only.

## **CONSISTENCY EVALUATION**

## 2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives, and 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 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.

- 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 3.2.29 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
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

According to the Future Land Use Element (FLUE), Agriculture III (AGR-III) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. The maximum density allowed in AGR III is one (1) unit per ten (10) acres.

Light Industrial (LI) in the Suburban Area is intended to provide for light assembly and manufacturing, packaging, processing, storage/warehousing, transportation terminals, business/professional offices and vocational/trade schools, among other similar uses. The LI category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes.

The proposed amendment to LI for land located in the Industrial Sanctuary and abutting LI land to the south and west results in a logical and compatible land use pattern. This would result in industrial development of vacant, underutilized land within the North Planning District. The site is located on New Berlin Road, classified as a two-lane collector roadway. Additionally, the site is within close proximity to I-295, a limited access facility and Faye Road, a collector roadway. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.22, 1.1.24, 3.2.30 as well as Objectives 3.2 and 6.3 due to the site's close proximity to major roadways

that provide efficient and convenient access, the potential for development in the North Planning District and compatibility with adjacent land uses.

Per FLUE Policies 3.2.29 and 3.2.30, since the subject site is located within the Industrial Sanctuary area as shown on the Industrial Preservation Map (Map L-23 of the FLUMs), the proposed change to an industrial category is presumed to be appropriate. The proposed land use amendment also encourages the industrial infill of bypassed and underutilized property within the suburban area of the City. The proposed amendment continues to promote and sustain the viability of the existing and emerging commercial and industrial area which will offer a full range of employment opportunities to support the surrounding residential areas. As such, the proposed land use amendment is consistent with FLUE Objectives 3.2 and 6.3.

According to the application, the site will be served by JEA for potable water and sanitary sewer. Consistent with FLUE Policy 1.2.9, a JEA letter of availability will be provided with the zoning application during the adoption round of the land use application.

#### **Vision Plan**

The subject property is located within the boundaries of the North Jacksonville Shared Vision and Master Plan. The Plan was created in order to guide growth management decisions that appropriately utilize North Jacksonville's assets to spur quality growth and economic development. The Plan contains a section entitled "Common Best Practices", which indicates that development should promote the viability and sustainability of commercial and residential areas in North Jacksonville. While the North Jacksonville Shared Vision and Master Plan has no specific recommendations regarding this site, it conveys general support for businesses and a mix of uses in the North Planning District. Therefore, the proposed Land Use amendment is consistent with the North Jacksonville Shared Vision and Master Plan.

### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan, Economic Development Element:

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 as it promotes an environment that is conducive to the creation of new business; thereby providing an opportunity to further local economic growth.

### **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):**



## <u>ATTACHMENT B (Traffic Analysis):</u>



## City of Jacksonville, Florida

Lenny Curry, Mayor

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

#### <u>MEMORANDUM</u>

**DATE**: October 15, 2019

TO: Susan Kelly

Community Planning Division

FROM: Lurise Bannister

Transportation Planning Division

SUBJECT: Transportation Review: Land Use Amendment L-5386-19A

A trip generation analysis was conducted for Land Use Amendment L-5386-19A, located on New Berlin Road, north of the New Berlin Model Airplane Field in the Suburban Development Area of Jacksonville, Florida. The subject site consist of multiple parcels with an existing Agriculture-III (AGR-III) land use category. The proposed land use amendment is to allow for Light Industrial (LI) on approximately 36.35 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing AGR-III land use category development impact assessment standard is one dwelling unit per 10 acres, resulting in a development potential of four single-family homes (ITE Land Use Code 210), generating 38 new daily vehicular trips. The proposed LI land use category development impact assessment standard is 0.4 FAR per acre, resulting in a development potential of 633,362 SF of industrial/manufacturing space (ITE Land Use Code 110), generating 3,141 new daily vehicular trips. This will result in 3,104 net new daily vehicular trips if the land use is amended from AGR-III to LI, as shown in Table A.

## **ATTACHMENT B (Traffic Analysis Continued):**

able A						
rip Gene	ration E	Stimation	1			
	ΠE	Potential			Less	Net New
Current	Land	Number	Estimation Method	Gross Trips	Pass-By	Daily
Land Use	Use	of Units	(Rate or Equation)		Trips	Trip Ends
	Code	(X)				
AGR-III	210	4 SFDUs	T = 9.44 (X)	38	0.00%	38
					Total Section 1	38
	ΠE	Potential			Less	Net New
Proposed	Land	Number	Estimation Method	Gross Trips	Pass-By	Daily
Land Use	Use	of Units	(Rate or Equation)	PM/Daily	Trips	Trip Ends
	Code	(X)				
LI	110	633,362 SF	T = 4.96 (X) /1000	3,141	0.00%	3,141
					Total Section 2	3,141
				Net N	Net New Daily Trips	

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

#### Additional Information:

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

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## **ATTACHMENT C (Land Use Amendment Application):**



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

Date Submitted: 6/17/19 Date Staff Report is Available to Public: 11-1-2019 Land Use Transmittal Ordinance #: 2019-713 Planning Commission's LPA Public Hearing: 11-7-2019 JPDD Application #: L-5386-19A 1st City Council Public Hearing: 11-12-2019 Assigned Planner: LUZ Committee's Public Hearing: 11-19-2019 Chris Schoenig 2nd City Council Public Hearing: 11-26-2019

#### **GENERAL INFORMATION ON APPLICANT & OWNER**

Applicant Information: Owner Information:
CURTIS HART MELISSA WARE

HART RESOURCES LLC JACKSONVILLE SISTERS, LLC 8051 TARA LANE 4402 MAJESTIC BLUFF DRIVE SOUTH

JACKSONVILLE, FL 32216 JACKSONVILLE, FL 32225

Ph: 9049935008 MELISSA WARE

Email: CURTISHART@HARTRESOURCES.NET ST. JOHNS RIVER PARTNERS, LLC 4402 MAJESTIC BLUFF DRIVE SOUTH

JACKSONVILLE, FL 32225

DESCRIPTION OF PROPERTY

Acreage: 36.35 General Location:

Real Estate #(s): 108433 0000 EASTSIDE OF NEW BERLIN ROAD

108433 0200

Planning District: 6
Council District: 9
Address:

Council District: 2 Address:

Development Area: SUBURBAN AREA

Between Streets/Major Features: 0 NEW BERLIN ROAD

RINGNECK DRIVÉ and ISLAND DRIVE

#### LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VARIOUS BUSINESSES Current Land Use Category/Categories and Acreage:

AGR-III 36.35

Requested Land Use Category: LI Surrounding Land Use Categories: LI

Applicant's Justification for Land Use Amendment:

THIS PROPERTY IS SURROUNDED BY A LANDFILL AND INDUSTRIAL LIGHT PROPERTY AND A GUN CLUB SO THEREFORE

THIS LAND USE WOULD BE APPROPRIATE FOR THIS AREA.

UTILITIES

Potable Water: JEA Sanitary Sewer JEA

#### COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:

AGR 36.35

Requested Zoning District: ||

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

## **ATTACHMENT D (Aerial Map):**

