

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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November 5, 2020

The Honorable Tommy Hazouri, President
The Honorable Michael Boylan, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2020-599/Application No. L-5474-20C

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2020-599 on November 5, 2020.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Absent
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – October 30, 2020

Ordinance/Application No.: 2020-599/ L-5474-20C

Property Location: 14670 Duval Road between Duval Road and Ranch Road

Real Estate Number(s): a portion of 106478 0120

Property Acreage: 2.53 acres

Planning District: District 6, North

City Council District: District 7

Applicant: Blair Knighting, Kimley Horn and Associates, Inc.

Current Land Use: Business Park (BP)

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: No change

Development Boundary: Suburban Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Please see Attachment A - Justification.

BACKGROUND

The 2.53 acre subject site is a currently undeveloped portion of a larger parcel that is adjacent to Interstate 95 and is already designated as Community/General Commercial (CGC). The applicant is proposing a future land use map amendment from Business Park (BP) to CGC. There is no companion rezoning application, as the existing Planned Unit Development (P U D) is consistent with the proposed land use amendment.

There have been two proximate land use changes in the area of the proposed amendment, both of which are located across Duval Place West from the subject site.

South of the proposed amendment, an 8.2 acre site, which now contains a self-storage facility, was changed from BP to Light Industrial (LI), pursuant to Ordinance 1999-1213-E. The other nearby land use change occurred southwest of the subject site on a 13.79 acre site along the south side of Duval Place West. This site was amended from Low Density Residential (LDR) to Residential-Professional-Institutional (RPI) pursuant to Ordinance 2020-282-E.

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

North: Land Use: CGC

Zoning: PUD, Commercial Community/General-1 (CCG-1)

Property Use: Commercial, Hotels, Gas stations, Saddle club

South: Land Use: LI, BP

Zoning: Industrial Light (IL), PUD

Property Use: Warehouses, RV sales, Personal storage

East: Land Use: Regional Commercial (RC)

Zoning: PUD

Property Use: Interstate 95, Commercial (River City Marketplace),

West: Land Use: LDR, BP

Zoning: Rural Residential – Acre (RR-Acre), Residential Low Density-60 (RLD-60), PUD

Property Use: Single family, Church, Warehouses

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.

Where there is not an associated site specific policy or note on the annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

Development Analysis	
Development Boundary	Suburban Area
Roadway Frontage Classification / State Road	Ranch Road, local

Development Analysis		
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Commercial
Land Use / Zoning	Current: BP / PUD	Proposed: CGC / No change
Development Standards for Impact Assessment	Current: <u>Scenario 1:</u> 0.35 FAR <u>Scenario 2:</u> 20% non-residential at 0.35 FAR 80% residential at 15 DU/Acre	Proposed: <u>Scenario 1:</u> 0.35 FAR <u>Scenario 2:</u> 20% non-residential at 0.35 FAR 80% residential at 15 DU/Acre
Development Potential	Current: <u>Scenario 1:</u> 38,573 SF <u>Scenario 2:</u> Residential uses 30 MF DU Non-residential uses 7,715 SF	Proposed: <u>Scenario 1:</u> 38,573 SF <u>Scenario 2:</u> Residential uses 30 MF DU Non-residential uses 7,715 SF
Net Increase/Decrease in Maximum Density	Scenario 1: No change Scenario 2: No change	
Net Increase/Decrease in Potential Floor Area	Scenario 1: No change Scenario 2: No change	
Population Potential	Current: Scenario 1: not applicable Scenario 2: 70 people	Proposed: Scenario 1: not applicable Scenario 2: 70 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	150' Height Zone for JIA	
Industrial Preservation Area	Situational Compatibility	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	No	

Development Analysis	
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: 1,194 net new daily trips Scenario 2: 239 net new daily trips
Potential Public School Impact	Scenario 1: no impact Scenario 2: 9 Students
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 778 gallons per day Scenario 2: Decrease of 155 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 583 gallons per day Scenario 2: Decrease of 116 gallons per day
Potential Solid Waste Impact	Scenario 1: No change Scenario 2: No change
Drainage Basin/Sub-basin	Broward River/Little Cedar Creek
Recreation and Parks	Oceanway Fire Station Park
Mass Transit Access	JTA Route 85, approximately 0.25 miles from the subject site
Natural Features	
Elevations	23-28 feet
Land Cover	6410- Freshwater Marsh ; 1400- Commercial and Service
Soils	63- Sapelo fine sand; 82- Pelham fine sand, depressional ; 51- Pelham fine sand
Flood Zones	No
Wetlands	6410- Freshwater Marsh
Wildlife (applicable to sites greater than 50 acres)	n/a

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).

Future Land Use Element

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.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment from Business Park (BP) to Community/General Commercial (CGC) has an existing development potential under scenario 1 as 100% non-residential and under scenario 2 as 80% residential with 20% non-residential uses. If the land use is amended to CGC, development could result in an increase of 1,194 net new daily trips under scenario 1 or 239 under scenario 2. 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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

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

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

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

Mobility needs vary throughout the city and 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 7.

Subject site is accessible via Ranch Road, a 2-lane local road which intersects with Duval Road to the west. Duval Road is a 2-lane collector facility and the proposed development will have external traffic impacts on the roadway network. The Transportation Planning Division recommends ongoing coordinating efforts with COJ Traffic Engineer Division to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

School Capacity

The 2.53 acre proposed land use map amendment has a development potential of 30 dwelling units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- Elementary School
 - Concurrency Service Area (CSA) 1
 - 2019/2020 enrollment: 13,689
 - Current utilization: 70%
 - New student development from amendment: 5
 - 5-year utilization: 63%
 - Available seats in CSAs 1: 6,200
 - Available seats in adjacent CSA(s): 8 and 2 is 3,251

- Middle School
 - CSA 1
 - 2019/2020 enrollment: 8,270
 - Current utilization: 83%
 - New student development from amendment: 2
 - 5-year utilization: 88%
 - Available seats in CSA 3: 244
 - Available seats in adjacent CSA(s): 7 and 2 is 408

- High School
 - CSA 7
 - 2019/2020 enrollment: 2,163
 - Current utilization: 98%
 - New student development from amendment: 2
 - 5-year utilization: 89%
 - Available seats in CSA 3: 98
 - Available seats in adjacent CSA(s): 8 and 2 is 3,437

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2 **Adopted Level of Service (LOS) Standards**
 Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Biscayne Elementary School
 - CSA 1
 - Amendment student generation: 5
 - School Capacity including permanent spaces and portables: 667
 - Current enrollment 20 day count for 2019/2020: 690
 - Percent Occupied: 103%
 - 4-year projection: 100%

- Highlands Middle School
 - CSA 1
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 1,071
 - Current enrollment 20 day count for 2019/2020: 888
 - Percent Occupied: 83%
 - 4-year projection: 77%

- First Coast High School
 - CSA 7
 - Amendment student generation: 2
 - School Capacity including permanent spaces and portables: 2,212
 - Current enrollment 20 day count for 2019/2020: 2,163
 - Percent Occupied: 98%
 - 4-year projection: 103%

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

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

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development. The preservation policies serve to protect strategically located Heavy Industrial and Light Industrial designations, so the proposal to change from BP to CGC is not in conflict with the "Industrial Situational Compatibility" Zone. Additionally, due to the site size and configuration, the amendment would have a negligible impact on the preservation of industrial lands.

Future Land Use Element

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for

redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies. The wetland area was once a man-made lake. Through eutrophication the lake is now a freshwater marsh.

Wetlands Characteristics:

Approximate Size: 0.61 of an acre

General Location(s): The middle of the subject site

Quality/Functional Value: The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation, size and/or the lowering of the hydro-period due to nearby site grading or drainage/retention improvements. In addition the wetland has no clear or significant impact on the City's waterways.

Soil Types/
Characteristics: Pelham Fine Sand (51 and 82- depressional) The Pelham Series consists of nearly level, poorly drained soils. The soils are moderately permeable and moderately slowly permeable. Generally, the high water table is at a depth of less than 12 inches on flats and are or above the surface in depressions.

Sapelo Fine Sand (63)- The Sapelo Series consists of nearly level poorly drained soils. The soils are moderately slowly permable. Generally the high water table is at a depth of 6 to 18 inches.

Wetland Category: Category III

Consistency of Permitted Uses: Category III: All uses. Must meet CCME Policies 4.1.3 and 4.1.6 below.

Environmental Resource
Permit (ERP): Not provided by the applicant

Wetlands Impact: Insufficient information to determine impacts

Associated Impacts: None

Relevant Policies:

Conservation/Coastal Management Element (CCME)

Policy 4.1.3

The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
 - ii the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii the food sources of fish and wildlife including those which are threatened or endangered,
 - iv the water quality of the wetland, and
 - v the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
 - (d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

- (e) Septic tanks
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

- (b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

- (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

Future Land Use Element

Policy 4.1.10

The City hereby incorporates Map L-5 that depicts Salt Water Marshes, Riverine/Estuarine Wetlands and All Other Wetlands. Notwithstanding the permitted land uses according to the Future Land Use Map series (FLUMs), the permitted land uses within such areas shall be limited to the permitted land uses and associated standards of Objectives 4.1, 4.2, 4.3 and 5.1 and related policies of the Conservation/Coastal Management Element.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on October 21, 2020, the required notices of public hearing signs were posted. Fourteen (14) 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 19, 2020. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:

- A. Fosters vibrant, viable communities and economic development opportunities;
- B. Addresses outdated development patterns;
- C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business

consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

- Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- 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 of the areas served, availability of public facilities, and market demands.
- Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

According to the Future Land Use Element (FLUE), the Business Park (BP) land use category in the Suburban Area is intended to provide compact low to medium intensity office development. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. BP also allows for multi-family development at a density of up to 20 DU/Acre as part of a mixed use development.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family development at a density of up to 20 DU/Acre as part of a mixed use development.

The 2.53 acre subject site is a presently undeveloped portion of a larger parcel, which is 18.88 acres in total. The remaining area of the larger parcel is currently designated as CGC. The site is located adjacent to Interstate 95, a limited access highway on the Functional Highway Classification Map, and along the north side of Ranch Road, a local road. The area surrounding the site is primarily commercial to the north and east, with the River City Market Place located just across Interstate 95, from the subject site. The area to the south of the site contains industrial uses, such as warehouses, and to the southwest, across Ranch Road, there are residential uses. The proposed amendment would continue to maintain a balanced mix of uses in the area, compatible with the intensity of surrounding uses, consistent with Goal 3 of the Future Land Use Element.

The subject site is located within the boundaries of an Industrial Situational Compatibility Area. While Industrial uses are the preferred use within these designated areas, the subject site is part of a larger parcel that is already commercially designated and is located within a commercial corridor and the Industrial Situational Compatibility Zone focuses on preserving Heavy Industrial and Light Industrial lands. The proposed change to CGC would result in a logical extension of the existing commercial corridor along Airport Center Drive. Therefore, the proposed amendment is consistent with FLUE Goal 1 and Policies 3.2.1, 3.2.7, and 3.2.33.

The proposed small scale amendment would have a negligible impact on the amount of BP and CGC designated land throughout the City. Analysis of the surrounding area demonstrates that the site is suitable for commercial use. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

Vision Plan

The subject property is located within the boundaries of the *North Jacksonville Vision Plan*. The site is located in between the North Jacksonville Town Center and the Tradeport Center District, both locations were designated by the Plan to promote the economic growth of the area. The proposed development provides the opportunity for development of supporting commercial services for the office and industrial uses within the Tradeport. Additionally, the proposed commercial use is compatible with the nearby commercial uses in the North Jacksonville Town Center, which now referred to as the River City Marketplace.

Strategic Regional Policy Plan

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the expansion of a business, thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

Attachment A – Justification

EXHIBIT D

WRITTEN JUSTIFICATION FOR APPLICATION

Justification for the Land Use Amendment

This land use amendment is necessary because a small portion of the subject parcel (less than 2 acres of the approximately 18 acres) lies within the Business Park (BP) land use category whereas the remaining portion (approximately 16 acres) is within the Community/General Commercial (CGC) category. Revising the Future Land Use designation to CGC would make the parcel consistent with the remaining portion of the parcel as well as the surrounding area and remove the requirement for workforce housing within the small portion of the site.

In addition, it appears that the BP designation on this parcel may have been a map error from years ago. The BP land use line generally follows the eastern property line from 75 feet off at its northern limit to 150-feet off from the southern limit where it meets Ranch Road. This alignment does not seem to follow a logical path based upon parcel boundaries or existing uses on the site.

The following Comprehensive Plan Policy and Objective justifies the request:

Policy 4.1.8B

The City shall evaluate all proposed amendments to the Comprehensive Plan as to 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.

The subject parcel is just outside of the airport area of the North Planning District Vision Plan, therefore there is not a vision plan to compare the proposed amendment. However, the amendment would not have a negative effect on the vision plan as this plan talks about providing more multi-family development in the area, which is the ultimate goal of the plan.

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.

The proposed amendment meets this objective as the parcel is located between the Jacksonville International Airport and Interstate-95, in an underutilized area with existing

infrastructure. This project is essentially an infill development in a perfect location to bring more residents to this area of the Northside.

The Comprehensive Plan also distinguished development areas throughout the City. This parcel is located in the *Suburban Area (SA)*. The Comprehensive Plan states, “the SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations.” The proposed multi-family project is a medium density infill development that meets the intent of the SA development area.

Many of the policies in the Comprehensive Plan focus on infill development. This parcel is a classic example of infill development as it is vacant between developed parcels. Developing this parcel into the proposed multi-family will ensure there are more residential options to those who live in this area.

Lastly, the parcel is located in the JIA CRA. According to the Office of Economic Development, the JIA CRA is a “mechanism to stimulate development and fund infrastructure improvements within the 14,245-acre area.” The scale of this project is guaranteed to increase the parcel tax base by more than \$20-30 million dollars. In addition to the tax base, this brings a much-needed multi-family residential development with luxury amenities in the middle of industrial jobs to the west and the River City Market Place commercial area to the east.