

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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October 8, 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. 2020-0381/Application No. L-5452-20A

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 2020-381 on October 8, 2020.

P&DD Recommendation

APPROVE Subject to removal of the southern 7.5 acres, consisting primarily of wetlands, from the land use amendment application

PC Issues:

There were no speakers from the public.

Discussion by the Commission focused on the staff recommendation to remove the southern 7.5 acres of land from the land use application site.

The Planning and Development Department noted that the situation is unique in that current entitlements are extremely low intensity and, due to the location and extent of wetlands, there is no opportunity to cluster away from and out of the wetlands within the southern 7.5 acres.

The Commission discussion focused on the following points:

- The uses should be more lenient for property abutting Beaver Street, especially adjacent to the new US 301 Bypass intersection.
- US 301 is a major trucking corridor and there is anticipation of and desire for substantial commercial growth in the area.
- The portion of the property with wetlands will need to go through additional approvals from the Army Corps of Engineers and the St. Johns River Water Management District before development can occur.
- Wetlands mitigation will be cost prohibitive for high quality wetlands.
- Developers must meet all City drainage design requirements.
- Concern that removal of the wetlands from the application site is a taking.

PC Vote: 7-0 APPROVE

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

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 2, 2020

Ordinance/Application No.: 2020-381 / L-5452-20C

Property Location: Beaver Street West, just west of the new Baldwin Bypass Interchange

Real Estate Number(s): 000913 0010, a portion of

Property Acreage: 9.85 Acres

Planning District: District 4, Southwest

City Council District: District 12

Applicant: Lara Hipps

Current Land Use: AGR-4

Development Boundary: Rural Area

Proposed Land Use: CGC

Current Zoning: AGR

Proposed Zoning: CCG-2

RECOMMENDATION: **APPROVE subject to removal of the southern 7.5 acres, consisting primarily of wetlands, from the land use amendment application**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for commercial development.

BACKGROUND

The 9.85 acre subject site is currently undeveloped. The applicant is proposing a future land use map amendment from Agriculture-4 (AGR-4) to Community /General Commercial (CGC) in the Rural Development Area and a companion rezoning application from Agriculture (AGR) to Commercial Community/General-2 (CCG-2) with Ordinance 2020-548.

The subject site is located along the south side of Beaver Street West (US 90), a 2-lane principal roadway, and approximately 800 feet west of the Town of Baldwin. Directly abutting the east side of the site is the ongoing construction of the new Baldwin Bypass roadway project that will include a signalized intersection at Beaver Street. The project is currently under construction and is an extension from U.S. Highway 301 including a new, four-mile, four-lane divided highway beginning north of the I-10 westbound on-ramp and two new signalized intersections at Beaver Street (US 90) and Brandy Branch Road. Plans also include building an overpass over two CSX railroad crossings and an additional overpass over the Jacksonville-Baldwin Rail Trail to alleviate traffic congestion and improve operational efficiency of U.S. 301.

The uses surrounding the site include a mix of single-family residential, undeveloped residential land and agriculturally designated land with a church use north of the site. The site and surrounding area are rural in character, however, the Town of Baldwin is approximately 800-feet to the east and the Baldwin Bypass construction is ongoing abutting the east side of the property.

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

North: Land Use: Rural Residential (RR), Agriculture-4 (AGR-4)
Zoning: Residential Rural-Acre (RR-Acre), Agriculture (AGR)
Property Use: Single-family residential, undeveloped, church, Baldwin Bypass (under construction)

South: Land Use: AGR-4
Zoning: AGR
Property Use: CSX Rail Line, undeveloped land

East: Land Use: AGR-4
Zoning: AGR
Property Use: Baldwin Bypass (under construction)

West: Land Use: AGR-4
Zoning: AGR
Property Use: Single-family residential, undeveloped agricultural land, timber land

The southern portion of the site includes a substantial area of Category III wetlands. According to the City's geographic information data, approximately 6.48 acres of the total site (9.85 acres) includes Category III wetlands. These wetlands are connected to a larger wetland of the surrounding area and provide floodwater storage during storm events. Due to the size and connectivity to other wetlands, the wetlands on site should not be intensified in use. It is recommended that the southern 7.5 acres, 6.48 acres of

which contain wetlands, on site be removed from the land use amendment application and continue in the AGR-4 land use category.

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	Rural Area	
Roadway Frontage Classification / State Road	Beaver Street West / Major Arterial	
Plans and/or Studies	Southwest Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Commercial
Land Use / Zoning	Current: AGR-4 / AGR	Proposed: CGC / CCG-2
Development Standards for Impact Assessment	Current: 1 DU / 2.5 acres	Proposed: Scenario 1: 0.35 FAR / Scenario 2: 80% Residential at 15 DU/Acre and 20% at 0.35 FAR
Development Potential	Current: 4 Single-family DUs	Proposed: Scenario 1: 150,173 Sq. Ft./ Scenario 2: 118 DUs and 30,034.6 Sq. Ft.
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 4 DUs / Scenario 2: Increase of 114 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 150,173 Sq. Ft. / Scenario 2: Increase of 30,034.6 Sq. Ft.	
Population Potential	Current: 10 people	Proposed: Scenario 1: Not

Development Analysis	
	Applicable / Scenario 2: 277 people
Special Designation Areas	
Aquatic Preserve	No
Septic Tank Failure Area	No
Airport Environment Zone	No
Industrial Preservation Area	No
Cultural Resources	No
Archaeological Sensitivity	Low Sensitivity
Historic District	No
Coastal High Hazard/Adaptation Action Area	No
Groundwater Aquifer Recharge Area	0-4 inches
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: 4,781 net new daily trips/ Scenario 2: 1,622 net new daily trips
Potential Public School Impact	Scenario 2: Increase of 36 students
Water Provider	Well
Potential Water Impact	Scenario 1: Increase of 6,444.7 gallons per day / Scenario 2: Increase of 28,168 gallons per day
Sewer Provider	Septic
Potential Sewer Impact	Scenario 1: Increase of 4,833.5 gallons per day / Scenario 2: Increase of 21,126 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 229.88 tons per year / Scenario 2: Increase of 344.45 tons per year
Drainage Basin/Sub-basin	Brady/Yellow Branch / Deep Creek
Recreation and Parks	South of the Jacksonville Baldwin Rail Trail
Mass Transit Access	No
Natural Features	
Elevations	78-81 feet
Land Cover	6170: Mixed wetland hardwoods
Soils	66: Surrency loamy fine sand, depressionnal, 0 to 2 percent slopes; 82: Pelham fine sand, depressionnal, 0 to 2 percent slopes
Flood Zones	No
Wetlands	6170: Mixed Wetland hardwoods
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).

The JEA letter provided with the application dated June 2, 2020, indicates that JEA is not the utility provider for the area. The property will be served by well and septic systems for development.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.1.3 The JEA shall not invest in sanitary sewer facilities in the Rural Area as defined in the Future Land Use and Capital Improvements Element, except where necessary to protect the public health or safety, or encourage mixed use or regional economic development. The JEA and the Department of Planning and Development shall coordinate on the placement of these lines to ensure compliance with the City's Comprehensive Plan and its urban and suburban boundaries.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the department, and determined that the proposed amendment for Community/General Commercial (CGC) has the 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 4,781 under scenario 1 or 1,622 under scenario 2 net new daily vehicular 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.

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 5.

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 5 is **0.47**.

Subject site is accessible via Beaver Street (US 90), a 2-lane undivided urbanized highway and is subject to FDOT review and access management requirements. The proposed developments will have significant impacts on the roadway network and the Transportation Planning Division recommends ongoing coordinating efforts with the FDOT and 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 Planning and Development Department determined that the proposed amendment for Community/General Commercial (CGC) has the development potential under scenario 1 as 100% non-residential and under scenario 2 as 80% residential with 20% non-residential uses. Under scenario 2 the proposed amendment could result in development of 118 multi-family 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): 8
 - 2019/2020 enrollment: 5,529
 - Current utilization: 83%
 - New student development from amendment: 19
 - 5-year utilization: 87%
 - Available seats in CSA 8: 1,452
 - Available seats in adjacent CSA(s): 1 and 2 is 7,999

- **Middle School**
 - CSA 7
 - 2019/2020 enrollment: 1,118
 - Current utilization: 72%
 - New student development from amendment: 8
 - 5-year utilization: 92%
 - Available seats in CSA 7: 220
 - Available seats in adjacent CSA(s): 1 and 2 is 432

- **High School**
 - CSA 8
 - 2019/2020 enrollment: 2,708
 - Current utilization: 90%
 - New student development from amendment: 10

- 5-year utilization: 75%
- Available seats in CSA 8: 505
- Available seats in adjacent CSA(s): 1 and 2 is 3,620

The analysis of the proposed development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

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

Supplemental School Information

The following additional information regarding the capacity of the assigned neighborhood schools is provided by the Duval County School Board. This information 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.

- Mamie Anges Jones
 - CSA 8
 - Amendment student generation: 19
 - School Capacity including permanent spaces and portables: 455
 - Current enrollment 20 day count for 2019/2020: 362
 - Percent Occupied: 80%
 - 4-year projection: 68%

- Baldwin Middle/High School
 - CSA 7/8
 - Amendment student generation: 18
 - School Capacity including permanent spaces and portables: 1,003
 - Current enrollment 20 day count for 2019/2020: 1,303
 - Percent Occupied: 130%
 - 4-year projection: 124%

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which

would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

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 may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 6.48 Acres

General Location(s): The wetlands on the site are located all through the middle of the southern portion of the property.

Quality/Functional Value: The Category III wetlands (6.48 acres) on site have a medium functional value for water filtration attenuation and flood water capacity. It is not located in a flood zone and has an indirect impact on the City’s waterways.

Soil Types/ Characteristics:

Surrency loamy fine sand, depressional (66) – This soil series consists of nearly level, very poorly drained soils and are formed in thick sandy and loamy marine sediments. The soils occur in depressions and are subject to frequent flooding for brief periods. The soils are moderately permeable and moderately slowly permeable. The water

table is usually at or above the soil surface for very long periods. Slopes are concave and range from 0 to 2 percent.

Pelham fine sand, ponded (82) – This soil series consists of nearly level, poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located in depressions and are moderately permeable and moderately slowly permeable. The water table is at or above the surface.

Wetland Category: Category III

Consistency of Permitted Uses: All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6

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

Wetlands Impact: At permitting, site plan review will require consistency with the Comprehensive Plan policies. Any future development impacting wetlands will require permits and mitigation by the St. Johns River Water Management District.

Associated Impacts: None

Relevant Policies: CCME Policies 4.1.3 and 4.1.6 – see below

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.

CCME 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 4, 2020, the required notices of public hearing signs were posted. Twenty-two (22) 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 September 14, 2020 via ZOOM Virtual Meeting. 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

Rural Area (RA): The RA consists of all lands outside of the Suburban Area and corresponds with predominantly undeveloped portions of the City with land uses such as Agriculture, Recreation, Conservation, or Public Buildings Facilities. Development should occur at very low densities which create little demand for new infrastructure and community serving supporting uses, unless development occurs under the Multi-Use Category, as a Rural Village or as a Master Planned Community as defined in this element. Development may occur within the Rural Area provided that it is consistent with the Operational Provisions and the Land Use category descriptions. Otherwise,

development beyond such boundaries is considered urban sprawl and is to be discouraged.

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.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.2 As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

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 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

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 3.1.17 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Conservation Coastal Management Element

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 wetlands 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. In order to achieve this objective and its associated policies, the City shall continue to work with the applicable regional, state and federal agencies charged

with these regulatory responsibilities.

Policy 4.1.11 Mitigation shall be considered only as a last resort, and only if it is determined that encroachment in the wetland is the least damaging alternative and no practicable on-site alternative exists. Such mitigation activities should replace similar habitat and function, and shall result in no net loss of wetland functions and shall be subject to all applicable local, State and Federal permitting and regulations.

According to the Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City where full urban services and facilities will not be provided by the City during the planning time frame. Accordingly, the principal activities allowed in these categories are agriculture and related uses.

The Community/General Commercial (CGC) land use category is 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. Plan amendment requests for CGC in the Rural Area are discouraged because they would potentially encourage urban sprawl.

The applicant is proposing a future land use map amendment from Agriculture-4 (AGR-4) to Community/General Commercial (CGC) to allow for commercial development of the property.

While the locational criteria of the CGC land use category states that amendments to CGC within the rural development area should be discouraged, the subject amendment to CGC is appropriately located off of Beaver Street (US 90), a principal arterial roadway, and the eastern boundary abuts the Baldwin Bypass, an extension of US Highway 301 that is currently under construction. Additionally, the site is located approximately 800-feet west of the Town of Baldwin driving the need for commercial uses. Consistent with the locational criteria of the operative provisions in the Future Land Use Element (FLUE) and Policies 1.1.2, and 1.1.20 as defined in the FLUE, the proposed amendment would not encourage urban sprawl due to the location off of major roadway corridors and the proximity of the Town of Baldwin, an existing economic driver in the area. The amendment meets the intent of the CGC land use category description to provide commercial development which serves large areas and a diverse set of neighborhoods in the form of nodes and corridors.

The area immediately surrounding the proposed amendment includes land in the AGR land use category and is a mix of single family residential, undeveloped lots, timberland, and a church. However, the site's location at the southwest corner of two major roadways results in a viable area for commercial development and a logical location for CGC uses while preserving the agriculturally designated land offering residents employment, shopping, and leisure opportunities and help to maintain a well-balanced and organized combination of residential and non-residential land uses within the area.

Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1 and 3.2, and Policies 3.1.17 and 3.2.1.

The proposed CGC land use is appropriately located off of the traffic signaled intersection of Beaver Street (U.S. 90) and the Baldwin Bypass optimizing the potential of economic benefit. FLUE Table L-20 identifies an excess of agricultural land on a city-wide basis and characteristics of the surrounding area demonstrate the amendment would result in compatible uses and development scale. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

While the locational criteria of the 2030 Comprehensive Plan is consistent with the proposed land use change, approximately two-thirds of the site, 6.49 acres, includes Category 3 wetlands that are part of a larger wetland system of the surrounding area that provides and maintains floodwater storage during storm events. In order to protect the function of the larger area of wetlands and provide consistency with CCME Goal 4, Objective 4.1 and Policy 4.1.11, it is recommended that the southern 7.5 acres, 6.48 acres of which contain wetlands, on site be removed from the land use amendment application and continue in the AGR-4 land use category.

Vision Plan

The subject property is located within the boundaries of the Rural Area of the Southwest Jacksonville Vision Plan. The plan recommends the protection of rural character and open spaces in these western areas of the district. Growth and economic activity should be organized in appropriate locations while maintaining the rural character of the area. The Plan provides guidelines to ensure that future commercial activity in the western portion of the district enhances the existing rural character of the area. Buildings and roads should maintain the rural landscape, protect scenic views, and minimize impacts on adjacent properties.

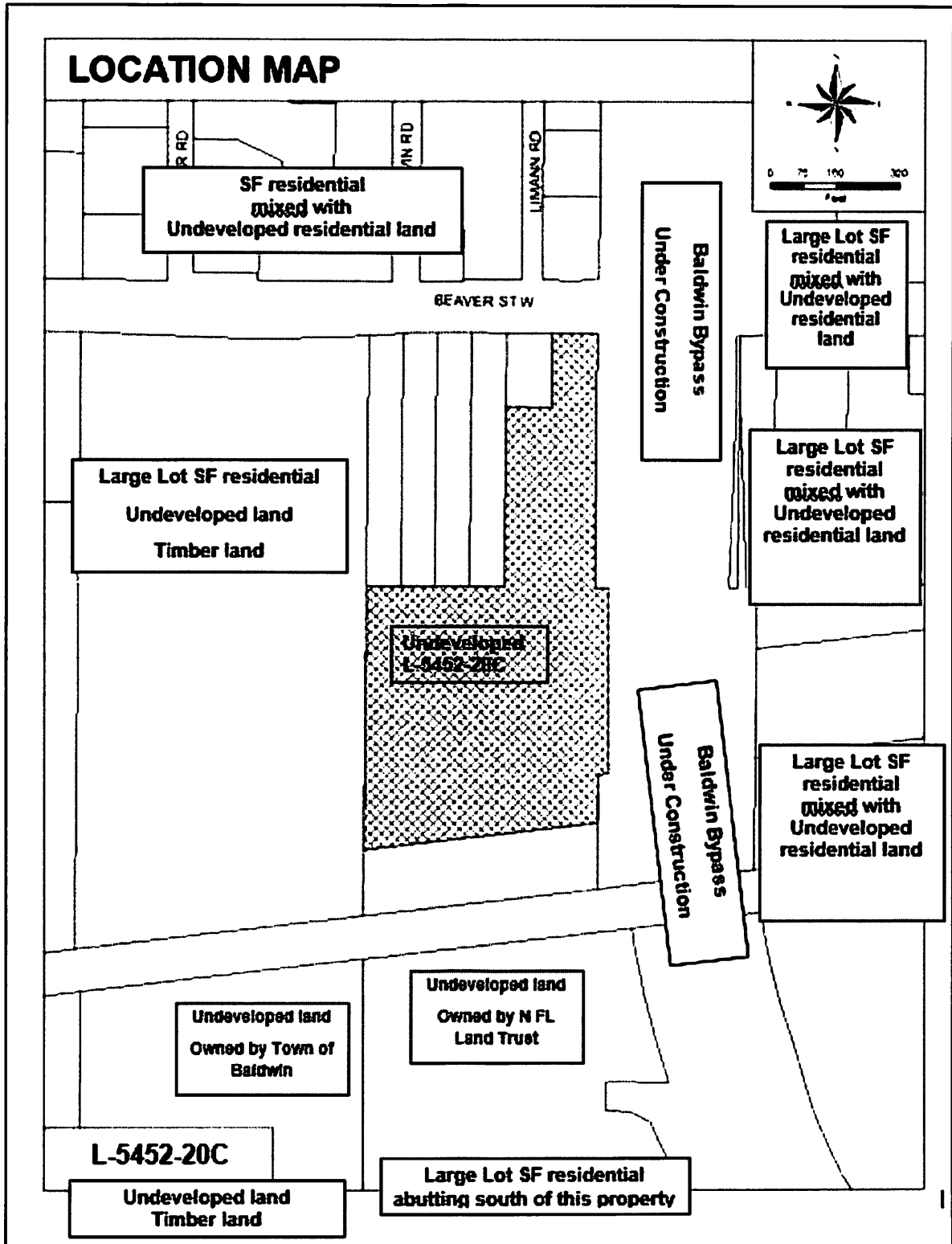
Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy 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 existing 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.

**LAND USE AMENDMENT
FIELD / LOCATION MAP**



LAND USE AMENDMENT
CURRENT LAND USE MAP



LAND USE AMENDMENT
WETLANDS MAP

