

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
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August 19, 2021

The Honorable Samuel Newby, President
The Honorable Rory Diamond, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2021-431/Application No. L-5595-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 **AMENDED AND APPROVED** Ordinance 2021-431 on August 19, 2021.

P&DD Recommendation APPROVE - SUBJECT TO REVISED EXHIBIT 3, DATED AUGUST 9, 2021 (Attached)

PC Issues: None

PC Vote: **6-0 APPROVE – SUBJECT TO REVISED EXHIBIT 3, DATED AUGUST 9, 2021 (Attached)**

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

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
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Jacksonville, FL 32202
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Attachment: Revised Exhibit 3, Dated August 9, 2021

REVISED Site Specific Policy with L-5595-21C

FUTURE LAND USE ELEMENT

4.4.19

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-431 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development shall be exempt from the mix of uses requirement for developments which abut a roadway classified as an arterial.
- Development shall be exempt from the characteristic prohibiting ground floor residential for developments which abut a roadway classified as an arterial.

The site is located along the Beach Boulevard commercial corridor which provides a mix of commercial uses, supportive of a multi-family development. The site is located in close proximity to public transportation and connects to full urban services.

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – August 13, 2021

Ordinance/Application No.: 2021-431 / L-5595-21C

Property Location: 14051 and 0 Beach Boulevard

Real Estate Number(s): 167115-5005, 167115-5010, and 167115-5030

Property Acreage: 15.07 Acres

Planning District: District 2, Greater Arlington/Beaches

City Council District: District 3

Applicant: Paul Harden, Esquire

Current Land Use: Community / General Commercial (CGC)

Development Area: Urban Area

Proposed Land Use: High Density Residential (HDR) with site specific Future Land Use Element (FLUE) Policy 4.4.19

Current Zoning: Commercial Community General-1 (CCG-1)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: **APPROVE** subject to Revised Site Specific Future Land Use Element (FLUE) Policy 4.4.19, Dated August 9, 2021

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To develop residential at an infill location, according to attached site specific text amendment.

BACKGROUND

The 15.07 acre subject site is located on the north side of Beach Boulevard, in between Hodges Boulevard and San Pablo Road. Beach Boulevard (US 90, SR 212) is classified as a major arterial roadway. The application site officially consists of three parcels; however, one “parcel” is a lift station utility.

A vacant movie theater, associated parking lot, and retention area are currently located on the site. The applicant seeks an amendment to the Future Land Use Map series

(FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from CGC to HDR in order to develop multi-family residential units. The amendment includes a site specific policy in the FLUE (detailed below and included as Exhibit 3 , dated July 13, 2021, to the ordinance) A rezoning application is pending concurrently with the land use application via Ordinance 2021-432 which would change the zoning classification of the site from CCG-1 to PUD.

Beach Boulevard is a typical commercial corridor and as such, commercial properties are located west, east, and south (across Beach Boulevard) from the subject site. A single-family residential neighborhood abuts the subject property to the north and is accessed by San Pablo Road.

Proposed site specific FLUE Policy 4.4.19 (as filed with Ordinance 2021-431)
Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-431 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- o Development shall be exempt from the mix of uses requirement for developments which abut a roadway classified as an arterial.

The site is located along the Beach Boulevard commercial corridor which provides a mix of commercial uses, supportive of a multi-family development. The site is located in close proximity to public transportation and connects to full urban services.

The Department recommends the Exhibit 3 be revised to address the Limitation on ground floor residential. The revised Exhibit 3 is dated August 9, 2021 and attached to this report.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: Low Density Residential (LDR)
Zoning: Residential Low Density-60 (RLD-60)
Property Use: single-family residential

South: Land Use: CGC and Residential-Professional-Institutional (RPI), across Beach Boulevard
Zoning: Planned Unit Development (PUD) and CCG-1
Property Use: strip commercial development, gas station

East: Land Use: CGC, LDR, and Medium Density Residential (MDR)
Zoning: PUD, CCG-1, CCG-2, RLD-60, and Residential Medium Density-C (RMD-C)

Property Use: retail/sales/service commercial development, multi-family residential, single-family residential

West: Land Use: CGC and MDR

Zoning: CCG-1, PUD, and Residential Medium Density-D (RMD-D)

Property Use: retail/sales/service commercial development, mobile homes and single-family residential

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.

The land use amendment is associated with a proposed site specific policy, FLUE Policy 4.4.19. However, this proposed policy does not address the intensity/density of the current or proposed land use category. As such, 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	Urban Area	
Roadway Frontage Classification / State Road	Beach Boulevard, major arterial / SR 212	
Plans and/or Studies	Greater Arlington / Beaches Vision Plan	
Site Utilization	Current: Vacant commercial/movie theater	Proposed: residential
Land Use / Zoning	Current: CGC / CCG-1	Proposed: HDR / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.35 FAR Scenario 2: 0.35 FAR at 20% and 30 DU/Acre at 80%	Proposed: 45 DU/Acre
Development Potential	Current: Scenario 1: 229,757 SF Scenario 2: 45,951 SF and 361 units	Proposed: 678 units
Scenario 1: Increase of 678 units Scenario 2: Increase of 317 units	Scenario 1: Increase of 678 units Scenario 2: Increase of 317 units	
Scenario 1: Decrease of 229,757 SF Scenario 2: Decrease of 45,951 SF	Scenario 1: Decrease of 229,757 SF Scenario 2: Decrease of 45,951 SF	

Development Analysis		
Population Potential	Current: Scenario 1: Not applicable Scenario 2: 848 people	Proposed: 1,593 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	500 feet height and hazard for Craig Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium, and High	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No, discharge	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: No new net vehicular trips Scenario 2: No new net vehicular trips	
Potential Public School Impact	225 new students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Increase of 143,207 gpd Scenario 2: Increase of 71,270 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Increase of 107,405 gpd Scenario 2: Increase of 53,453 gpd	
Potential Solid Waste Impact	Scenario 1: Increase of 1,395.2 tons per year Scenario 2: Increase of 750.7 tons per year	
Drainage Basin/Sub-basin	Intracoastal Waterway/ Hogpen Creek Canal	
Recreation and Parks	Castaway Island Preserve and Patton Park	
Mass Transit Access	Route 109	
Natural Features		
Elevations	15 – 18 feet	
Land Cover	1400 (commercial and services), 5300 (reservoirs – pits, retention ponds, dams), 1300 (residential, high density), 6300 (wetland forested mixed), and 6460 (mixed scrub-shrub wetland)	
Soils	14, 22, 32, and 35	
Flood Zones	Approximately 1.8 acres - AE and 0.2% annual chance	
Wetlands	Approximately 2 acres - 6300 (wetland forested mixed) and 6410	
Wildlife (applicable to sites greater than 50 acres)	Not applicable	

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).

A JEA letter of service availability has been provided and is on file with the Planning and Development Department. The letter, dated October 21, 2020, identifies an existing 16-inch water main along Beach Boulevard. An existing 6-inch force sewer main is also located along Beach Boulevard. Connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Planning and Development Department. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the first existing scenario for CGC non-residential land use has a development potential of 229,757 SF of commercial space (ITE Land Use Code 820), which could generate 7,373 average daily trips. The second existing scenario for CGC with 20% non-residential and 80% residential land use category development impact assessment results in a development potential of 45,951 SF of commercial space (ITE Land Use Code 820), which could generate 1,994 average daily trips. The residential component has a development potential of 361 multi-family residential units (ITE Code 220), which could generate 2,643 average daily trips. The proposed HDR land use category development impact assessment (per FLUE Policy 1.2.16) has a development potential of 678 multi-family dwelling units (ITE Land Use Code 222), which could generate 3,017 average daily trips.

As such, the trip generation comparison between the current development potential and the proposed development potential under both scenarios will result in no net new trips. This analysis is based upon the comparison of what potentially could be built on that site 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 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. 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 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 in Mobility Zone 2.

The subject site is accessible via Beach Boulevard (SR 212), a principal arterial facility. The proposed development is generating significant daily trips and the Transportation Planning Division recommends ongoing coordinating efforts with the City Traffic Engineer and Florida Department of Transportation (FDOT) 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 from CGC to MDR has a current development potential under scenario 1 as 100 percent non-residential and under scenario 2 as 80 percent residential and 20 percent non-residential. Under both scenarios 1 and 2, the proposed amendment could result in the development of 678 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) 5
 - 2020/2021 enrollment: 8,312
 - Current utilization: 85%
 - New student development from amendment: 113
 - 5-year utilization: 94%
 - Available seats in CSA 5: 632
 - Available seats in adjacent CSA(s) 3 and 4: 1,672

- Middle School
 - CSA 5
 - 2020/2021 enrollment: 2,343
 - Current utilization: 83%
 - New student development from amendment: 49
 - 5-year utilization: 88%
 - Available seats in CSA 5: 43
 - Available seats in adjacent CSA(s) 3 and 4: 523

- High School
 - CSA 5
 - 2020/2021 enrollment: 7,615
 - Current utilization: 98%
 - New student development from amendment: 63
 - 5-year utilization: 98%
 - Available seats in CSA 5: 1
 - Available seats in adjacent CSA(s) 3 and 4: 92

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 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.

- Alimacani Elementary #257
 - CSA 5
 - Amendment student generation: 113
 - School Capacity including permanent spaces and portables: 942
 - Current enrollment 20 day county for 2020/2021: 802
 - Percent Occupied: 85%
 - 4-year projection: 101%

- Duncan Fletcher Middle School #63
 - CSA 6
 - Amendment student generation: 49
 - School Capacity including permanent spaces and portables: 1,241
 - Current enrollment 20 day county for 2020/2021: 1,260
 - Percent Occupied: 102%
 - 4-year projection: 97%

- Sandalwood High School #237
 - CSA 5
 - Amendment student generation: 63
 - School Capacity including permanent spaces and portables: 2,813
 - Current enrollment 20 day county for 2020/2021: 2,865
 - Percent Occupied: 102%
 - 4-year projection: 109%

Note: The analysis does not include ESE and room exclusions. Attendance school may not be in proposed development's CSA, and available CSA seats include current reservations.

Airport Environment Zone

The subject site is located within the 500-foot Height and Hazard Zone for Craig Airport. Zoning will limit development to a maximum height of less than 500 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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium 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.

Flood Zones

Approximately 1.8 acres of the subject site are located within the 0.2 Percent Annual Chance Flood Hazard and AE Flood Zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The 0.2 Percent Annual Chance Flood Hazard Flood Zone is an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards. The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 1.4.4 The City shall require all development within the 100-year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
A. Land acquisition or conservation easement acquisition;
B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
C. Incentives, including tax benefits and transfer of development rights.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site. The Department reviewed aeriels, soils and elevations to determine quality and functional value of the wetlands. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

- Approximate Size: 2 Acres
- General Location(s): Wetlands are located on the eastern boundary of the property, in the upper reaches of Hogpen Creek.
- Quality/Functional The wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways.
- Soil Types/
Characteristics: Evergreen-Wesconnett complex, depressional (22) – The Evergreen series consists of nearly level, very poorly drained soils. These soils formed in decomposed organic materials underlain by thick sandy marine sediments. They are in depressions. The soils are moderately slowly permeable to rapidly permeable. Generally, the high water table is at or above the surface for very long periods.
- 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: Not enough information to determine

Associated Impacts: Although some of the wetlands are in the flood zone, elevations indicate that the water does not drain north to the creek.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6 – see below

Conservation/Coastal Management Element

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.

Evacuation Zone

The subject site is within Evacuation Zone C. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application. Their complete analysis is on file with the department. It should be noted that The EPD reviewed the proposed amendment for impacts based on a development potential of 678 dwelling units, in accordance with FLUE Policy 1.2.16, and the proposed PUD is for a maximum of 336 dwelling units.

Summary of EPD Response:

The proposed property at 14051 Beach Boulevard will be directly adjacent to Beach Boulevard, a secondary evacuation route that provides road access to primary evacuation routes I-295 (4.65 road miles) and I-95 (12 road miles).

In consideration of the evacuation zone, nearest evacuation routes, and the estimate of 678 multi-family dwelling units, the development of the proposed property at 14051 Beach Boulevard could create a localized impact to the traffic flow westward on Beach Boulevard during an emergency evacuation scenario. Beach Boulevard is one of four arteries (Wonderwood Drive, Beach Boulevard, Atlantic Boulevard, and J. Turner Butler Boulevard) utilized to evacuate the beach communities. One important factor to consider is that the nearly the entirety of the county located Westward of the proposed development is located within Evacuation Zones A, B and C, and would potentially be evacuated simultaneously. An evacuation order for Zones A, B, and C may heighten the localized impact to traffic on Beach Boulevard. The changes proposed through land use Amendment application L-5595-21C would have a minimal impact on countywide evacuation clearance time within Duval County, and a potential localized impact to traffic flow on Beach Boulevard. Site design techniques that minimize disruption to existing traffic flow are encouraged.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Policy 7.1.8 The Emergency Preparedness Division shall review all development orders for projects located within Hurricane Evacuation Zones and recommend development conditions where necessary. The City shall develop a process to allow the adequate review of impacts of development orders by the Emergency Preparedness Division.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 27, 2021, the required notices of public hearing signs were posted. Fifty-one (51) 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 August 2, 2021. 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

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is 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.
- 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 1.1.5 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.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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.

Pending Property Rights Element (Ordinance 2021-334)

- Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

- Policy 1.1.2 The following rights shall be considered in local decision making:
 1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Category Description of the Future Land Use Element (FLUE), the CGC land use category in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Principal uses include commercial retail sales and service establishments; restaurants; hotels and motels; offices; financial institutions; multi-family dwellings; and commercial recreational and entertainment facilities; among other uses. The maximum gross density allowed in CGC in the Urban Area is 20 units per acre when the subject site abuts LDR.

HDR in the Urban Area is intended to provide compact medium to high density mixed use development. Medium to high density residential development which includes limited commercial uses which serve the residential component of HDR developments as well as adjacent neighborhoods is preferred to reduce the number of Vehicles Miles Traveled. A combination of compatible mixed uses should be organized vertically within a multistory building. HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Generally, the maximum gross density in the Urban Area shall be 60 units per acre and the minimum gross density shall be 20 units per acre. Mixed uses shall be provided for developments with a density greater than 25 units/acre and for developments that abut a roadway classified as an arterial on the Functional Highway Classification Map. The proposed site specific policy, FLUE

Policy 4.4.19, exempts development on the subject site from the mix of uses requirement for developments which abut a roadway classified as an arterial.

The subject site is located on the Beach Boulevard commercial corridor. Adjacent uses along Beach Boulevard include restaurants, auto repair, convenience stores, personal storage, and strip commercial development. Various residential uses are located just off the corridor; these uses include apartments, mobile homes, and single-family detached housing. The surrounding uses on the Beach Boulevard commercial corridor provide a mix of commercial uses, supportive of multi-family development. The site is located in close proximity to public transportation and connects to full urban services. Commercial uses located along this commercial corridor provide an economic driver, resulting in job opportunities. Development under the proposed land use amendment provides a residential base for employment. For these reasons, the proposed amendment to HDR is consistent with FLUE Goal 1, Objective 1.1, and Policies 1.1.5, 1.1.21, and 3.1.17.

The balanced land use mix of the area creates the need for a variety of housing types to accommodate anticipated growth for residents in the vicinity. With significant commercial development along Beach Boulevard and low-to-medium density residential developments to the north of the subject site, the proposed amendment to HDR would allow for a residential use that is consistent with the urban development along the corridor and adds to the mix of uses while preserving the land use pattern of the area. Therefore, pursuant to FLUE Goal 3, Objectives 1.1 and 3.1 and Policy 3.1.6, the proposed amendment increases housing opportunities to support growth and fosters a well-balanced combination of residential and non-residential uses.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Vision Plan Consistency

The site is within the boundary of the Greater Arlington/Beaches Vision Plan. Per Objective 2.1.1 of the Vision Plan, mid-rise housing is recommended along corridors in between nodes, and more intense residential development is recommended in conjunction with a mix of uses at nodal locations. The proposed amendment would allow multi-story residential development on a major commercial corridor (Beach Boulevard) and surrounded by diverse uses. As such, the proposed amendment is consistent with the Vision Plan.

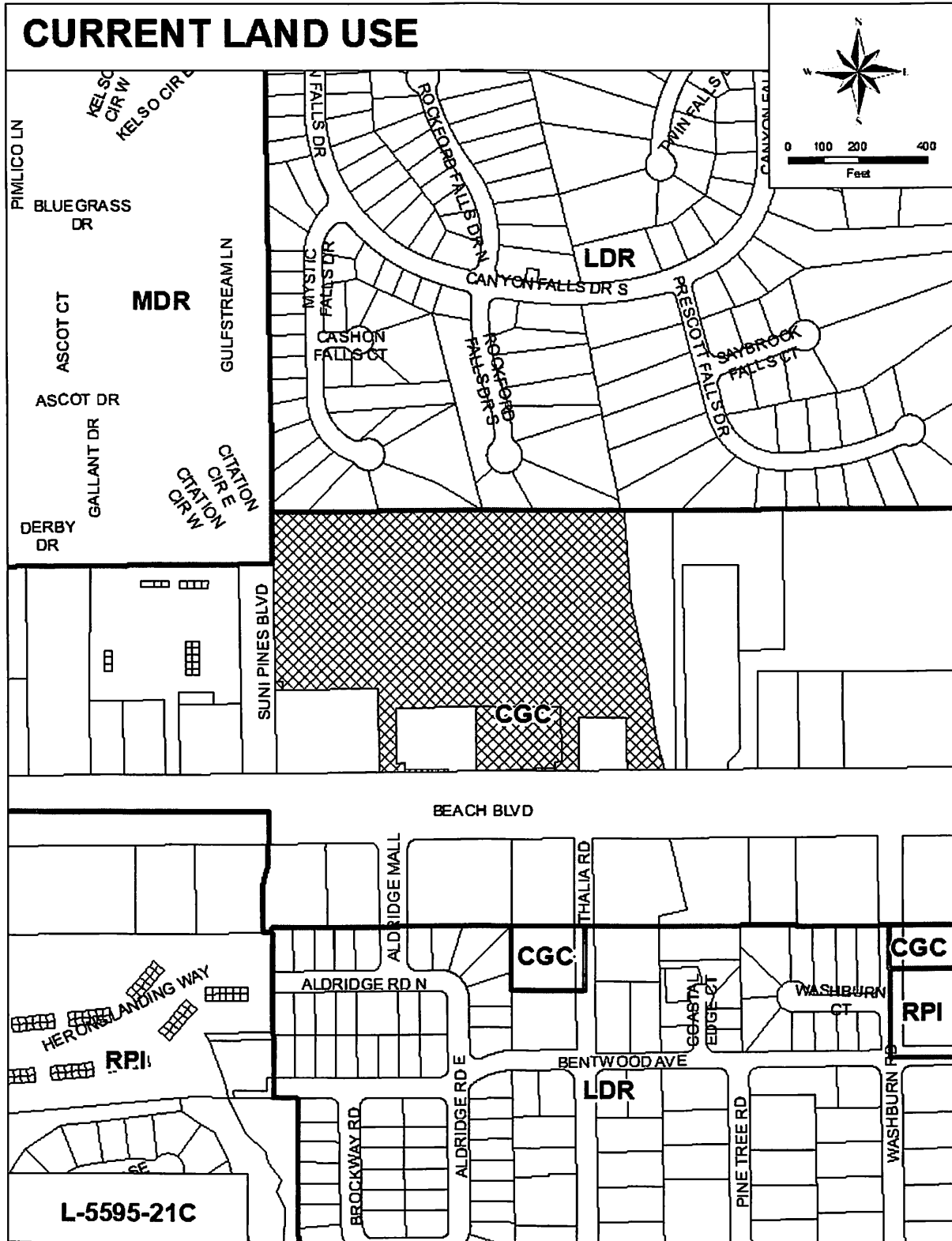
Strategic Regional Policy Plan

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

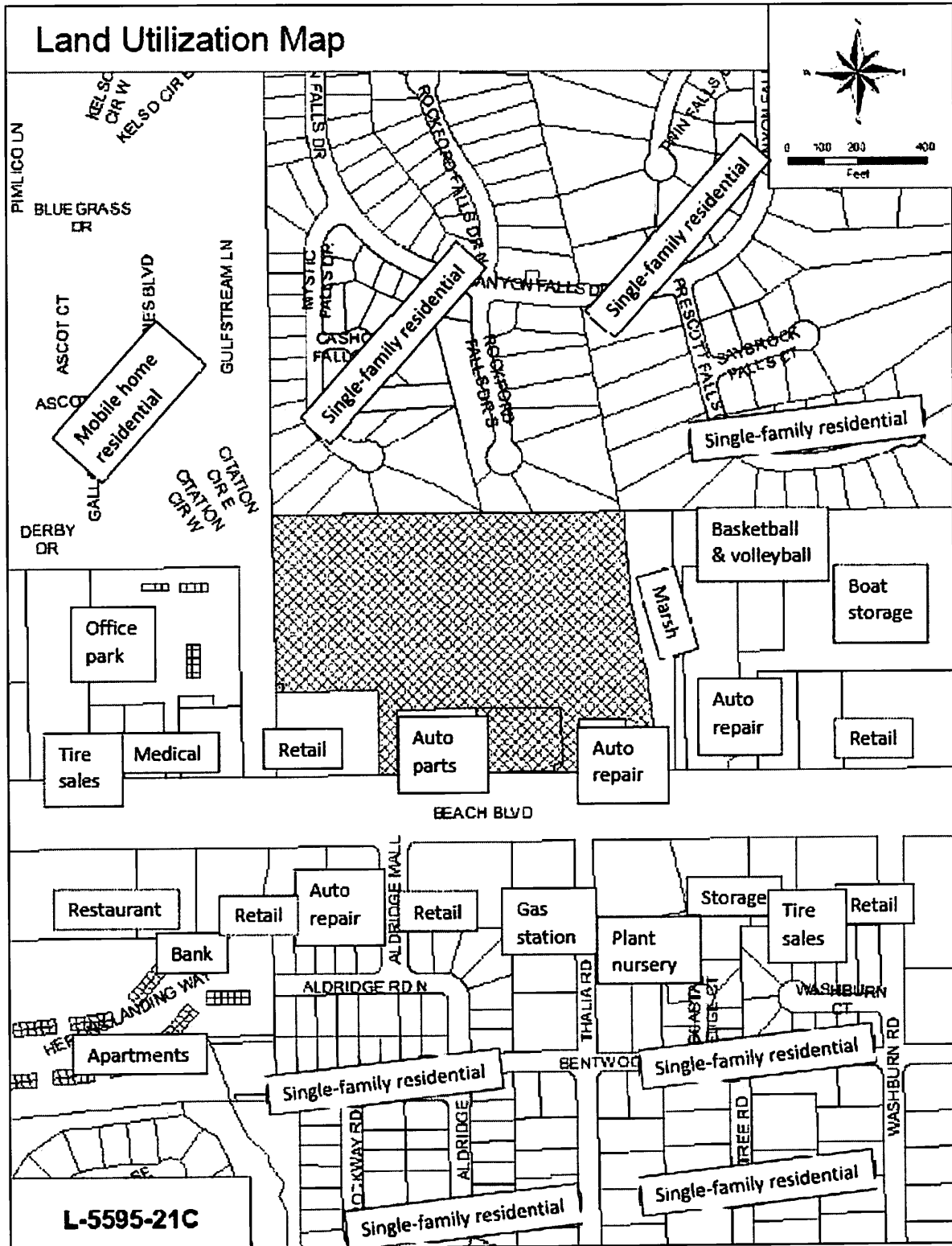
Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing needs in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan.

LOCATION AND CURRENT LAND USE AMENDMENT MAP



LAND USE AMENDMENT LAND UTILIZATION MAP



Site Specific Policy with L-5595-21C / Ordinance 2021-431, Dated July 13, 2021

FUTURE LAND USE ELEMENT

4.4.19

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-431 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development shall be exempt from the mix of uses requirement for developments which abut a roadway classified as an arterial.

The site is located along the Beach Boulevard commercial corridor which provides a mix of commercial uses, supportive of a multi-family development. The site is located in close proximity to public transportation and connects to full urban services.

**REVISED Site Specific Policy with L-5595-21C / Ordinance 2021-431, Dated
August 9,2021**

FUTURE LAND USE ELEMENT

4.4.19

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2021-431 for a small scale amendment is approved subject to the following site specific condition:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

- Development shall be exempt from the mix of uses requirement for developments which abut a roadway classified as an arterial.
- Development shall be exempt from the characteristic prohibiting ground floor residential for developments which abut a roadway classified as an arterial.

The site is located along the Beach Boulevard commercial corridor which provides a mix of commercial uses, supportive of a multi-family development. The site is located in close proximity to public transportation and connects to full urban services.