

City of Jacksonville, Florida

Lenny Curry, Mayor

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March 3, 2022

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. 2022-076/Application No. L-5627-21C

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 **APPROVED** Ordinance 2022-076 on March 3, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Absent
Daniel Blanchard	Aye
Joshua Garrison	Aye
Jason Porter	Aye
Jordan Elsbury	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
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – February 25, 2022

Ordinance/Application No.: 2022-76 / L-5627-21C

Property Location: 0 Hyatt Lane; 14011, 14023 and 14019 Hyatt Road; 14044 North Main Street; 0 Max Leggett Parkway; and 0 Duval Road, between Max Leggett Parkway and Hyatt Lane.

Real Estate Number(s): 106264 0000; 106265 0010; 106265 0030; 106266 0000; 106269 0010; 106270 0000; 106271 0000

Property Acreage: 11.04 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Emily G. Pierce, Esquire

Current Land Use: Light Industrial (LI)

Proposed Land Use: Residential-Professional-Institutional (RPI)

Current Development Area: Suburban Development Area

Proposed Development Area: Urban Development Area

Current Zoning: Industrial Light (IL)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: **APPROVE**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Changing the designation on the property from LI to RPI and moving the urban development area line will allow for the development of a mixed use on the property that includes a multi-family component. The multi-family housing will address a need for more housing in the area and for a greater mix of types of housing available.

BACKGROUND

The 11.04 Acre subject site is located between Max Leggett Parkway, a collector road and Hyatt Lane, a local road, and is west of Main Street North, a major arterial road. Abutting the site to the east is the CSX Transportation class I freight railroad.

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 LI to RPI in order to allow a mix of uses that includes a multi-family component. The property is located within the Suburban Development Area and the applicant is requesting an extension of the Urban Development Area to include the subject site. Expansion of the Urban Development Area would result in development that is compatible with its surroundings. The Urban Development Area will allow for RPI land use with densities that are more consistent with the immediately adjacent properties. There are a mix of residential and industrial uses to the north. Land uses south, southeast, and east of the subject site are Community/General Commercial (CGC), Light Industrial (LI), and Low Density Residential (LDR). To the west are predominantly vacant land uses within the CGC land use category.

A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-77, which seeks to change the zoning district from IL to PUD.

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

North: Land Use: Business Park (BP), Low Density Residential (LDR), and Light Industrial (LI)
Zoning: Industrial Business Park (IBP), Industrial Light (IL), and Residential Low Density-60 (RLD-60)
Property Use: Warehouse, mobile homes, and other residential uses

South: Land Use: Community General Commercial (CGC), LI and LDR
Zoning: Planned Unit Development (PUD), RLD-60, Residential Low Density-90 (RLD-90), and IL
Property Use: vacant commercial, mobile homes, and undeveloped land

East: Land Use: CGC and LDR
Zoning: Commercial Community/General-2 (CCG-2), PUD, Residential Rural Acre (RR-Acre), and RLD-60
Property Use: warehouse, vacant commercial, drug store, retail store, and mobile homes

West: Land Use: CGC
Zoning: PUD
Property Use: vacant commercial

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.

Land Use Amendment Impact Assessment

Development Analysis		<u>11.04 Acres</u>
Development Boundary	Currently in the Suburban Area <i>with a boundary extension to Urban Area</i>	
Roadway Frontage Classification / State Road	Hyatt Road – Local Roadway and Max Leggett Parkway – Collector Roadway	
Plans and/or Studies	North Vision Plan / Dunn & Main Neighborhood Action Plan	
Site Utilization	Current: Vacant Commercial and Single Family Residential	Proposed: Mixed Use and Multi-Family Residential
Land Use / Zoning	Current: LI (<i>Suburban Development Area</i>) / IL	Proposed: RPI (<i>Urban Development Area</i>) / PUD
Development Standards for Impact Assessment	Current: 0.4 FAR	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% Non-Residential and 90% Residential at 23 DUs per Acre
Development Potential	Current: 192,360 sq. ft.	Proposed: Scenario 1: 240,451 sq. ft. of commercial space Scenario 2: 24,045 sq. ft. of commercial

Development Analysis		11.04 Acres
		space and 228 Multi-Family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 228 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 48,091 sq. ft. of commercial space Scenario 2: decrease of 168,315 sq. ft. of commercial space	
Population Potential	Current: Not Applicable	Proposed: Scenario 1: 0 people Scenario 2: 537 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Airport Environment Zone	150 ft. Height Restriction Zone	
Industrial Preservation Area	NO	
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	
Boat Facility Siting Zone	NO	
Brownfield	NO	
Public Facilities		
Potential Roadway Impact	Scenario 1: 1,669 net new daily trips Scenario 2: 861 net new daily trips	
Potential Public School Impact	55 New Students	
Water Provider	JEA	
Potential Water Impact	<u>Scenario 1:</u> Increase of 5,443.8 gallons per day <u>Scenario 2:</u> Increase of 48,203 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	<u>Scenario 1:</u> Increase of 4,082.9 gallons per day <u>Scenario 2:</u> Increase of 36,152.7 gallons per day	
Potential Solid Waste Impact	<u>Scenario 1:</u> Increase of 211.59 tons per year <u>Scenario 2:</u> Increase of 34.96 tons per year	

Development Analysis		<u>11.04 Acres</u>
Drainage Basin/Sub-basin	Broward River / Little Cedar Creek	
Recreation and Parks	Tom Marshall Park (approximately 5 miles from the site)	
Mass Transit Access	JTA Route 1 (Stop 5279)	
Natural Features		
Elevations	33 – 37 ft.	
Land Cover	1550: Other Light Industrial 1200: Residential, Medium Density – 2-5 Dwelling Units per Acre	
Soils	32: Leon fine sand, 0 to 2 percent slopes 66: Surrency loamy fine sand, depressional, 0 to 2 percent slopes	
Flood Zones	NO	
Wetlands	NO	
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 has been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely to prepare 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 applicant provided two JEA availability letters, one pertaining to the proposed commercial use and one for the proposed residential development.

JEA Availability Letter 2021-4911 / Project: Hyatt Road Apartments

A JEA service letter, dated October 15, 2021, was filed with the companion zoning application. According to the JEA availability letter, there is one point of potable water connection: an existing 12-inch/16-inch water main at the Max Leggett Parkway and Hyatt Road Intersection. Additionally, there is one point of sewer connection: an existing 8-inch force main along Max Leggett Parkway.

JEA Availability Letter 2021-4912 / Project: Hyatt Road Commercial

A JEA service letter, dated October 15, 2021, was filed with the companion zoning application. According to the JEA availability letter, there are two points of potable water connection: an existing 6-inch water main stub out to the property and existing 16-inch water main within Max Leggett Parkway. Additionally, there are two points of sewer connection: an existing 4-inch force main stub out to the property and existing 8-inch force main within Max Leggett Parkway.

Transportation

The subject site is 11.04 acres and is accessible from Max Leggett Parkway, a collector facility; and Hyatt Road and Hyatt Lane, both local facilities. The proposed land use amendment is currently located within the Suburban Development Area and Mobility Zone 4. The applicant proposes to change the existing land use from Light Industrial (LI) to Residential Professional Institutional (RPI) and the development area from the Suburban Development Area to Urban Development Area.

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

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.
- Objective 2.4 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 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.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The existing land use of LI results in 937 daily trips. If the land use is amended to allow for this RPI development, this will result in 2,606 or 1,798 daily trips, depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 1,669 or 861 net new daily trips (depending on the scenario) when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis

is provided to address the specific external impacts as a result of this land use amendment.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	110	192,360 SF	T = 4.87 (X) / 1000	937	0	937
				<i>Existing Scenario Total</i>		<i>937</i>
Proposed Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	240,451 SF	T = 10.84 (X) / 1000	2,606	0	2,606
				<i>Proposed Scenario 1 Total</i>		<i>2,606</i>
Proposed Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI-N	710	24,045 SF	T = 10.84 (X) / 1000	261	0	261
RPI-R	220	228 MF DUs	T = 6.74 (X)	1,537	0	1,537
				<i>Proposed Scenario 2 Total</i>		<i>1,798</i>
				Proposed Net New Daily Total Scenario 1		1,669
				Proposed Net New Daily Total Scenario 2		861

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

School Capacity

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 11.04 acre proposed land use map amendment has a development potential of 228 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.

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5627-21C Hyatt Road Requested By: Ed "Luke" Lukacovic Reviewed By: Shalene B. Estes Due: 2/16/2022							
Analysis based on maximum dwelling units: 228							
School Type	CSA ¹	2021-22 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 1&2 MS 2&7
Elementary	7	2,979	83%	28	70%	689	10,737
Middle	1	7,527	88%	11	86%	801	756
High	7	2,194	99%	16	73%	757	1,866
Total New Students				55			

NOTES:

¹ Proposed Development's Concurrent Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

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

The analysis of the proposed residential 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.

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 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.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5627-21C Hyatt Road Requested By: Ed "Luke" Lukacovic Reviewed By: Shalene B. Estes Due: 2/16/2022 Analysis based on maximum dwelling units: <u>228</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2021/22)	% OCCUPIED	4 YEAR PROJECTION
Oceanway ES #270	7	28	680	558	82%	102%
Oceanway MS #62	1	11	1009	1038	103%	81%
First Coast HS #265	7	16	2212	2194	99%	101%
		55				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

Evacuation Zone

The subject site is within Evacuation Zone E and 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 and the development potential of the proposed land use amendment change. Per EPD's memo, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. EPD's complete analysis is included below.

Emergency Preparedness and Homeland Security Division RECOMMENDS the following:

The proposed properties in land use amendment L-5627-21C will be in close proximity to Max Leggett Parkway and North Main Street, indicating sufficient access to I-295 (2.62 road miles) and I-95 (1.66 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone E and Zone C), nearest evacuation routes, and the estimate of 861 – 1,669 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5627-21C would have a minimal impact on countywide evacuation clearance time within Duval County. 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.

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 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 14, 2022, the required notices of public hearing signs were posted. Twenty Five (25) 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 February 14, 2022 via a virtual Zoom meeting. No members of the public attended to discuss 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

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. 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, 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.

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 for 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 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

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 1.1.20A Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.

Policy 1.1.20B Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a

need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged;

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.
2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA RTS.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

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.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.9 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.

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.

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.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

Pending Property Rights Element (Ordinance 2022-76)

- 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 shall 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.

The LI Land Use Category is intended to provide for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

According to the Category Description within the Future Land Use Element (FLUE), RPI provides for compact medium density development, Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles traveled. The density within the Urban Area is a maximum of 30 units per acre. RPI in the Suburban Area has a maximum of up to 20 units per acre.

Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

The subject site is currently located within the boundaries of the Suburban Development Area and contiguous to the Urban Development Area. According to the locational criteria of the operative provisions in the FLUE, redevelopment and infill development at moderate urban densities is encouraged in the Urban Development Area. Particularly, development along major corridors that connect the other Development Areas and revitalization of existing land is preferred. Likewise, the Suburban Development area

encourages low to medium densities that support compact and interconnected development. The subject site abuts Main Street North, a major roadway and corridor that connects the Urban and Suburban Development Areas. Surrounding uses are within CGC, BP and LDR land use categories. Extending the Urban Area with a proposed Land Use change to RPI would encourage a transitional use with appropriate densities and intensities between the surrounding commercial and residential uses. Additionally, a land use designation of RPI in the Urban Development Area reflects the existing trend of uses in the Urban Development Area that abuts Main Street North to the East. Additional justification provided by the applicant is in Attachment A within this report. The site is contiguous with and would be a logical extension of the Urban Development Area.

The 11.04 Acre subject site is currently a mix of vacant land with single-family residential uses. This land use amendment is intended to provide a mix of uses including a multi-family residential component. In the RPI land use category, mixed use developments may not include more than 90 percent of any individual use. Multi-family dwellings are a primary use in the RPI land use category in the Urban Development Area.

The proposed amendment site is served by one JTA public transportation route (route 1, stop 5279) and is west of Main Street North (a major arterial road), providing consistency with Goal 3.

The proposed amendment is located within the North Planning District and Suburban Development Area with a request to extend the Urban Development Area boundary. The site is currently a mix of vacant land and single family residential uses and provides an opportunity for new development. The applicant proposes to utilize the subject property by having a mix of commercial development and a 294 dwelling unit apartment complex. The proposed land use amendment will maintain the character of the area and the current land use pattern satisfying FLUE Objective 1.1 and Policy 1.1.22. The proposed amendment encourages use of an underutilized property, which has access to centralized services and sustains the viability of the surrounding residential area satisfying Objective 1.1, Policy 1.2.9, and Objective 6.3 of the FLUE.

The proposed RPI designation allows for both the development of low intensity commercial uses and medium density residential uses and serves as a transitional use between the surrounding commercial and residential uses. The proposed amendment will have negligible impact on the need for commercial or multi-family residential land uses and facilitates development of an underutilized portion of the existing property and business, providing consistency with FLUE Goal 3, Objectives 3.1 and 3.2, and Policies 1.1.5 and 1.1.21.

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

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the site has access to Main Street North, a principal arterial road, and is approximately two miles north of the I-295 Interchange that is near the I-95 / I-295 Interchange and is adjacent to Max Leggett Parkway (where Max Leggett Parkway meets Main Street North). The area north of I-295 near Max Leggett Parkway and I-95 is identified within the Plan as a town center site. Since the adoption of the Vision Plan in 2003, this area has become a major commercial corridor and town center leading to the River City Marketplace. The site would place residential housing in close proximity to the River City Marketplace, a commercial center at the Max Leggett Parkway / I-95 interchange.

Future Land Use Element

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.

Neighborhood Action Plan

The proposed Land Use Amendment is within the Dunn Avenue and Main Street Corridor Redevelopment Plan. The subject site is west of Main Street North, and is currently a mix of vacant land and residential uses. Establishing new commercial and residential uses will eradicate the outdated and unappealing aesthetic along major streets and protect the corridors as emphasized within this plan. Introducing a multi-family residential use offers a sense of community and may establish great neighborhoods that enhance connections to the places along the corridor. As this subject property is located in District 7 – Duval Station District, it is noted that there are substantial vacant parcels and older residences. The implementation of new development will create a revitalized character within the district.

With a proposed development boundary extension from Suburban to Urban and a Land Use Category change from Light Industrial to Residential/Professional/Institutional, the proposed amendment offers increased housing opportunities with incorporated commercial services. With the adjacent surrounding uses being Community General Commercial and Low Density Residential, RPI in this location will offer an appropriate transitional use between commercial and residential uses. Therefore, the proposed Land Use Amendment is consistent with the goals of this plan.

Strategic Regional Policy Plan

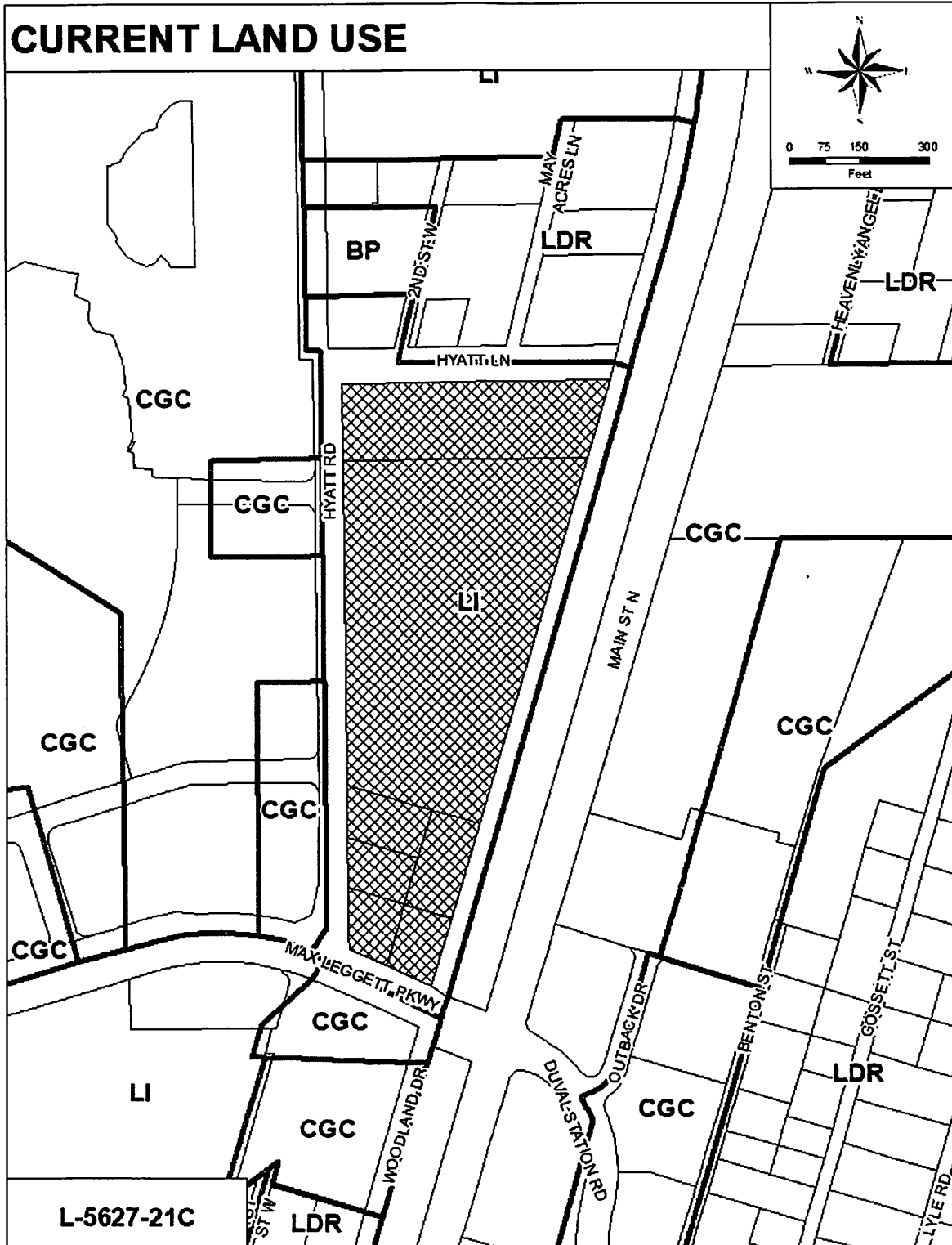
The proposed amendment is consistent with the following Goal of the Strategic Regional Policy Plan:

Strategic Issue: Housing and Health

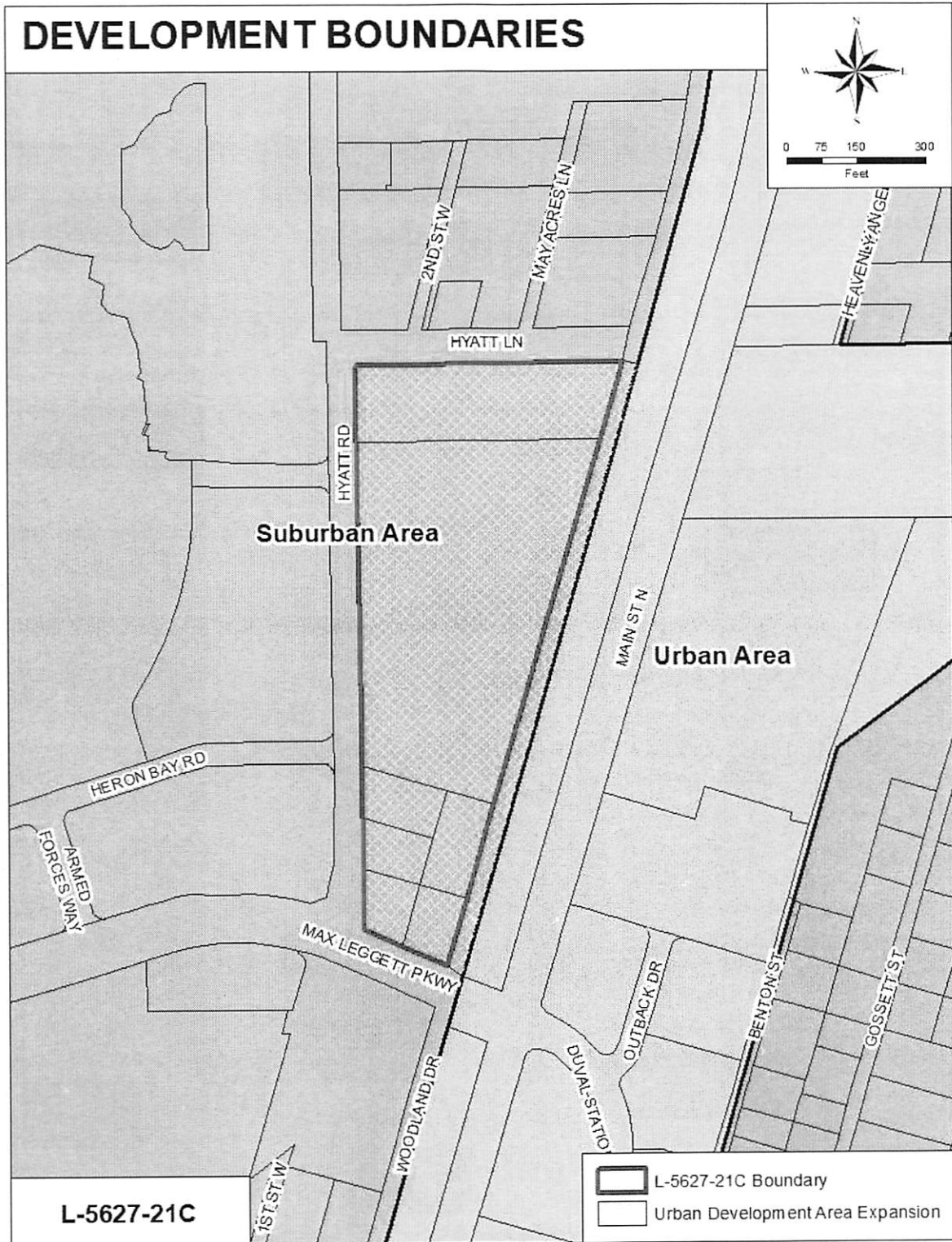
Objective Housing options that provide choices to all of our residents and promote demographic and economic diversity as one way to ensure that our communities are viable and interesting places for the long term.

The proposed land use amendment promotes a mix of uses, including multi-family residential development that is conducive to the creation of new housing opportunities to provide choices to residents. Therefore, the proposed amendment is consistent with the Objective of the Strategic Regional Policy Plan, Regional Health.

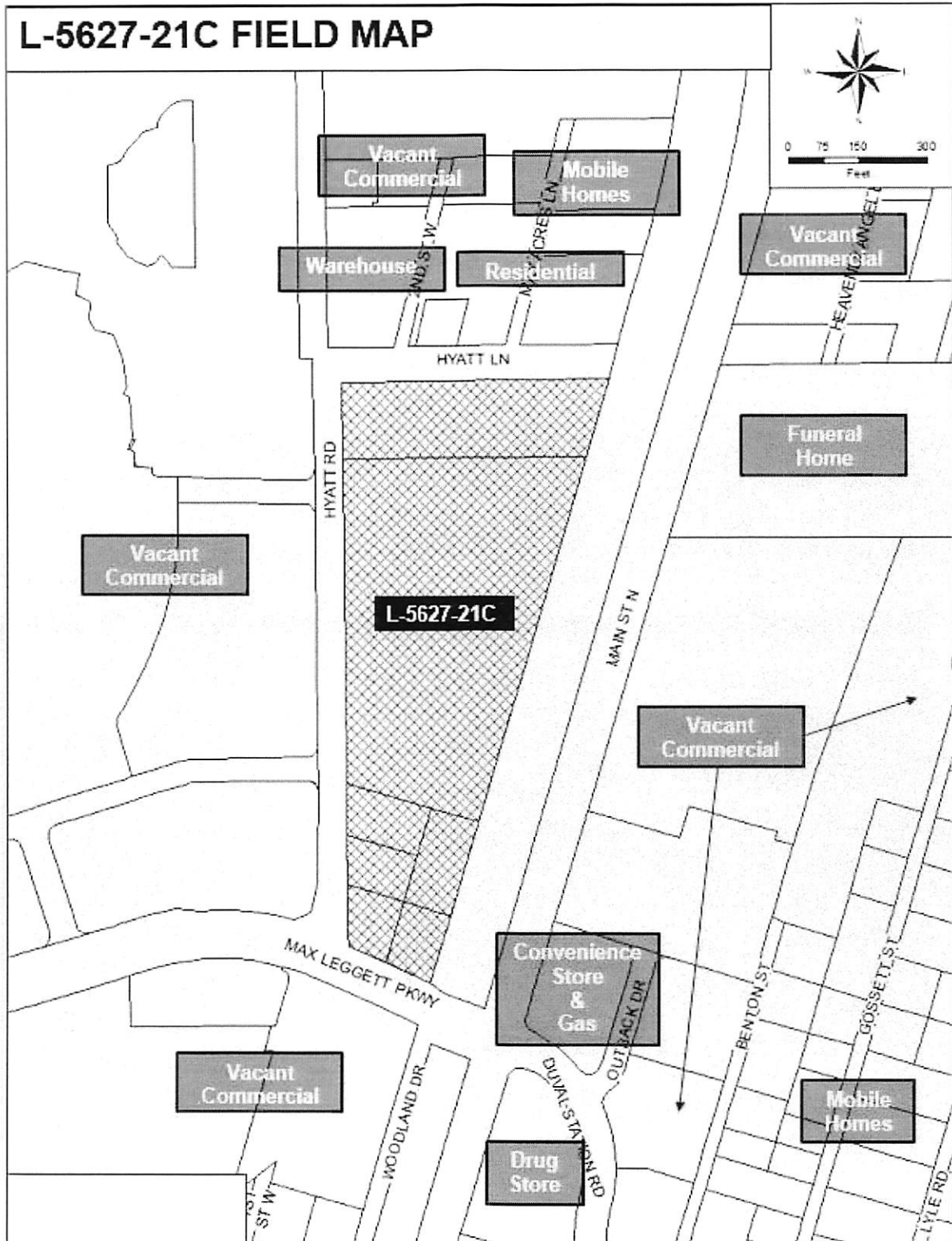
Small Scale Land Use Application L-5627-21C



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Attachment A

L-5627-21C
DEVELOPMENT AREA EXTENSION JUSTIFICATION
October 28, 2021

This justification is being submitted in conjunction with the pending application referenced above which seeks to change the 2030 Comprehensive Plan Future Land Use Map designation for parcels located at the northwest corner of Main Street and Max Leggett Parkway (RE #s: 106264-0000, 106270-0000, 106266-0000, 106265-0010, 106265-0030, 106269-0010, & 106271-0000) (the "Property") from Light Industrial ("LI") to Residential Professional Institutional ("RPI"). The Property meets the criteria for inclusion in the Urban Development Area (the "UDA") as follows:

FLUE Policy 1.1.20A

Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.

The proposed extension of the UDA meets the requirements of the FLUE.

FLUE Policy 1.1.20B

Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged;

- 1. Preservation Project Lands*
- 2. Conservation Lands*
- 3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element*

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

- 1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.*

The Property is right on the boundary of the Suburban and Urban Development Areas and would be a logical expansion of the UDA. The Property currently has a future land use designation of LI but is surrounded by BP and CGC designated parcels with a small LDR parcel to the north. Expanding the UDA will allow for RPI land use which is more consistent with the immediately adjacent properties and which will permit a mixed use development on the site. The surrounding area has a significant amount of retail space,

along with a newly constructed hospital and is the future home of the new VA Medical Center. There is a need for higher density residential in the area to serve the population working in the area. The extension of the UDA will permit construction of residential units at a higher density than is currently permitted under the SDA to serve the demonstrated need.

2. Locations within one mile of a planned node with urban development characteristics.

The Property is located immediately adjacent to the Max Leggett Parkway PUD which is a large scale mixed use project, and which includes the new VA Medical Center and is less than a mile from the new UF/Shands Hospital. The Project is also less than one mile away from the River City Marketplace.

3. Locations within one-half mile of the existing or planned JTA RTS.

The Property is within one-half mile of JTA's Main Street bus line which serves the UF/Shands campus.

4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.

Water and sewer services are available to serve the site. There is adequate capacity available on the adjacent roadway system and, as noted above, the Property is within ½ mile of an existing JTA bus route.

5. Public water and sewer service exists within one-half mile of the site.

Water and sewer are available to serve the site.

6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.

While this site is not a Large Scale Multi-Use development, it is adjacent to the Max Leggett Parkway PUD and is also near the River City Marketplace. The proposed use will include much needed residential housing in the area along with additional retail, is compatible with the existing uses, and will provide for internal capture of daily trips within the immediate vicinity due to the complementary nature of the proposed uses and the existing uses.

7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected

areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

N/A

FLUE 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.

According to COJ's website, "North Jacksonville is one of the fastest growing areas of Jacksonville" and VisitJacksonville.com lists the River City Marketplace as a shopping destination. The area surrounding the Jacksonville International Airport continues to see increased industrial and commercial development supplying jobs to the area. However, there is a need for a variety of housing options within the immediate vicinity for those who want to live and work near the airport and the growing commercial and industrial uses in the area. The Property is less than a mile from the River City Marketplace, the UF/Shands Hospital and the new VA Medical Center and is within a few miles of the JIA; therefore, the proposed use will provide an additional, convenient housing option to individuals who desire to live and work in the area. This type of development is needed to provide adequate choices for residents and employees in this area, and will complement the other multi-family and single-family developments located in the area.

FLUE Policy 1.1.22

Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

As explained above the extension of the UDA to this Property is logical and furthers the City's goal of providing compact, infill development in an area that has a need for additional higher density residential uses.