

City of Jacksonville, Florida

Donna Deegan, Mayor

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Jacksonville, FL 32202
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August 3, 2023

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report / Ordinance No. 2023-390/Application No. L-5809-23C

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

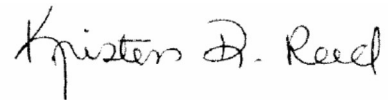
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-390 on August 3, 2023.

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

Alexander Moldovan, Chair	Aye
Ian Brown, Vice-Chair	Aye
Jason Porter, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Jordan Elsbury	Absent
David Hacker	Aye
Morgan Roberts	Aye

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

Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a large initial 'K' and a distinct 'D'.

Kristen D. Reed, AICP
Chief of the Community Planning Division
City of Jacksonville - Planning and Development Department
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – July 28, 2023

Ordinance/Application No.: 2023-390 / L-5809-23C

Property Location: 2516 and 2520 St. Johns Bluff Road South, between Fraser Road and Alden Road

Real Estate Number(s): 163716-0000 and 163716-0500

Property Acreage: 2.28 Acres

Planning District: District 2, Arlington/Beaches

City Council District: Districts 4

Applicant: Cyndy Trimmer, Esquire

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

Proposed Land Use: Business Park (BP)

Development Area: Suburban Development Area

Current Zoning: Commercial, Residential, and Office (CRO)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks this land use amendment to permit office and warehouse development consistent with the land use category.

BACKGROUND

The 2.28-acre subject site is located on the west side of St. Johns Bluff Road South and between Fraser Road South and Alden Road. According to the City’s Functional Highways Classification Map, this portion of St. Johns Bluff Road is a collector roadway.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Residential-Professional-Institutional (RPI) to Business Park (BP) in order to permit office and warehouse development. A companion rezoning application is pending concurrently with

the land use application via Ordinance 2023-391, which seeks to change the zoning district from Commercial, Residential, and Office (CRO) to Planned Unit Development (PUD). Currently the site is developed with a single-family dwelling and a veterinarian office.

The dominant use to the west is residential but there are a mix of uses north, east and south of the application site. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Residential-Professional-Institutional (RPI)
Zoning: Commercial Residential Office (CRO) and Planned Unit Development (PUD)
Property Use: Undeveloped land and a private school

South: Land Use: Public Buildings and Facilities (PBF) and RPI
Zoning: Public Buildings and Facilities-1 (PBF-1) and Public Buildings and Facilities-2 (PBF-2) and CRO
Property Use: JEA electric power transfer station, undeveloped land, church, apartments and condominiums

East: Land Use: Business Park (BP), PBF, Neighborhood Commercial (NC), Community/General Commercial (CGC) and Medium Density Residential (MDR)
Zoning: PUD, PBF-1, Commercial Neighborhood (CN) and Industrial Business Park (IBP)
Property Use: Stormwater retention lake, vacant undeveloped land, convenience store/gas station, office, warehouse, shopping center, offices service garage and I-295

West: Land Use: RPI and Low Density Residential (LDR)
Zoning: CRO, Residential Low Density-60 (RLD-60) and Residential Low Density-100A (RLD-100A)
Property Use: Vacant undeveloped land, single-family dwellings and mobile homes

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.

Land Use Amendment Impact Assessment

Development Analysis	2.28 of an acre (99,316.8 square feet)	
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	St. Johns Bluff Road S. – Collector roadway	
Plans and/or Studies	Arlington/Beaches Vision Plan St. Johns Bluff Corridor	
Site Utilization	Current: Single family dwelling and veterinarian office	Proposed: Office and warehouse
Land Use / Zoning	Current: RPI / CRO	Proposed: BP / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 10% commercial at 0.5 FAR and 90% residential at 15 units/acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 20% commercial at 0.35 FAR and 80% residential at 15 units/acre
Development Potential	Current: Scenario 1: 49,658.4 sq. ft. commercial space Scenario 2: 4,965.8 sq. ft and 30 multi-family dwelling units	Proposed: Scenario 1: 34,760.9 sq. ft. commercial space Scenario 2: 6,952.2 sq. ft. and 27 multi-family dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: Not Applicable Scenario 2: Decrease of 3 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 14,897.5 sq. ft. Scenario 2: Increase of 1,986.4 sq. ft.	
Population Potential	Current: Scenario 1: N/A Scenario 2: 70 people	Proposed: Scenario 1: N/A Scenario 2: 63 people
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	No	
Airport Environment Zone	150 ft Height Restriction Zone for Craig Airfield	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium, and High Sensitivity	
Historic District	No	
Coastal High Hazard	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0 to 4-inch recharge area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		

Development Analysis	2.28 of an acre (99,316.8 square feet)
Potential Roadway Impact	Scenario 1: Increase of 0 daily trips. Scenario 2: Increase of 12 daily trips.
Potential Public School Impact	Increase of 5 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Decrease of 2,226 gallons per day Scenario 2: Decrease of 801.8 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Decrease of 1,670 gallons per day Scenario 2: Decrease of 601.4 gallons per day
Potential Solid Waste Impact	Scenario 1: Decrease of 23.84 tons per year Scenario 2: Decrease of 5.81 tons per year
Drainage Basin/Sub-basin	Drainage Basin: St. Johns River downstream from Trout River Sub-Drainage Basin: Mill Dam Branch
Recreation and Parks	Carol Road Park
Mass Transit Access	Bus Stop #390; St. Johns Bluff Road - Route 23
Natural Features	
Elevations	37-41 feet above mean sea level
Land Cover	1400: Commercial and Services
Soils	(50%) 22-Evergeeen-Wesconnett complex and (50%) 32-Leon fine sand
Flood Zones	No
Wetlands	Category 3 Wetlands – 0.30 of an acre
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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 established shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the JEA letter dated July 14, 2022, there is an existing 16-inch water main and a 4-inch sanitary sewer force main along St. Johns Bluff Road. The availability letter provides that 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 with a minimum 4-inch diameter.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban

Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of 1/2 acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 2.28 acres and is accessible from St Johns Bluff, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 2. The applicant proposes to change the existing land use from Residential Professional Institutional (RPI) to Business Park (BP).

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 current land use would result in 538 or 256 daily trips, depending on the scenario. If the land use is amended to allow for this proposed BP development, this will result in 432 or 268 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 0 or 12 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	710	49,658 SF	T= 10.84 (X) / 1000	538	0	538
Total Trips for Existing Land Use- Scenario 1						538
Current 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	4,965 SF	T = 10.84 (X) / 1000	54	0	54
RPI- R	220	30 MF DUs	T = 6.74 (X)	202	0	202
Total Trips for Existing Land Use- Scenario 2						256
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP	770	34,760 SF	T = 12.44 (X) / 1000	432	0	432
Total Trips for Proposed Land Use- Scenario 1						432
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
BP- N	770	6,952 SF	T = 12.44 (X) / 1000	86	0	86
BP- R	220	27 MF DUs	T = 6.74 (X)	182	0	182
Total Trips for Proposed Land Use- Scenario 2						268
Scenario 1 Difference in Daily Trips						0
Scenario 2 Difference in Daily Trips						12

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

School Impacts

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 2.28 acre proposed land use map amendment has a development potential of 27 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 as shown in "Attachment A".

The available seats in the CSA and adjacent CSAs include concurrency reservations.

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 3.1 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 as shown in "Attachment B".

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City's GIS analysis that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 0.30 of an acre

General Location(s): The wetlands of an isolated wetland pocket located on the western portion of the application site. The wetland area may have been encroached on in the past but has never been a much larger system. The wetland is the result of the surface land elevation close to the high water table of the soil.

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

Soil Types/ Characteristics: (22) Evergreen-Wesconnett complex, depressional – 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 located

in depressions. The soil is 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: Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.

Environmental Resource Permit (ERP): Not provided by the applicant and none exists according to the St. Johns River Water Management District web site.

Wetlands Impact: Remaining wetlands will be eliminated by development.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

CCME Policy 4.1.3

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

(a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

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

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain

Regulations) of the Ordinance Code; and

(d) Stormwater quality

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

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

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses 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.

Airport Environmental Zone

The site is located within the 150-foot Height and Hazard Zone for Craig Airfield. 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 2.6 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 in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

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.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 14, 2023, the required notices of public hearing signs were posted. Twenty (20) 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 July 17, 2023 for the adoption of the small-scale land use amendment. No members of the public were present.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness 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 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property

- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

Policy 1.1.21 Rezoning and 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 and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide 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.

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 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of 1/2 acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

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

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

Policy 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

Recreation and Open Space Element (ROSE)

Policy 2.2.1 The City shall require that all new non-residential land uses provide a minimum of 10% of the property in open space.

Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

Property Rights Element (PRE)

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 Future Land Use Element (FLUE), the RPI in the Suburban Development Area is intended to provide low to medium density residential development. Development which includes medium density residential and professional office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled.

BP in the Suburban Area is intended to provide compact low to medium intensity office development and low intensity light industrial uses. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. Limited commercial retail and service establishments, hotels and motels may also be permitted.

Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services.

The applicant is proposing a land use change from RPI to BP to allow for the development of an office and warehouse uses. The property is adjacent to vacant undeveloped land to the west and north in the RPI land use category. Immediately east of the site and across St. Johns Bluff Road South is a stormwater retention lake in the BP land use category and adjacent to the south in the PBF land use category is a JEA power transfer station. RPI and BP are both low intensity transitional land use categories. Therefore, the amendment would maintain a compatible land use pattern along St. Johns Bluff Road South and would not have a negative impact on the surrounding adjacent uses. According to the Industrial land use category's introduction, many industrial uses can exist in harmony with non-industrial neighbors through proper site design, arrangement of uses and the incorporation of effective buffers. The companion rezoning is a PUD which can include site design requirements to promote compatibility with surrounding uses. Therefore, the proposed amendment is consistent with FLUE Goal 1, Objective 1.1 and Policy 1.1.9.

The amendment provides compatible uses for the surrounding RPI, BP, PBF, and NC designated land. The proposed land use amendment is in the Suburban Development Area, has access to full urban services and discourages urban sprawl. The designation of BP land use category for the property promotes supportive uses for the St. Johns Bluff Road South corridor and therefore, is consistent with the intent of the Suburban Development Area and FLUE Goal 3, Objective 3.2, Policies 1.1.21, 1.1.22, 3.21 and 3.2.6.

The subject site for the land use application will be served by sanitary sewer and water lines. According to the JEA letter July 14, 2022, there is an existing 16-inch water main and a 4-inch sanitary sewer force main along St. Johns Bluff Road. The availability letter provides that 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 with a minimum 4-inch diameter. Therefore, the application is consistent with FLUE Policy 1.2.8.

Although the site is planned for an office and warehouse, multi-family development is a potential possibility for development on the site. Therefore, the subject site will be required to be consistent with ROSE Policies 2.2.1 and 2.2.2, as applicable, concerning the provision of recreation and open space.

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.

St. Johns Bluff Corridor

The St. Johns Bluff Road Corridor Land Use and Zoning Study was completed in 2003. The subject property is located in the area identified as the south corridor. At the time of

the Study, the southern segment of the corridor was trending heavily toward more retail and “flex-space” uses. The Study promotes business park development between Beach and Atlantic Boulevards with potential for limited industrial activity without external components such as light manufacturing and assembly of components. The primary and secondary uses allowed under BP are appropriate transitions between the corridor and the residential uses to the west of the corridor. Therefore, the amendment is consistent with the Corridor Study.

Greater Arlington/Beaches Vision Plan

The subject property is located within the boundaries of the 2010 Greater Arlington/Beaches Vision Plan. This proposed development is consistent with the second guiding principle of the Vision Plan, to protect and promote community growth through land use, revitalization, and development patterns. The Plan promotes the idea of infill development on major corridors and nodes, and it urges that all non-residential development and redevelopment are compatible with the environment of the surrounding neighborhood. New developments must have land use patterns that are consistent with the intensity and density of the surrounding area, while respecting the hierarchy of traffic patterns.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March, 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

Goal Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

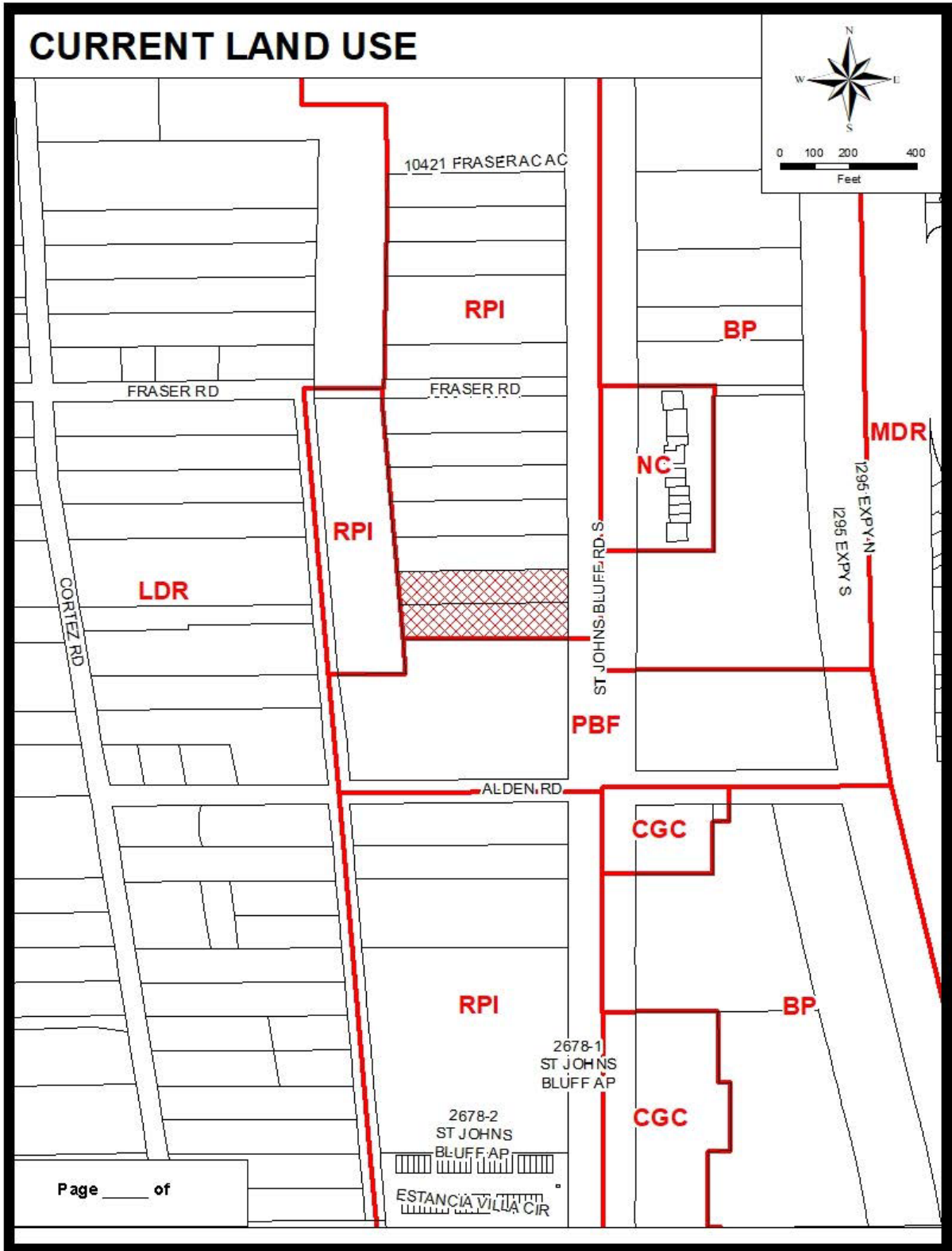
Objective Integrated Planning: The link between land use, resources and mobility.

Policy 4 The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

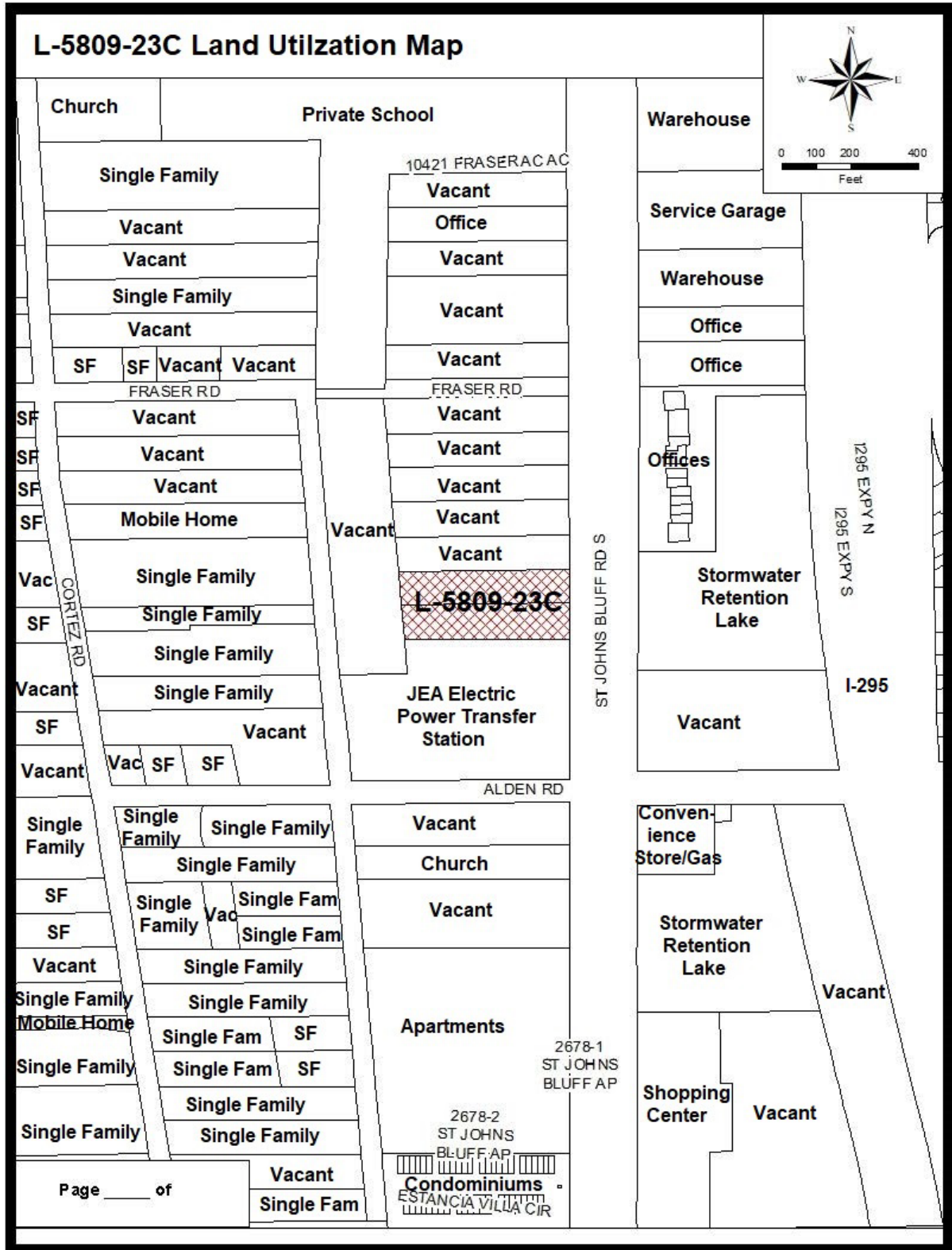
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

The proposed land use amendment to BP promotes an environment that is conducive to the potential creation of a dense and/or mixed use development as well as providing infill and redevelopment for economic growth. Therefore, the proposed amendment is consistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

LOCATION AND CURRENT LAND USE MAP



LAND UTILIZATION MAP



Attachment A – School Impact Analysis

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-5809-23C St. Johns Bluff Rd Requested By: Ed "Luke" Lukacovic Reviewed By: Shalene B. Estes Due: 6/26/2023							
Analysis based on maximum dwelling units: 22							
School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/ Development ²	5-Year Utilization (%)	Available Seats - CSA ³	Available Seats - Adjacent CSA 4&5
Elementary	3	7,334	71%	3	75%	1,408	2,194
Middle	3	2,062	73%	1	56%	647	1,346
High	3	4,155	85%	1	85%	314	885
Total New Students				5			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² 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.

³ Available CSA seats include current reservations

Attachment B

<p>Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5809-23C St. Johns Bluff Rd Requested By: Ed "Luka" Lukacovic Reviewed By: Shalene B. Estes Due: 6/26/2023</p> <p>Analysis based on maximum dwelling units: <u>27</u></p>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20-Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Brookview ES #206	3	3	593	418	70%	68%
Kernan MS #279	5	1	1151	1142	99%	89%
Englewood HS #90	3	1	1864	1726	96%	89%
		5				

NOTES:

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

² 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.

³ Does not include ESE & room exclusions