

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
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Jacksonville, FL 32202
(904) 630-CITY
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October 20, 2022

The Honorable Terrance Freeman, 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. 2022-707/Application No. L-5749-22C

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

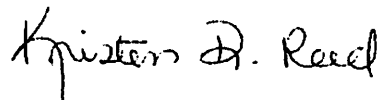
Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-707 on October 20, 2022.

| | |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE |
| PC Issues: | None |
| PC Vote: | 5-0 APPROVE |

| | |
|---------------------------|--------|
| Alexander Moldovan, Chair | Absent |
| Ian Brown, Vice-Chair | Aye |
| Jason Porter, Secretary | Aye |
| Marshall Adkison | Aye |
| Daniel Blanchard | Absent |
| Jordan Elsbury | Absent |
| Joshua Garrison | Aye |
| David Hacker | Absent |
| Nicole Padgett, Alternate | 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 Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – October 14, 2022

Ordinance/Application No.: 2022-707 / L-5749-22C

Property Location: 0 and 14353 Main Street North; 33, 47, 115 and 131 Castleberry Road, between Main Street and Lyle Road

Real Estate Number(s): 107839-0000, 107841-0070, 107841-0080, 107845-0000, 107846-0010, 107847-0000, and 107849-0000

Property Acreage: 11.64 acres

Planning District: District 6, North

City Council District: District 7

Applicant: William Michaelis, Esquire

Current Land Use: Community/General Commercial (CGC)

Proposed Land Use: Community/General Commercial (CGC) with Site Specific Future Land Use Element (FLUE) Policy 4.4.37

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

Current Development Boundary: Urban and Suburban Area

Proposed Development Boundary: Urban Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for multifamily development of the property with the following site-specific policies: Remove (1) the requirement that residential uses shall not be the sole use and shall not exceed 80 percent of the development, and (2) the requirement that residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highways Classification Map. Additionally, concurrently with this application, the applicant is seeking to extend the Urban Area.

BACKGROUND

The 11.46-acre subject site contains a warehouse and vacant undeveloped land and is located on the northeast quadrant of Main Street North and Castleberry Road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) to Community/General Commercial (CGC) with site specific FLUE Policy 4.4.37 (detailed below and included as Exhibit 4, dated August 30, 2022, to the Ordinance) to allow for use of the site as 100% single-use residential development.

The applicant is also requesting to extend the Urban Development Area to include the entire subject site. A portion of the present application site is within the Urban Development Area while the remaining is within the Suburban Development Area. The applicant is also proposing a companion rezoning from Planned Unit Development (PUD) to PUD, which is pending concurrently with this amendment, pursuant to Ordinance 2022-708.

Proposed site specific FLUE Policy 4.4.37

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2022-707 for a small-scale amendment is approved subject to the following:

To implement Policy 1.1.5 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small-scale land use map amendment:

- Single use residential development shall be permitted on 100% of the site.
- Development shall be exempt from the Community/General Commercial Urban Area Development Characteristic prohibiting ground floor residential uses abutting the roadways classified as arterials or higher on the Functional Highway Classification Map.

The amendment allows for the option of single use residential development. The amendment provides an additional location for residential uses, providing sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents.

There is a a mix of uses surrounding the application site with vacant undeveloped land and mobile homes being the dominant use. More specific uses along with the zoning and land use categories are listed below.

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

North: Land Use: Community/General Commercial (CGC) and Low Density Residential (LDR)

Zoning: Commercial Community/General-2 (CCG-2) and Residential Rural-Acre (RR-Acre)

Property Use: Warehouse, vacant undeveloped land, mobile homes and single family dwellings

South: Land Use: CGC and LDR

Zoning: CCG-2, RR-Acre, Planned Unit Development (PUD) and Residential Low Density-60 (RLD-60)

Property Use: Vacant undeveloped land, mobile homes, multi-family dwelling, single-family dwellings, funeral home and open storage

East: Land Use: LDR

Zoning: RR-Acre

Property Use: Vacant undeveloped land, mobile homes and single-family dwellings

West: Land Use: CGC, Light Industrial (LI), LDR, Business Park (BP) and Residential-Professional-Institutional (RPI)

Zoning: Industrial Light (IL), RLD-60, Industrial Business Park (IBP) and PUD

Property Use: Vacant undeveloped land, mobile homes, single-family dwellings, and warehouses

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

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

Land Use Amendment Impact Assessment - Application Number L-5749-22C

| | |
|--|---|
| Development Analysis | 11.64 acres |
| Development Boundary | Urban Development Area (3.79 acres) Suburban Development Area (7.85 acres) |
| Roadway Frontage Classification / State Road | Main Street North (SR 17) / Major Arterial |
| Plans and/or Studies | North Jacksonville Shared Vision and Master Plan and Dunn & Main Corridor Redevelopment Plan |

| Development Analysis | | 11.64 acres |
|--|---|--|
| Site Utilization | Current: Warehouse and vacant land | Proposed: Multi-family dwellings |
| Land Use / Zoning | Current: CGC / PUD | Proposed: CGC w/SSP / PUD |
| Development Standards for Impact Assessment | Current: Scenario 1: 0.35 FAR Scenario 2: 0.35 (20% non-residential) and 30 DUs/acre (80% residential) for Urban Area and 0.35 (20% non-residential) and 15 DUs/acre (80% residential) for Suburban Area | Proposed: Scenario 1: 0.35 FAR Scenario 2: Per Site Specific Policy – 30 multi-family DUs per acre |
| Development Potential | Current: Scenario 1: 177,463 sq. ft. of commercial space Scenario 2: 35,492 sq. ft. of commercial space and 91 multi-family DUs in Urban Area and 94 multi-family DUs in Suburban Area = Total 185 multi-family DUs | Proposed: Scenario 1: 177,463 sq. ft. of commercial space Scenario 2: 349 multi-family DUs |
| Net Increase or Decrease in Maximum Density | Scenario 1: Not applicable Scenario 2: Increase of 164 DUs | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: No change Scenario 2: Decrease of 35,492 sq. ft. | |
| Population Potential | Current: Scenario 1: 0 People Scenario 2: 434 People | Proposed: Scenario 1: 0 People Scenario 2: 820 People |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 150' and 300' Height Restriction zone for Jacksonville International Airport | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Low Sensitivity | |
| Historic District | No | |
| Coastal High Hazard | No | |

| Development Analysis | | 11.64 acres |
|--|---|--------------------|
| Adaptation Action Area | No | |
| Groundwater Aquifer Recharge Area | Discharge area | |
| Evacuation Zone | No | |
| Wellhead Protection Zone | No | |
| Boat Facility Siting Zone | No | |
| Brownfield | No | |
| Public Facilities | | |
| Potential Roadway Impact | Increase of 0 net new daily trips | |
| Potential Public-School Impact | Increase of 85 students | |
| Water Provider | JEA | |
| Potential Water Impact | Scenario 1: No change Scenario 2: Increase of 36,766 gpd | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Scenario 1: No change Scenario 2: Increase of 27,574 gpd | |
| Potential Solid Waste Impact | Scenario 1: No change Scenario 2: Increase of 369.61 tons per year | |
| Drainage Basin/Sub-basin | Drainage Basin – Dunn Creek Sub-drainage Basin – Dunn Creek | |
| Recreation and Parks | Tom Marshall Park | |
| Mass Transit Access | No bus service at this location | |
| Natural Features | | |
| Elevations | 32 to 35 feet above mean sea level | |
| Land Cover | 1400 – Commercial and Service | |
| Soils | (32) Leon fine sand | |
| 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 have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant has provided a JEA letter of service availability dated January 18, 2022, which was submitted with the companion PUD rezoning application identifying that the site has an existing 12-inch water main on Castleberry Road at the Main Street North intersection and an existing 16-inch water main along Main Street North. In addition, there is an existing 12-inch sanitary sewer force main along Main Street North.

Future Land Use Element

Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

Transportation

The subject site is 11.64 acres and is accessible from Main Street North (US 17), a highway facility, and Castleberry Road, a local road. The proposed land use amendment is located within the Urban and Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from and Community General Commercial (CGC) to Community General Commercial (CGC) subject to a site-specific policy that allows for 100% of residential uses.

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 4,759 or 2,407 daily trips. If the land use is amended to allow for this proposed CGC development with site specific policy, this will result in 4,759 or 2,352 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment will result in no net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the FDOT and City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed as a result of this land use amendment. Main Street (US 17) is subject to FDOT review and access management requirements.

**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 | |
|---|-------------------|---------------------------|----------------------|-------------|--|-------------|--------------|
| CGC | 821 | 117,463 SF | T=67.52 (X) /1000 | 7,931 | 3,172 | 4,759 | |
| | | | | | Total Trips for Existing Land Use-Scenario 1 | | 4,759 |
| Current Land Use-Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips | |
| CGC-R | 822 | 35,492 SF | T=54.45 (X) /1000 | 1,933 | 773 | 1,160 | |
| CGC-N | 220 | 185 MF DU | T= 6.74 (X) | 1,247 | 0 | 1,247 | |
| | | | | | Total Trips for Existing Land Use-Scenario 2 | | 2,407 |
| Proposed Land Use-Scenario 1 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips | |
| CGC | 821 | 117,463 SF | T = 67.52 (X) / 1000 | 7,931 | 3,172 | 4,759 | |
| | | | | | Total Trips for Proposed Land Use- Scenario 1 | | 4,759 |
| Proposed Land Use-Scenario 2 | ITE Land Use Code | Potential Number of Units | Estimation Method | Gross Trips | Less Pass-By Trips | Daily Trips | |
| CGC | 220 | 349 MF DUs | T = 6.74 (X) | 2,352 | 0 | 2,352 | |
| | | | | | Total Trips for Proposed Land Use- Scenario 2 | | 2,352 |
| Scenario 1 Difference in Daily Trips | | | | | | 0 | |
| Scenario 2 Difference in Daily Trips | | | | | | 0 | |

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

School Capacity

The 11.64 acre proposed land use map amendment has a development potential of 349 dwelling units and 85 new students. 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 analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

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

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

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

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

Supplemental School Information:

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

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 and 300-foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of 150 and 300 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 October 6, 2022, the required notices of public hearing signs were posted. Fifty (50) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on October 3, 2022. One member of the public was concerned regarding Polk Road, a unopened City right-of-way. The applicant mentioned that the proposed development is not to access that right-of-way or be touched. In addition, the development will have a six-foot privacy fence with a 10-foot landscaped buffer along the unopened road.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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

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

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

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

Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:
A. Fosters vibrant, viable communities and economic development opportunities;
B. Addresses outdated development patterns;
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

Policy 1.1.12 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 1.1.25 The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown, and
6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

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.

Policy 1.3.8 The City shall require through the development review process, the interconnections of land uses in order to reduce the need for trip generation and encourage alternative methods of movement. The development review criteria shall include provisions for convenient on-site traffic flow, considering need for vehicular parking.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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

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

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

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the of the areas served, availability of public facilities, and market demands.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

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), Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 40 units per acre in the Urban Development Area and 20 units per acre in the suburban area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The applicant is proposing a change from CGC to CGC with site specific Future Land Use Element (FLUE) Policy 4.4.37. The site specific policy exempts the subject site from the Community/General Commercial Urban Area Development Characteristic prohibiting ground floor residential uses abutting roadways classified as arterials or higher on the Functional Highway Classification Map and permits single use residential development on 100% of the site. The site's location on Main Street North commercial corridor provides opportunity for a mix of commercial uses, supportive of a multi-family development. Therefore, the amendment is consistent with FLUE Policy 1.1.25.

The CGC designation is consistent and compatible with the existing commercial corridor along Main Street North consistent with FLUE Goal 1, Objective 1.1, and Policies 3.2.1

and 3.2.7. Further, the site offers an infill development opportunity on a site and is therefore consistent with FLUE Objective 6.3.

While CGC is a commercial category, it also allows for residential development. The proposed site specific policy and the companion PUD rezoning application indicate an intent to develop the site for residential use. The proposed use of the site for a residential development would allow for a wider mix of uses along the Main Street North corridor, consistent with Goal 3 of the FLUE, and ensure adequate land is designated for residential uses, while maintaining compatibility with the surrounding area, consistent with FLUE Objective 3.1. The proposed companion PUD rezoning allows for an opportunity to offer innovative site design techniques, consistent with FLUE Policy 1.1.12.

The site specific policy and change in development area allows for an increase in maximum density from 20 and 40 multi-family units per acre to 40 dwelling units per acre for the entire application site. The increase in density will facilitate the increase of additional housing opportunities in the area to serve the needs of the growing population consistent with FLUE Objective 6.3 and Policies 1.1.15 and 1.1.25.

The applicant has provided a JEA letter of service availability dated January 18, 2022, which was submitted with the companion PUD rezoning application identifying that the site has an existing 12-inch water main on Castleberry Road at the Main Street North intersection and an existing 16-inch water main along Main Street North. In addition, there is an existing 12-inch sanitary sewer force main along Main Street North. Therefore, the proposed land use amendment is consistent with FLUE Policy 1.2.9.

The proposed amendment would encourage reuse of the site as well as use of vacant undeveloped land within the Urban Development Area, where access to urban services is available, along with a mix of uses. The proposed use of the site as residential will broaden the mix of uses in the area. As such, the proposed amendment is consistent with FLUE Policies 1.1.22, 1.1.25, 1.3.8 and 3.1.6.

The proposed small-scale amendment would have no impact on the amount of CGC designated land throughout the City, as the site is already designated as CGC and the companion PUD still permits the development of commercial uses. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

The 11.64-acre subject site is located within the boundaries of both the Urban and Suburban Development Areas. According to the locational criteria of the operative provisions in the FLUE, medium density development of lands is encouraged within the Urban Development Area. Likewise, the Suburban Development Area provides that multi-family development occurs at much lower densities. The CGC land use category within the Suburban Development Area allows a maximum of 20 dwelling units per acre while the CGC land use category in the Urban Development Area allows a maximum of 40 dwelling units per acre. The expansion of the Urban Development to include the entire portion site is a logical extension of the Urban Development Area. The proposed amendment demonstrates the need for the change in the Development Area boundary meeting FLUE Policies 1.1.20, 1.1.20A, 1.1.20B and 1.1.22. The applicant has also

provided a justification for expansion of the development area and that is included on page 22 of this report.

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.

Dunn and Main Corridor Redevelopment Plan

The application site is within the northern end of District #7, the Duval Station District of the Plan. There were no recommendations for redevelopment of the area. However, the Plan does recommend creating a future pedestrian friendly streetscape for Main Street North that the site fronts.

Vision Plan

The subject property is located within the boundaries of the North Jacksonville Shared Vision Plan. The vision plan lists many different recommendations and best practices for development in the North Jacksonville area. The proposed amendment is consistent with the recommendation to create residential areas that support nearby commercial services within a short distance of local residents, decreasing the need for those in the area to travel a great distance for goods and services.

Strategic Regional Policy Plan

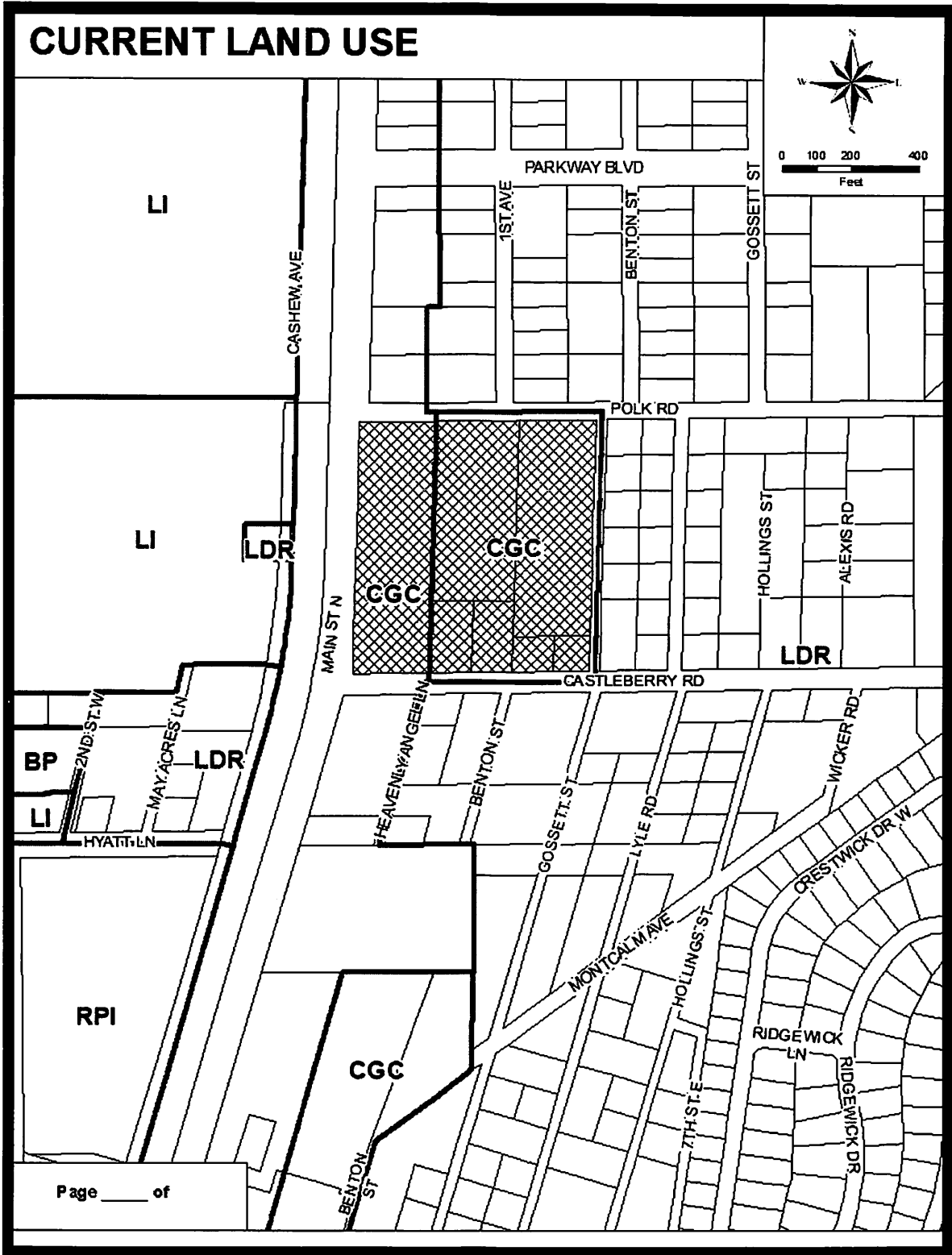
The proposed amendment is consistent with the following Objective of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Housing and Health:

Strategic Issue: Housing and Health:

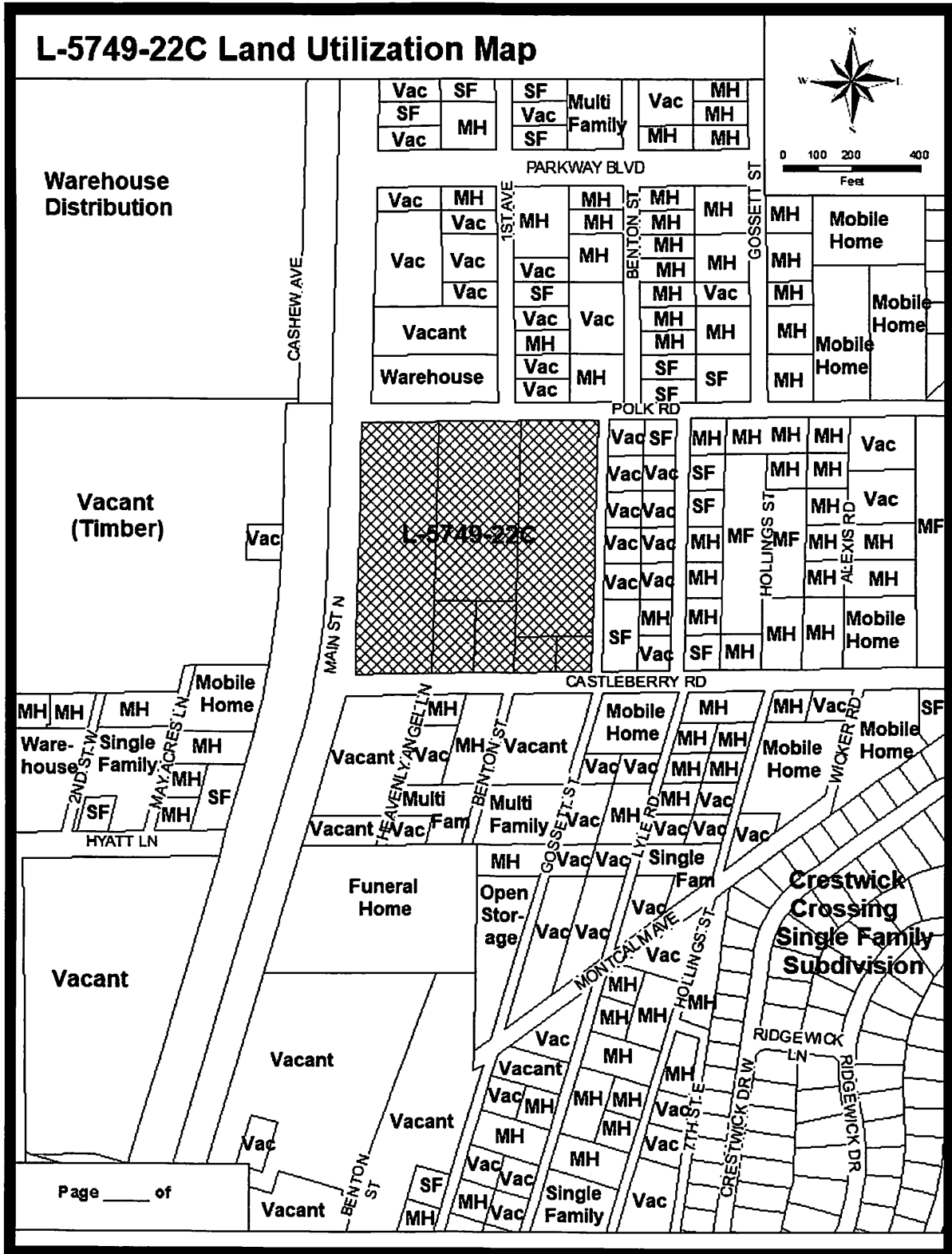
OBJECTIVE: Housing stock that is safe and free from environmental hazards that can be detrimental to health.

The proposed land use amendment results in additional housing in the area resulting in consistency with this objective of the Housing and Health Strategic Issue.

CURRENT LAND USE MAP



LAND UTILIZATION MAP



Application Review Request: COJ PDD: School Impact Analysis
Proposed Name: L-5749-22C Main Street North
Requested By: Ed "Luke" Lukacovic
Reviewed By: Shalene B. Estes
Due: 9/21/2022

Analysis based on maximum dwelling units: **349**

| 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% | 43 | 70% | 689 | 10,998 |
| Middle | 1 | 7,527 | 88% | 17 | 86% | 807 | 791 |
| High | 7 | 2,194 | 99% | 25 | 73% | 757 | 2,137 |
| Total New Students | | | | 85 | | | |

NOTES:

¹ Proposed Development's Concurrently 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.

| Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5749-22C Main Street North Requested By: Ed "Luke" Lukacovic / Eric Hinton Reviewed By: Shalene B. Estes Due: 9/21/2022 Analysis based on maximum dwelling units: 349 | | | | | | |
|--|-----|---|---|--|------------|----------------------|
| 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 | 43 | 680 | 558 | 82% | 102% |
| Oceanway MS #62 | 1 | 17 | 1009 | 1038 | 103% | 81% |
| First Coast HS #265 | 7 | 25 | 2212 | 2194 | 99% | 101% |
| | | 85 | | | | |

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.

DEVELOPMENT BOUNDARY MAP



APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION

Chance Castleberry DEVELOPMENT AREA EXTENSION JUSTIFICATION

This justification is being submitted in conjunction with a land use amendment application that seeks to change the 2030 Comprehensive Plan Future Land Use Map designation for parcels located in the northeast quadrant of the intersection of Main Street and Castleberry Road (RE #s: 107849-0000; 107845-0000; 107839-0000; 107841-0080; 107841-0070; 107847-0000; 107846-0010) (the "Property") from Community/General Commercial ("CGC") to CGC, with site specific policies and with the extension of the Urban Development Area to include the entire Property. A portion of the Property is already located with the Urban Development Area (the "UDA"), and the remainder of the Property meets the criteria for inclusion in 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.*

A portion of the Property is already within the UDA and the inclusion of the remainder of the Property is a logical expansion of the UDA. Expanding the UDA will allow for the unified development of the Property. The surrounding area has seen a significant amount of recent development, 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 such development.

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

The Property is less than one mile from the Max Leggett Parkway PUD which is a large scale mixed use project, and which includes the new VA Medical Center. The Project is also approximately one mile away from the River City Marketplace.

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

APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION (CONTINUED)

N/A

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.

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 near 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 commercial uses within the PUD, 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

APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN BOUNDARY EXTENSION (CONTINUED)

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.