

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

May 5, 2022

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

RE: Planning Commission Advisory Report / Ordinance No. 2022-238/Application No. L-5632-21C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2022-238 on May 5, 2022.

P&DD Recommendation APPROVE

PC Issues: Three citizens spoke in opposition to the amendment due to concerns about traffic, evacuation, flooding and the preference for more commercial uses.

The Commission discussion focused on the opinion that residential use is more compatible with the Heckscher Drive corridor and that existing traffic issues are not the land owners fault.

PC Vote: 6-0 APPROVE

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

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
Chief of Community Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KReed@coj.net

Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – April 29, 2022

Ordinance/Application No.: 2022-238 / L-5632-21C

Property Location: 4100 Hecksher Drive (SR-105), between Hecksher Drive and Interstate-295 (I-295)

Real Estate Number(s): A portion of 108876-0020 and a portion of 108876-0050

Property Acreage: 21.80 acres

Planning District: District 6, North

City Council District: District 2

Applicant: T.R. Hainline, Esquire

Current Land Use: Community/General Commercial (CGC) at 20.13 acres and Water Dependent-Water Related (WD-WR) at 1.67 acres

Proposed Land Use: Community/General Commercial (CGC) with site specific Future Land Use Element (FLUE) Policy 4.4.30

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: Planned Unit Development (PUD)

Development Boundary: Suburban Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To allow for development of the portion of the property that is outside of the Coastal High Hazard Area consistent with the CGC land use category, subject only to the density and restrictions normally applicable to the CGC land use category within the Suburban Development Area.

BACKGROUND

The 21.80 acre subject site contains a gas station and undeveloped land and is located along the south side of Hecksher Drive (SR-105), a minor arterial road, just south of Interstate 295 (I-295), a limited access highway. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) subject to an asterisk on the Future Land Use Map (FLUM) and Water Dependent-Water Related (WD-WR) to Community/General Commercial (CGC) subject to an asterisk on the FLUM and with site specific FLUE Policy 4.4.30 (detailed below and included as Exhibit 3, dated February 18, 2022, to the Ordinance) to allow for the existing hotel room development rights to be converted to residential uses. The applicant is also proposing a companion rezoning from Planned Unit Development (PUD) to Planned Unit Development (PUD) which is pending concurrently with this amendment, pursuant to Ordinance 2022-239. The companion PUD includes an additional 5.6 acres of land for a total development of 27.40 acres.

The subject property was included in two previous land use amendments. In 2005, a portion of the subject site was included in Ordinance 2005-546-E which amended the land use on approximately 62.64 acres of land from WD-WR to CGC. Another portion of the subject site was included in Ordinance 2005-1220-E, which amended the land use on approximately 17.56 acres from WD-WR to CGC. Ordinance 2005-1220-E also added an asterisk to the FLUM that provided development limitations for the subject site and adjacent sites. The asterisk limitation states that residential development shall be limited to 250 hotel rooms and 400 residential units.

Proposed site specific FLUE Policy 4.4.30

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes, Ordinance 2022-238 for a small scale amendment is approved subject to the following:

To modify the "asterisk" placed on the Future Land Use Map by Ordinance 2005-1220-E with respect to the subject property, as well as certain additional property, the following shall apply to this small scale land use map amendment:

- Residential development of the subject property shall be limited to 250 hotel rooms, which may be converted to residential units at a ratio of 1.2 residential units per hotel room to allow for a maximum of 300 residential units to be developed on the site.

The amendment allows for the residential development of the subject property with evacuation demands that are equivalent to or less than the evacuation demands of 250 hotel rooms, and consistent with the original intent of the asterisk placed on the subject property.

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

North: Land Use: HI
 Zoning: CCG-1, IH
 Property Use: Undeveloped, Residential, Warehouse, Church

South: Land Use: CGC, WD-WR, CSV
 Zoning: PUD, CSV, IW
 Property Use: Undeveloped

East: Land Use: CGC, CSV
 Zoning: PUD, CSV
 Property Use: Undeveloped

West: Land Use: CGC, WD-WR
 Zoning: PUD, IW
 Property Use: Undeveloped, I-295, Conveince Store

IMPACT ASSESSMENT

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

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

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Suburban Area	
Roadway Frontage Classification / State Road	Hecksher Drive (SR-105) – Minor Arterial Road Interstate-295 (I-295) – Limited Access Highway	
Plans and/or Studies	North Jacksonville Vision Plan	
Site Utilization	Current: Gas Station and Undeveloped	Proposed: Residential
Land Use / Zoning	Current: CGC (20.13 Ac.) and WD/WR (1.67 Ac.) / PUD	Proposed: CGC with Site Specific Policy 4.4.30 / PUD

Development Analysis		
Development Standards for Impact Assessment	Current: Scenario 1: WD/WR – 0.25 FAR CGC - 100% non-residential at 0.35 FAR Scenario 2: WD/WR – 0.25 FAR CGC - 80% residential at 15 DU/Acre And 20% non-residential at 0.35 FAR	Proposed: Scenario 1: 100% non-residential at 0.35 FAR Scenario 2: 20% non-residential at 0.35 FAR 80% residential at 15 DU/Acre
Development Potential	Current: Scenario 1: WD/WR (1.67 ac) - 18,186 sq. ft. CGC (20.13 ac at 100% non-residential) - 306,901 sq. ft. Scenario 2: WD/WDR - 18,186 sq. ft. CGC (20.13 ac at 20% non-residential and 80% residential)- 61,380 sq. ft. and 241 DUs	Proposed: Scenario 1: 100% non-residential - 332,362 sq. ft. Scenario 2: 20% non-residential and 80% residential - 66,472 sq. ft. and 261 DUs
Net Increase/Decrease in Maximum Density	<u>Scenario 1:</u> Not applicable <u>Scenario 2:</u> Increase of 20 DUs	
Net Increase/Decrease in Potential Floor Area	<u>Scenario 1:</u> Increase of 7,275 Sq. Ft. <u>Scenario 2:</u> Decrease of 13,094 Sq. Ft.	
Population Potential	Current: <u>Scenario 1:</u> Not applicable <u>Scenario 2:</u> 566 people	Proposed: <u>Scenario 1:</u> Not applicable <u>Scenario 2:</u> 613 people
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Evacuation Zone	Zone A	
Airport Environment Zone	500' Height and Hazard zone for JIA	
Industrial Preservation Area	Situational Compatibility	
Cultural Resources	No	
Archaeological Sensitivity	Low, Medium, High	
Historic District	No	
Coastal High Hazard Area	No	
Adaptation Action Area	Yes	

Development Analysis	
Groundwater Aquifer Recharge Area	No
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
Public Facilities	
Potential Roadway Impact	Scenario 1: Increase of 725 net new daily trips Scenario 2: Increase of 423 net new daily trips
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: 64 new students
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 1,273.1 Gallons per day Scenario 2: Increase of 4,954 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 954 gallons per day Scenario 2: Increase of 3,716 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 40 tons per year Scenario 2: Increase of 60 tons per year
Drainage Basin/Sub-basin	Downstream of Trout River / Nichols Creek
Recreation and Parks	Dames Point Park
Mass Transit Access	No
Natural Features	
Elevations	2-14 feet
Land Cover	1400: Commercial and Services 4110: Pine Flatwoods 4340: Upland Mixed Coniferous Hardwood
Soils	24 Hurricane and Ridgewood Soils 32 Leon Fine Sand 46 Ortega Fine Sand 67 Surrency Loamy Fine Sand
Flood Zones	AE and 0.2 Percent Annual Chance Flood Hazard
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	No

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 provided a JEA letter of service availability, dated February 3, 2021, which was submitted with the companion PUD rezoning application identifying that the site has access to existing connection points to both sewer and water facilities.

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 21.80 acres and is accessible from Heckscher Drive (SR 105), a minor arterial facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Water Dependent / Water Related (WD/WR) and Community General Commercial (CGC) to Community General Commercial.

Comprehensive Plan Consistency:

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

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The existing land use of WD/WR and CGC results in 8,747 or 5,105 daily trips,

depending on the scenario. If the land use is amended to allow for this CGC development, this will result in 9,472 or 5,528 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 725 or 423 net new daily trips when compared to the existing land use. SR 105 is subject to FDOT review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment.

Table A
Daily Trip Generation Estimation Scenarios

Existing Land Use- Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
WD/WR	411	18,186 SF	T = 0.78 (X)	1	0	1
CGC	820	306,901 SF	T = 37.01 (X) / 1000	11,358	2,612	8,746
				Total Trips for Existing Land Use- Scenario 1		8,747
Existing Land Use- Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
WD/WR	411	18,186 SF	T = 0.78 (X)	1	0	1
CGC-N	820	61,380 SF	T = 94.49 (X) / 1000	5,800	2,320	3,480
CGC- R	220	241 MF DUs	T = 6.74 (X)	1,624	0	1,624
				Total Trips for Existing Land Use- Scenario 2		5,105
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	332,362 SF	T = 37.01 (X) / 1000	12,301	2,829	9,472
				Total Trips for Proposed Land Use- Scenario 1		9,472
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC- N	822	66,472 SF	T = 94.49 (X) / 1000	6,281	2,512	3,769
CGC- R	220	261 MF DUs	T = 6.74 (X)	1,759	0	1,759
				Total Trips for Proposed Land Use- Scenario 2		5,528
				Scenario 1 Difference in Daily Trips		725
				Scenario 2 Difference in Daily Trips		423

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

School Capacity

The 21.80 acre proposed land use map amendment has a development potential of 261 dwelling units and, under scenario 2, 64 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, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis
 Proposed Name: L-5632-21C Hecksher Drive
 Requested By: Ed "Luke" Lukacovic / Krista Fogarty
 Reviewed By: Shalene B. Estes
 Due: 4/20/2022

Analysis based on maximum dwelling units: 261

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%	32	70%	689	10,998
Middle	1	7527	86%	13	86%	807	791
High	7	2,194	99%	19	73%	757	2,137
				Total New Students			
					64		

NOTES:
¹ Proposed Development's Concurrent Service Area (CSA)
² Available CSA seats include current reservations

³ Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074

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.

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.

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5632-21C Hecksher Drive Requested By: Ed "Luke" Lukacovic / Krista Fogarty Reviewed By: Shalene B. Estes Due: 4/20/2022						
Analysis based on maximum dwelling units: <u>261</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2021/22)	% OCCUPIED	4 YEAR PROJECTION
New Berlin ES #	7	32	1296	1208	93%	84%
Oceanway MS #	1	13	1009	1038	103%	81%
First Coast HS #	7	19	2212	2194	99%	101%
		64				
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 <hr/> 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.						

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium, and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

Flood Zones

Approximately 14.4 acres of the subject site is located within either the 0.2 Percent Annual Chance Flood Hazard flood zone or the AE Flood Zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

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

Conservation /Coastal Management Element (CCME)

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

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

Policy 2.7.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Adaptation Action Area (AAA)

The entire site is located within the boundaries of the Adaptation Action Area (AAA). The AAA boundary is an area that experiences or is anticipated to experience coastal flooding due to extreme high tides and storm surge. The area is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA boundary includes those areas within the projected limits of the Category 3 storm surge zone and those contiguous areas of the 100-year and 500-year Flood Zones.

Conservation/Coastal Management Element

Policy 11.5.2 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Future Land Use Element

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

Evacuation Zone

The subject site is within Evacuation Zone A. The applicant provided a memo (Attachment A), dated February 8, 2021, addressing hurricane evacuation of residents related to the proposed land use map amendment. The memo compared the existing development potential for hotel uses with the proposed residential uses and concluded the following: based on location, use and density of residential units at built-out conditions, the evacuation times associated with the proposed number of residential units proposed for the Heckscher Village PUD can be accommodated within the advance warning period for major storm events and the existing evacuation routes will not be adversely impacted.

The memo was forwarded to the Emergency Preparedness Division (EPD) for review. A summary of their response is provided below. The complete response is on file with the Department.

Summary of EPD Response:

The memo appears to support the application for land use amendment by showing minimal impacts to countywide evacuation time.

Conservation /Coastal Management Element (CCME)

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

Airport Environment Zone

The site is located within the 500 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Industrial Zones

The subject property is located within the "Industrial Situational Compatibility" Zone. "Industrial Sanctuary" and "Industrial Situational Compatibility" Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Map series of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands for future industrial expansion and economic development.

The Industrial Situational Overlay policies in the Future Land Use Element seek to preserve existing industrial lands and promote conversion to industrial. However, the site is currently and proposed to be designated commercial under the CGC land use and therefore, the amendment is not inconsistent with the related policies.

Future Land Use Element

Policy 3.2.30 The area shown on the Industrial Preservation Map (Map L-23) as "Industrial Sanctuary" or "Areas of Situational Compatibility" are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network,

access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on April 21, 2022, the required notices of public hearing signs were posted. Eleven (11) 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 April 27, 2022. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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.

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 1.1.21 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.

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 3.4.2 The City will evaluate opportunities to promote and encourage development and redevelopment opportunities for mixed and multi-use projects. The Land Development Regulations should be amended, as appropriate, to incorporate such incentives.

Conservation /Coastal Management Element (CCME)

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

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 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 subject to an asterisk on the FLUM and WD/WR to CGC subject to an asterisk on the FLUM and with site specific Future Land Use Element (FLUE) Policy 4.4.30. The site specific policy permits the conversion of existing development rights, subject to the asterisk on the FLUM, for 250 hotel rooms to a maximum of 300 multifamily residential units. The applicant provided a memorandum, dated February 8, 2021 and included in this report as Attachment A, documenting that the conversion of land use from 250 hotel rooms to 307 low-rise multifamily residential units will have no net impact on trip generation rates and that hurricane evacuation times will not be adversely impacted. Therefore, the amendment with the site specific policy is consistent with CCME Policy 7.1.6, FLUE Goals 1 and 3, and FLUE Policy 1.1.22.

The proposed amendment to CGC with the site specific policy encourages development of a mix of uses, including residential, to achieve a well-balanced and organized combination of land uses on the subject site and in the Suburban Development Area. The companion rezoning is pending as a PUD that addresses site design and use regulations to allow for the appropriate combination of land uses. Therefore, the amendment furthers the intent of FLUE Goals 1 and 3, FLUE Objective 3.1, and FLUE Policies 1.1.5, 1.1.12, 1.1.21, 1.1.22, 1.1.25 and 3.4.2.

The applicant provided a JEA letter of service availability dated February 3, 2021, which was submitted with the companion PUD rezoning application identifying that the site has existing connection points to both sewer and water access, consistent with FLUE Policy 1.2.9.

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 development will be required to meet the CGC mix of use requirements where residential is proposed. Thus, the proposed amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

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

Vision Plan

The subject property is located within the boundaries of the North Jacksonville Shared Vision and Master Plan (2003). The Plan offers no specific recommendations for the location of the subject site. However, the Plan does recommend clustering new development in order to provide greater environmental protection and public benefit. The proposed land use amendment site does not include abutting land in the Coastal High Hazard Area (CHHA) or the riverine and saltwater marsh wetlands. Additionally, the companion PUD site plan depicts an upland wetland buffer adjacent to the wetlands.

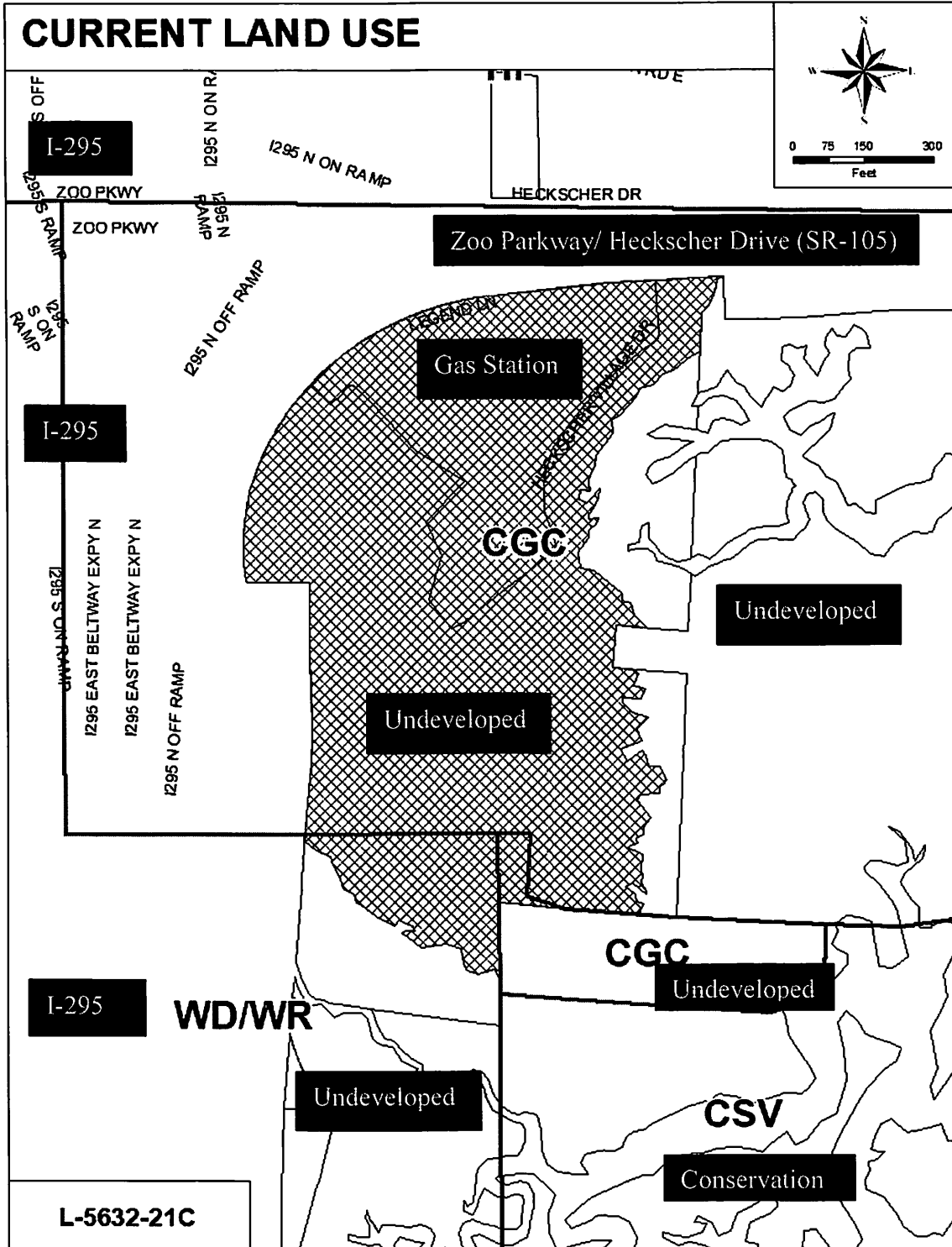
Strategic Regional Policy Plan

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

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

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP



Attachment A



PROJECT MEMORANDUM

TO: Prosser Project File 121006.01

FROM: Will Lyon, PE *Director Of Transportation Services*

DATE: February 8, 2021

RE: Heckscher Village PUD - Land Use Trip Equivalency and Evacuation Review

This memorandum documents the methodology used to determine the correct equivalency conversion of a land use from Hotel to Low-Rise Multifamily Residential and addresses the hurricane evacuation for the residential land uses in the PUD. The initially proposed development included 250 room Hotel that will now be replaced with Low-Rise Multifamily Residential.

Hotel- Multifamily Residential Trip Equivalency

The Institute of Engineers (ITE) Trip Generation Manual, 11th Edition was used for daily, AM peak and PM peak time periods to generate trips for both land uses. This methodology involved three main steps, namely, determination of recommended method of either Weighted Average Rate or Fitted Curve Equation, trip generation and determining the equivalent land use. The recommended method was determined using the procedure provided by FDOT Site Impact Application Guide and ITE Trip Generation Handbook, 3rd Edition. Since the correlation coefficients (R²) of the fitted curve equations for all time periods were found to be greater than 0.75, the fitted curve equations were selected as the recommended methods. Also, this step was verified using a Web-based App called OTISS Pro which provides the recommended method. After determining the recommended method, trips were generated for both land uses. Finally, the equivalent land uses were determined from the trips generated using the fitted curve equations for all time periods. To be conservative, the smallest equivalent land use for one of the time periods was selected.

Land Use Conversion Table						
Land Use	Proposed	Units	Time Period	Fitted Equation	Generated Trips	Equivalent Land Use
220: Multifamily Residential (Low-Rise)	325	DU	Daily	$T = 6.41X + 75.31$	2159	345
			AM	$T = 0.31X + 22.85$	124	307
			PM	$T = 0.43X + 20.55$	160	317
310: Hotel	250	Room	Daily	$T = 10.84X - 423.51$	2286	238
			AM	$T = 0.50X - 7.45$	118	263
			PM	$T = 0.74X - 27.89$	157	254

Source: ITE Trip Generation Manual, 11th Edition

Attachment A - Continued

PROSSER

Consulting Engineers & Architects

Conclusion:

The analysis above shows that the 250-room hotel can be replaced with 307 DU's of multifamily residential which would equal the traffic impact during AM peak periods to the hotel. For PM peak and daily traffic impacts, the 307 DU's will result in less traffic impact than the 250-room hotel.

Hurricane Evacuation Review

Roadway Infrastructure

- Heckscher Village PUD is uniquely located adjacent to the Interstate 295, a major evacuation route with a direct connection to its entry ramps via Heckscher Drive. The intersection at Heckscher Drive and Legend Ln./New Berlin Rd. E. serves as the primary access to the Heckscher Village PUD. Heckscher Drive is a four-lane divided roadway with turn lanes at an existing signalized intersection. In addition to the signalized intersection, an additional full median opening allowing U-turn movement, is located 1,200 feet west.
- Interstate 295 is major evacuation route and is directly adjacent to the Heckscher Village PUD. The northbound ramp from Heckscher Drive is less than 700 feet and southbound ramps are approximately 1,400 feet from the intersection serving the PUD.
- The amount of traffic utilizing Heckscher Drive for evacuation is not significant due to the limited number of residential units utilizing Heckscher Drive and A1A in the evacuation zones east and north of the PUD. Nearly all of the Amelia Island-Fernandina Beach evacuation traffic will be utilizing the shorter SR 200 route to I-95. Also, according to FDOT's online Level of Service Tool, the 2020 traffic counts indicate there are 1,291 vehicle trips in the peak hour under current roadway conditions. The online tool estimates Heckscher Dr at the vicinity of the interchange has a peak hour capacity of 3,580 vehicle trips, more than twice the capacity available than required by existing demands.

Residential Density

The proposed number of residential units at built-out conditions, including all the PUD lands, is not a significant number that could cause any additional delay during an evacuation event. The units can easily be evacuated within the targeted evacuation time frame commencing at the time of an evacuation order.

Conclusion:

Based on location, use and density of residential units at built-out conditions, the evacuation times associated with the proposed number of residential units proposed for the Heckscher Village PUD can be accommodated within the advance warning period for major storm events and the existing evacuation routes will not be adversely impacted.