

City of Jacksonville, Florida

Lenny Curry, Mayor

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July 21, 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. 2022-431/Application No. L-5685-22C

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 2022-431 on July 21, 2022.

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

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

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

Sincerely,

Kristen D. Reed

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

Large-Scale Future Land Use Map Amendment – July 15, 2021

Ordinance/Application No.: 2022-431 / L-5685-22C

Property Location: North of I-295 (SR 9A) and south of Duval Road (SR 243), located at addresses 0 and 12963 Duval Road

Real Estate Number(s): 019544-0010 and 019544-0300

Property Acreage: 16.43 Acres

Planning District: District 6, North

City Council District: District 7

Applicant: Paul M. Harden, Esquire

Development Area: Suburban Area

Current Land Use: Light Industrial (LI)

Proposed Land Use: Community / General Commercial (CGC)

Current Zoning: Industrial Light (IL)

Proposed Zoning: Planned Unit Development (PUD)

RECOMMENDATION: APPROVAL

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks to develop the site with a mix of commercial and residential uses to service the industrial sector and provide needed housing and service establishments. Further, to allow for a mixed use development to transition from the low and medium density residential to the south, to the industrial to the north.

BACKGROUND

The 16.43 acre subject site is located on the south side of Duval Road (SR-243) and north of I-295 (SR-9A). According to the City’s Functional Highway Classification Map, Duval Road (SR-243) is a collector roadway and I-295 (SR-9A) is a limited access roadway. Currently, the amendment site is a mix of mostly undeveloped land and open storage uses located in the northeast portion of the site.

The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan from Light Industrial (LI) to Community/General Commercial (CGC) in order to permit a mix of service establishments and multi-family residential development. The subject property is located within the Suburban Development Area. A companion rezoning application is pending concurrently with the land use application via Ordinance 2022-432, which seeks to change the zoning district from Industrial Light (IL) to Planned Unit Development (PUD).

The subject property is located east of the Amazon Fulfillment Center which is on the north side of Duval Road. Additionally, the site is approximately three miles from the Jacksonville International Airport. Currently, the predominant land use pattern abutting the subject site to the north, east, and west is Light Industrial (LI) with Public Building Facilities (PBF) to the north and east. South of the site, across the I-295 West Beltway, are Medium Density Residential (MDR) and Low Density Residential (LDR) land use designations. More specific adjacent land use categories, zoning districts and property uses are as follows:

North: **Land Use:** Light Industrial (LI) and Public Building Facilities (PBF) (across Duval Road)
Zoning: Industrial Light (IL), Planned Unit Development (PUD), and Public Building Facilities-3 (PBF-3)
Property Use: Vacant commercial and governmental land (associated with JIA), and a mobile home

South: **Land Use:** Low Density Residential (LDR) and Medium Density Residential (MDR) (across I-295/SR-9A)
Zoning: Residential Low Density-60 (RLD-60), Residential Medium Density-A (RMD-A), Residential Medium Density-C (RMD-C), and PUD
Property Use: Single-family and multi-family residential uses

East: **Land Use:** LI and PBF
Zoning: PUD
Property Use: Vacant governmental land

West: **Land Use:** LI
Zoning: IL, Industrial Business Park (IBP) and PUD
Property Use: Amazon Warehouse and vacant land

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 – 16.43 acres / 715,690 square feet		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Duval Road (SR 243) – Collector Roadway	
Plans and/or Studies	PD6 – North Vision Plan	
Site Utilization	Current: Undeveloped Industrial Land with an Open Storage abutting Duval Road	Proposed: Multi-family residential with a commercial component
Land Use / Zoning	Current: Light Industrial (LI)	Proposed: Community/General Commercial (CGC)
Development Standards for Impact Assessment	Current: 0.4 FAR light industrial uses	Proposed: Scenario 1: 0.35 FAR commercial uses Scenario 2: 15 multi-family dwelling units residential (80%) and 0.35 FAR commercial uses (20%)
Development Potential	Current: Scenario 1 and 2: 286,276 sq. ft. light industrial uses	Proposed: Scenario 1: 250,491 sq. ft. commercial uses Scenario 2: 197 multi-family dwelling units and 50,098 sq. ft. commercial uses
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 197 multi-family dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 35,785 sq. ft. non-residential uses Scenario 2: Decrease of 236,178 sq. ft. non-residential uses	
Population Potential	Current: N/A	Proposed: Scenario 1: N/A Scenario 2: 462 people
Special Designation Areas		
Aquatic Preserve	NO	
Septic Tank Failure Area	NO	
Evacuation Zone	E	
Airport Environment Zone	150 ft. Height Restriction Zone for the Jacksonville International Airport	
Industrial Preservation Area	Situational Compatibility Zone	
Cultural Resources	NO, however, Historic Structure approximately 85 ft. west of the subject site	

Development Analysis – 16.43 acres / 715,690 square feet	
Archaeological Sensitivity	Low, Medium, and High
Historic District	NO
Coastal High Hazard	NO
Adaptation Action Area	NO
Groundwater Aquifer Recharge Area	NO
Wellhead Protection Zone	NO
Boat Facility Siting Zone	NO
Brownfield	NO
Public Facilities	
Potential Roadway Impact	Scenario 1: 5,745 Net New Daily Trips Scenario 2: 1,964 Net New Daily Trips
Potential Public School Impact	48 New Students
Water Provider	JEA
Potential Water Impact	Scenario 1: increase of 2,733 gallons per day Scenario 2: increase of 39,009 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: increase of 2,050 gallons per day Scenario 2: increase of 29,257 gallons per day
Potential Solid Waste Impact	Scenario 1: decrease of 486 tons per year Scenario 2: decrease of 295 tons per year
Drainage Basin/Sub-basin	Broward River / Beeghly Heights Drain
Recreation and Parks	Oceanway Center and Park approximately 2.5 miles east of the site
Mass Transit Access	JTA Bus Stop 5221 / Route 82
Natural Features	
Elevations	18 ft. to 22 ft.
Land Cover	4410: Pine Plantation 4430: Forest Regeneration 1100: Residential, low density – less than 2 dwelling units per acre
Soils	(63) Sapelo Fine Sand, 0 to 2 percent slopes (66) Surrency Loamy Fine Sand, depressionnal, 0 to 2 percent slopes
Flood Zones	NO
Wetlands	NO
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been 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).

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.

A JEA availability letter dated November 24, 2021 was provided by the applicant. Availability Letter 2021-5391 identifies existing potable water and sewer connections.

An existing 20-inch water main is located along Duval Road. The connection point has not been reviewed for site fire protection requirements and a private fire protection analysis is required.

An existing 8-inch force main is located along Duval Road. Connection to the JEA-owned sewer system for this proposed development will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

Evacuation Zone

The subject site is within Evacuation Zone E. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application. Staff informed EPD that the applicant is planning to develop 16.43 acres of land and that the proposed amendment would allow for a maximum of 197 multi-family units. Their complete analysis is included below:

The proposed properties in land use amendment L-5685-22C will be in close proximity to Biscayne Boulevard, indicating sufficient access to I-295 (0.61 road miles) and I-95 (2.08 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zone (Zone E), nearest evacuation routes, and the estimate of 1,964 – 5,745 additional daily trips, the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5685-22C may have a localized impact with major countywide evacuation (Zones A-E) clearance times within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged.

School Capacity

The Planning and Development Department determined the development potential of the proposed amendment to LDR. Given this, the proposed amendment could result in the development of 197 multi-family dwelling units and 48 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-5685-22C Duval Road Requested By: Ed "Luke" Lukacovic / Abigail Trout Reviewed By: Shalene B. Estes Due: 7/5/2022							
Analysis based on maximum dwelling units: <u>197</u>							
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 2&7
Elementary	1	10,520	53%	24	58%	8,314	3,373
Middle	1	7,527	88%	10	86%	807	791
High	1	8,087	80%	14	72%	1,116	1,778
Total New Students				48			

NOTES:

¹ Proposed Development's Concurrency 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.

Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office. The analysis reveals a deficiency in high school capacity based on available seats in the CSA and the adjacent CSAs.

Public School Facilities Element

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

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

Supplemental School Information:

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

Application Review Request: COJ PDD: Baseline Checklist Review Proposed Name: L-5685-22C Duval Road Requested By: Ed "Luke" Lukacovic / Abigail Trout Reviewed By: Shalene B. Estes Due: 7/5/2022 Analysis based on maximum dwelling units: <u>197</u>						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2021/22)	% OCCUPIED	4 YEAR PROJECTION
Biscayne ES #269	1	24	667	703	105%	100%
Highland MS #244	1	10	1071	697	65%	75%
First Coast HS #265	7	14	2212	2194	99%	101%
		48				

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.

Transportation

The subject site is 16.43 acres and is accessible from Duval Road (SR 243), a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 4. The applicant proposes to change the existing land use from Light Industrial (LI) to Community General Commercial (CGC).

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

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 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.

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 1,394 daily trips. If the land use is amended to allow for this proposed CGC development, this will result in 7,139 or 3,358 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is an increase of 5,745 or 1,964 net new daily trips when compared to the existing land use. SR 243 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.

Table A
Trip Generation Estimation Scenarios

Current Land Use	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LI	210	286,276 SF	T = 4.87 (X) / 1000	1,394	0	1,394
				<i>Total Trips for Existing Land Use</i>		1,394
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
CGC	822	250,491 SF	T = 37.01 (X) / 1000	9,271	2,132	7,139
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		7,139
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	50,098 SF	T = 67.52 (X) / 1000	3,383	1,353	2,030
CGC- R	220	197 MF DUs	T = 6.74 (X)	1,328	0	1,328
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		3,358
				Scenario 1 Difference in Daily Trips		5,745
				Scenario 2 Difference in Daily Trips		1,964

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

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

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

Industrial Zone

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.

Future Land Use Element

Policy 3.2.29 The City shall continue to update its comprehensive inventory and mapping of Industrial lands to identify and protect existing strategically located industrial lands for future expansion and economic development. These areas are crucial to the long term economic well-being of the City and are identified on the Industrial Preservation Map (Map L-23) as “Industrial Sanctuary” or “Areas of Situational Compatibility”.

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.

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.

PROCEDURAL COMPLIANCE

The applicant provided documentation and photo proof to the Planning and Development Department on **July 12, 2022** that the Notice of Public Hearing signs **were** posted. Thirteen (13) 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 via Zoom on June 21, 2022. There was no one from the public in attendance to discuss the application.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

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.

Future Land Use Element:

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

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

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

- Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.
- 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 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- 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 areas served, availability of public facilities, and market demands.
- Policy 3.2.19 The City shall prohibit expansion or new development of non-industrially designated land uses in industrially designated areas unless the use is determined to be an accessory and complementary use to the industrial area, unless otherwise provided for herein. Amend the Land Development Regulations to include standards

and/or criteria for location and intensity of these types of non-industrial uses.

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.

Policy 3.2.34 The City shall create a formula for the calculation of capital investment and direct and indirect job creation in various commercial and industrial land uses. This formula shall be used to ensure that the conversion of industrial lands in Situational Compatibility Areas will result in the creation of mixed use developments that shall have comparable potential for support of the industrial base in the City of Jacksonville.

Property Rights Element

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

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

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

Policy 1.1.2 The following rights shall be considered in local decision making:

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

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

The general intent of the Community/General Commercial (CGC) category is 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.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses. Residential uses shall not be the sole use and shall not exceed 80 percent of a development. The maximum gross density within the Suburban Area shall be 20 units per acre and there shall be no minimum gross density.

The applicant is proposing a land use change from LI to CGC. The proposed amendment seeks to use the subject property to provide a mix of multi-family residential and commercial development. The amendment provides supporting commercial and residential uses for the surrounding LI designated land. The proposed land use amendment is in the Suburban Development Area, in a preferred location with access to full urban services. The designation of CGC for the property promotes supportive uses for the surrounding industrial uses. Therefore, the proposed amendment is consistent

with the intent of the Suburban Development Area and FLUE Objective 6.3 and Policy 1.1.5.

The applicant provided a JEA availability letter dated November 24, 2021, indicating connection points for both potable water and sewer. Therefore, the proposed amendment is consistent with FLUE Policy 1.2.9.

The subject site is within an Industrial Situational Compatibility Zone. Per FLUE Policy 3.2.30, sites within such zones 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.

Land use amendments proposed within an “Area of Situational Compatibility” 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 industrial uses. The applicant provided a justification for the amendment from an industrial land use category to commercial. The written justification is featured in the back of the report as Attachment A. Within the provided justification, the applicant discusses other potential industrial spaces within Jacksonville and the potential opportunity for workforce housing to support the industrial uses surrounding the subject site. Therefore, the proposed land use amendment is consistent with FLUE Policies 3.2.19, 3.2.33, and 3.2.34.

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.

North Vision Plan

The application site lies within the North Jacksonville Shared Vision and Master Plan area. The plan does not identify specific recommendations in the vicinity of the subject site. However, the proposed land use amendment offers infill development with residential uses that will cater to increasing quality housing options in this region. The North Jacksonville Vision Plan emphasizes the importance of diversifying housing opportunities and redirect growth from more favored regions in Jacksonville. Therefore, the proposed land use amendment encourages and fulfills the goals of this Vision Plan.

Strategic Regional Policy Plan

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

Goal Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-

connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.

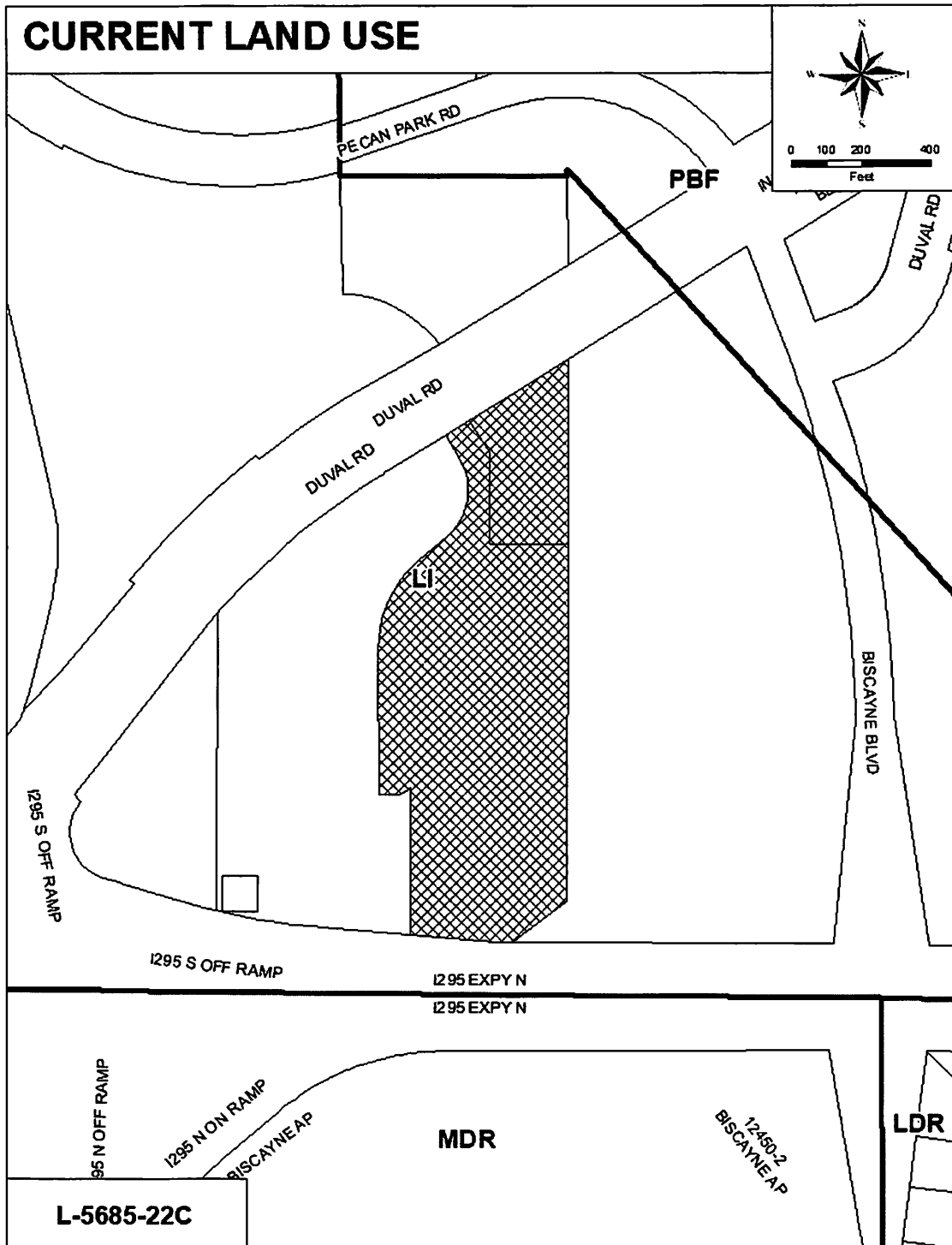
Objective **Integrated Planning:** The link between land use, resources and mobility.

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

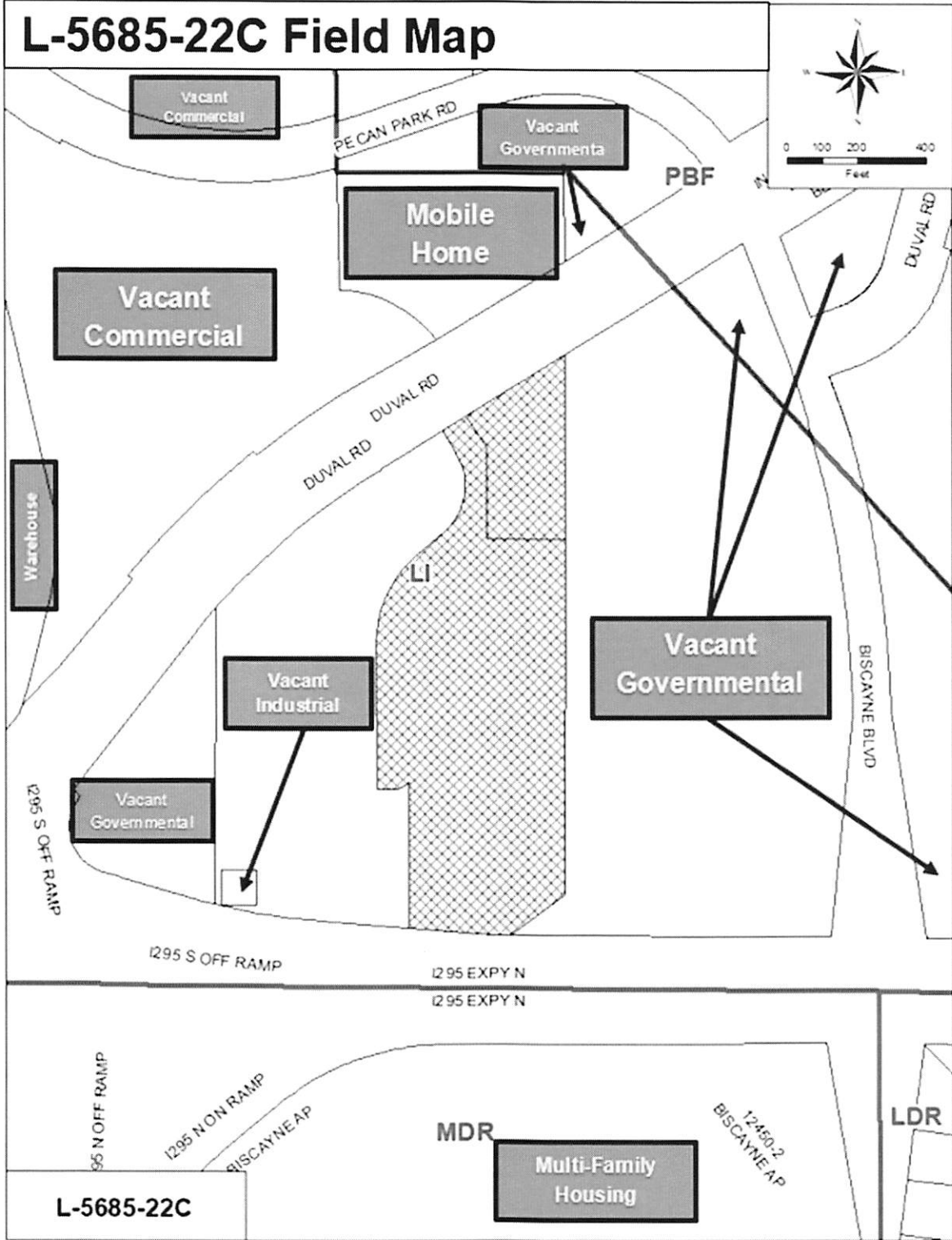
- Incentives for dense and/or mixed use development.
- Maintenance of a diversity of land use in the region.
- Infill and redevelopment.

The proposed land use amendment to CGC promotes an environment that is conducive to the potential creation of a mixed use development as well as providing workforce housing to support economic growth. Therefore, the proposed amendment is consistent with Transportation Element Goal, Objective and Policy 4 of the Strategic Regional Policy Plan.

Current Land Use Map



Field Map



Attachment A

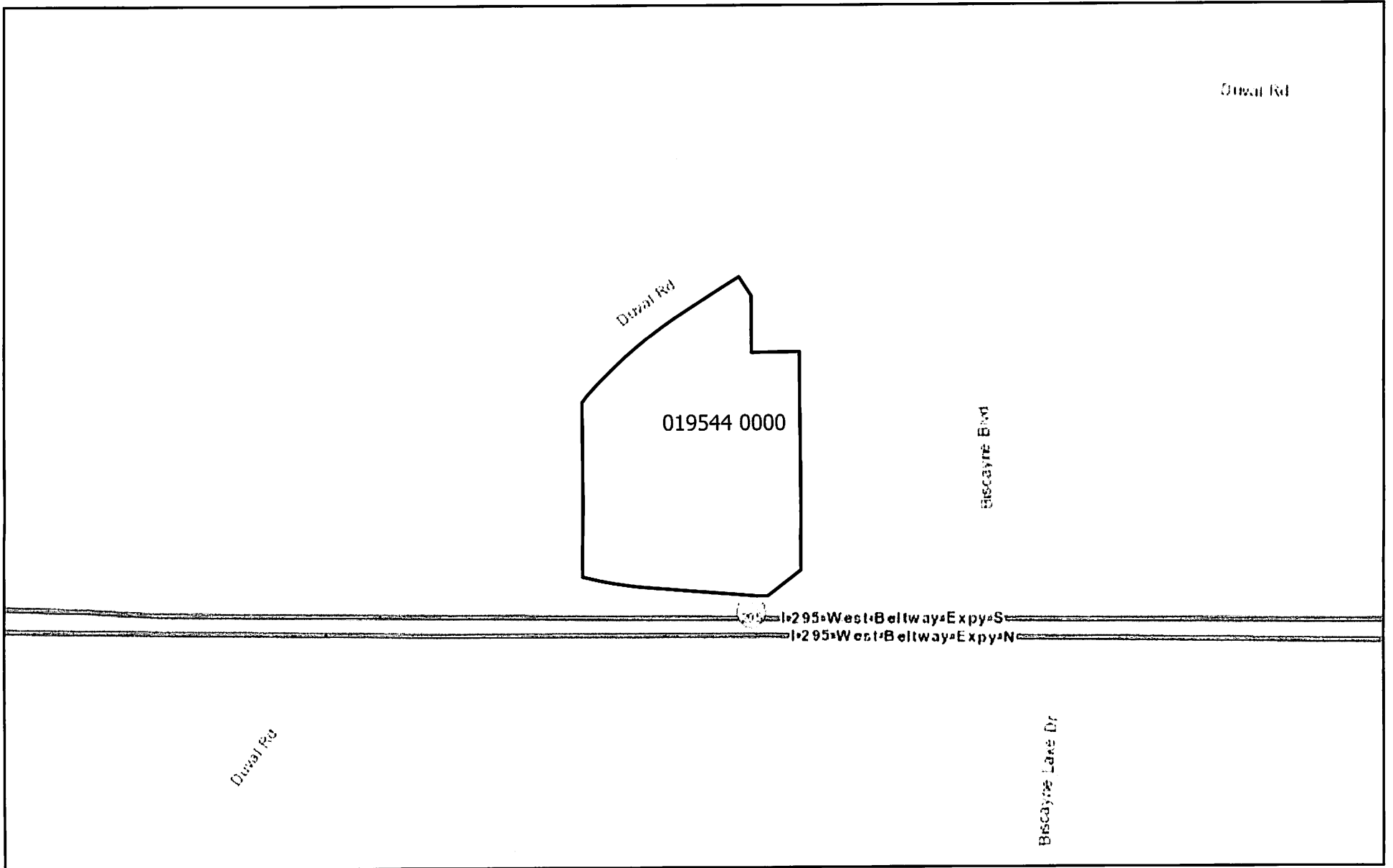
Applicant's Written Justification for CGC in an Industrial Situational Compatibility Zone

The site in question, with regard to the above-noted project (also known as 12963 Duval Road), while being in a situational compatibility zone for industrial use is physically separated from other industrial uses. The site is bordered to the north and west by Duval Road; to the east by wetlands and then Biscayne Boulevard; and then fronts on I-295. The site has no physical access to industrial uses. The surrounding properties are shown on the Duval map attached hereto as Exhibit "A". Additionally, the lands which the site faces are currently zoned in a medium density and low density residential use. The proposed land use amendment, while to Community/General Commercial is intended to allow for multi-family use in concert with the appropriate standards of CGC. This situation of the land use and zoning in the vicinity are demonstrated by maps B and C dated November 30, 2021 from the Duval County maps on land use and zoning.

There is a great need for a mix of housing and housing generally to service the industrial uses in the area. The site is not compatible for industrial uses, due to its isolation and is more compatible with the properties to which it faces on the south and is accessed by Duval Road, which also accesses the residential uses.

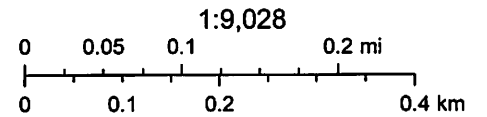
Applicant has previously provided to the Planning and Development Department a survey and analysis indicating the plethora of available industrial lands in the area.

Duval Map

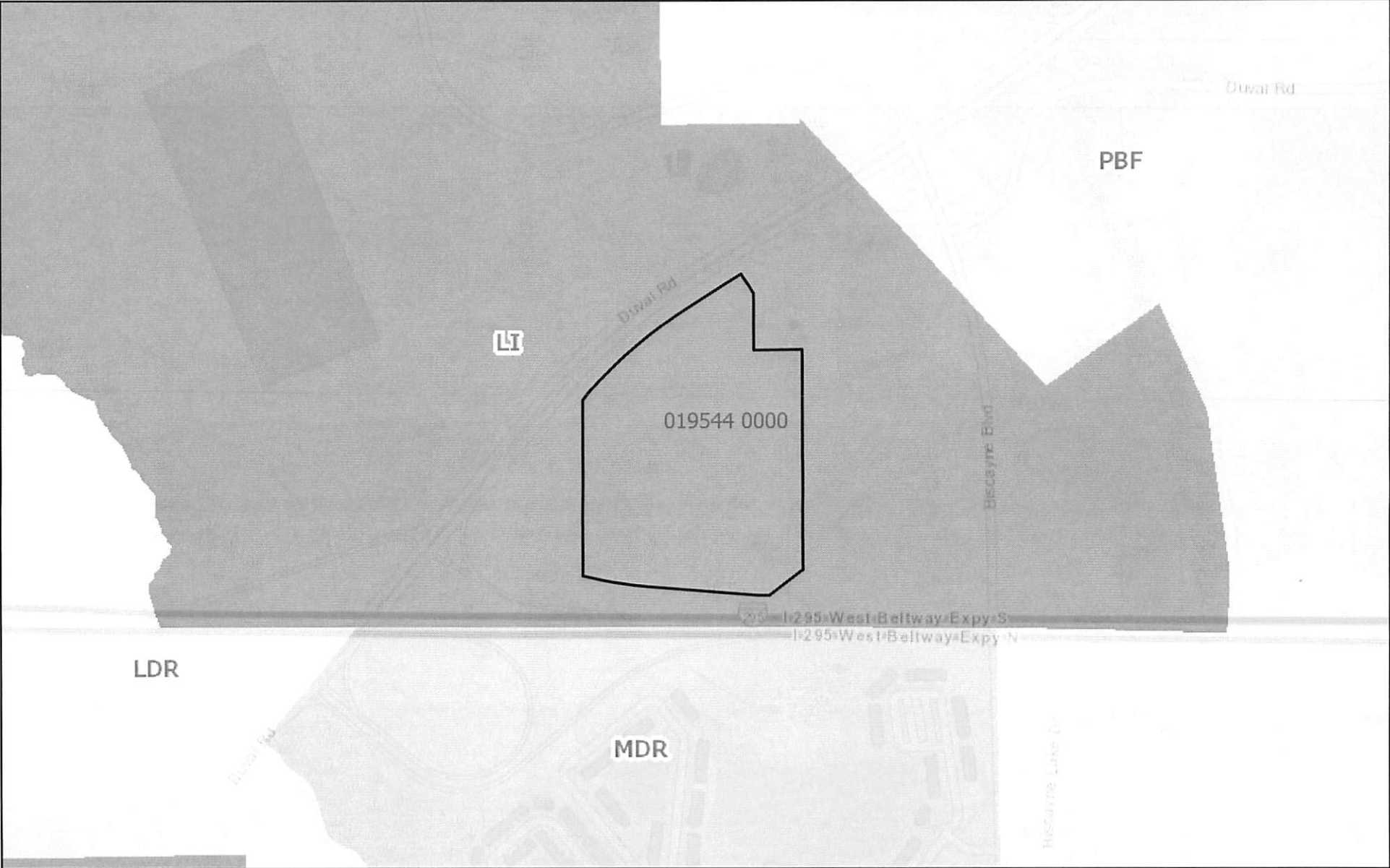


November 30, 2021

EXHIBIT "A"



Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri



November 30, 2021

EXHIBIT "B"

1:9,028

0 0.05 0.1 0.2 mi

0 0.1 0.2 0.4 km

Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri

Duval Map



November 30, 2021

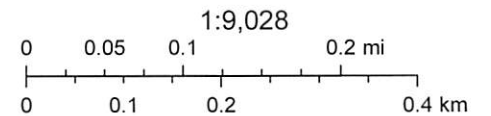


EXHIBIT "C"

Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri

JACKSONVILLE INDUSTRIAL

Duval Road Parcels



PRESENTED BY

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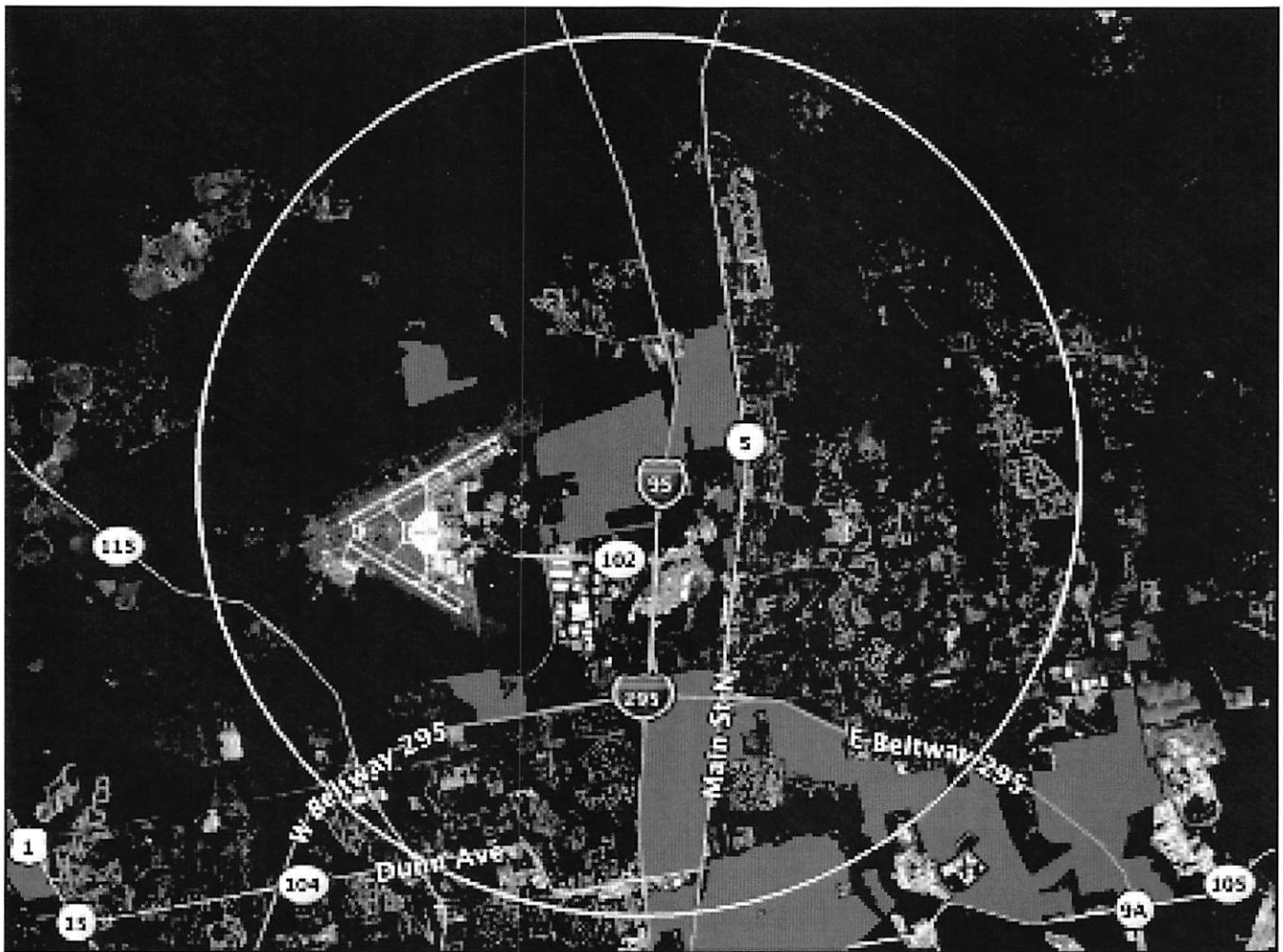
The contents are intended for the individuals to whom it is presented or delivered and their company associates. Any dissemination or replication, without the express authorization of NAI Hallmark is strictly prohibited.

ALL INDUSTRIAL

Zoning

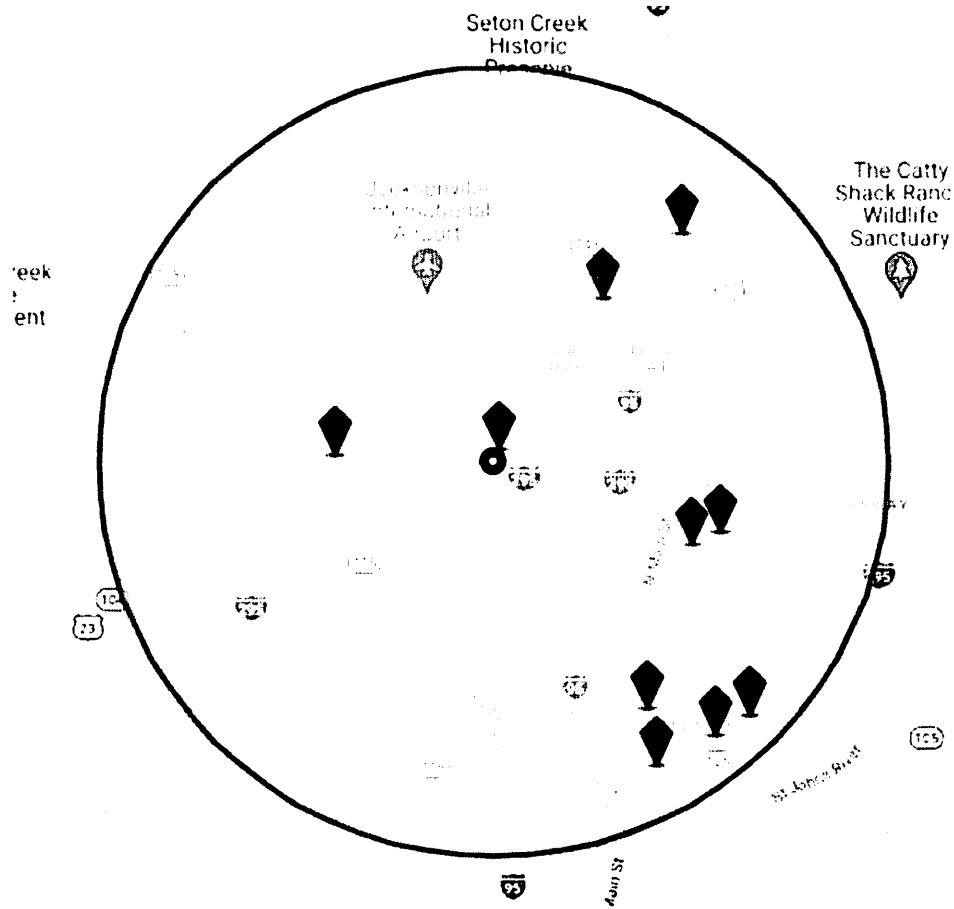
The subject site is described as the congregation of parcels on Duval Rd between I-295 and Pecan Park Rd. The two parcels total approximately 15.76

acres. The objective of this analysis is to show the relation of the subject site to surrounding vacant industrial land.



ON MARKET

Industrial Land Parcels



Summary on Market Data

Number of Listings	10
Total Land Area (AC)	1,070.07
Average Days on Market	788

Largest Industrial Sites on Market* (Source: Costar)

Property Address	Sale Status	Property Type	Land Area (AC)	Days on Market
10151 Busch Dr N	Active	Land	349.00	1567
Imeson Park Blvd	Active	Land	250.00	2569
1501 Zoo Pky	Active	Land	382.50	1663

*Within 5 mile radius of Duval Rd site

The subject site is classified as part of the Northside industrial submarket. In searching for existing vacant land zoned for industrial, our search quickly identifies at least 10 properties on the market within 5 miles of the subject site. The 10 properties within this zone contains 1,070 acres and have an average time on of 788 days on the market which is significant.

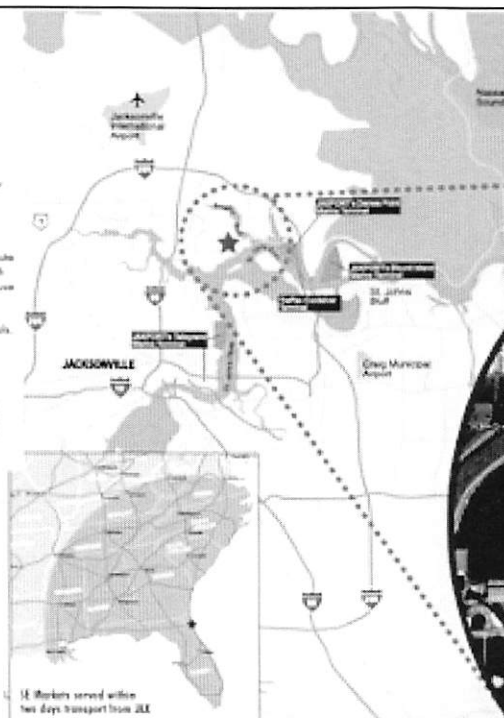
Property Address	For Sale Price	Land Area (AC)	Days On Market	Parcel Number 1(Min)	Parcel Number 2(Max)
10151 Busch Dr N		349.00	1567	108764-0210	108764-0410
Imeson Park Blvd		250.00	2569	108764-0050	108764-0690
Owens Rd		15.21	307	019339-0040	019339-0040
1501 Zoo Pky	\$ 64,500,000	382.50	1663	108762-0000	108762-0000
12963 Duval Rd	\$ 1,250,000	2.48	984	019544-0010	019544-0010
Eastport Rd	\$ 150,000	2.40	335	109452-0000	109454-0000
	\$ 12,500,000	45.27	62	108145-0000	108145-0000
11705 Industry Dr	\$ 937,500	7.50	148		
12804-12810 Lem Turner Rd	\$ 1,453,750	11.63	218		
0 Zoo		4.08	27	108772 0000	108772 0000

Bostwick Family Lands, located at the Port of Jacksonville, Florida, provide an opportunity for private investment and ownership of warehouse distribution, manufacturing and a variety of marine related facilities.

The lands offer multi-modal solutions for shippers and distributors seeking a strategic South Atlantic location for either export or import, including domestic distribution to the growing population centers in the Southeast United States.

The sites have the capacity to accommodate a wide variety of operations such as bulk rail and terminal manufacturing, warehouse distribution, cold chain storage and distribution, fuel bunkering, automotive and/or equipment transport, raw materials, green technologies, break bulk and chemical storage.

Bostwick Family Lands join existing industrial parks and terminal operations loading/unloading in this growing port location - JAXPORT and the Transfer Container Terminal serving MCL.



14 Markets served within two days transport from JAX

BOSTWICK FAMILY LANDS

Parcel	Acres	Total Acres	Land Use	Zoning
20	75.4	71.2	INDUS	IR
20A	13.2	61.0	INDUS	IR
20B	2	44	INDUS	IR
20C	19.7	14.7	INDUS	IR
20D	103.9	103.9	IR	IR
21A	13.2	13.2	IR	IR
21B	19.4	19.4	IR	IR
21C	14.2	14.2	IR	IR
21D	43.2	43.2	IND	IR, IIR
21E	0	13.7	Water	IL

Land Use Codes: IR - Heavy Industrial, IIR - Medium Density Industrial, IND - Heavy Industry, Water - Waterway Land
 Zoning Codes: IR - Industrial, IIR - Industrial Medium Density, IND - Industrial Heavy

PORT OF JACKSONVILLE, FLORIDA BOSTWICK FAMILY LANDS

**516 Acres with CSX rail sites
on both St. Johns and Broward Rivers**

**PRIVATE WATERFRONT DEVELOPMENT
OPPORTUNITIES FOR WAREHOUSE DISTRIBUTION,
MANUFACTURING, AND TERMINAL OPERATIONS**

**PORT OF JACKSONVILLE, FL | 516 ACRES WITH CSX RAIL AND FRONTAGE
BOSTWICK FAMILY LANDS | ON BOTH ST. JOHNS AND BROWARD RIVERS**



For Sale

± 250 acre site between JIA and JAXPORT

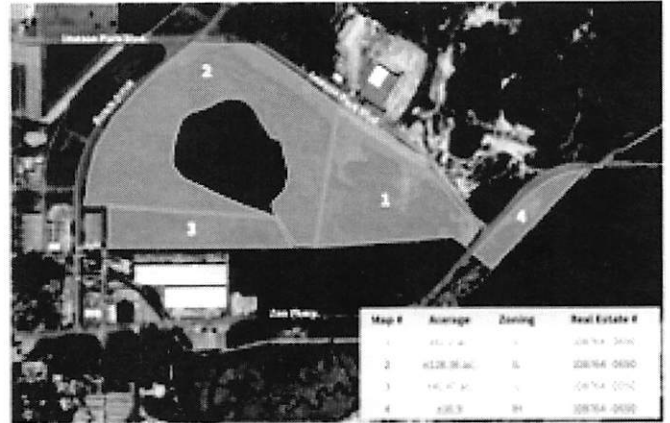
- Centrally located on the Northside. Site sits between JIA and JAXPORT.
- Easy access to I-95 and I-95.
- Development rights in place for up to 2.8 million sq ft.
- Zoned industrial/light industrial/heavy.
- No state or personal income tax.
- Direct access off I-95, Hwy 1, Busch Drive and Imeson Park Blvd.

0 Imeson Park Blvd.
Jacksonville, FL 32218

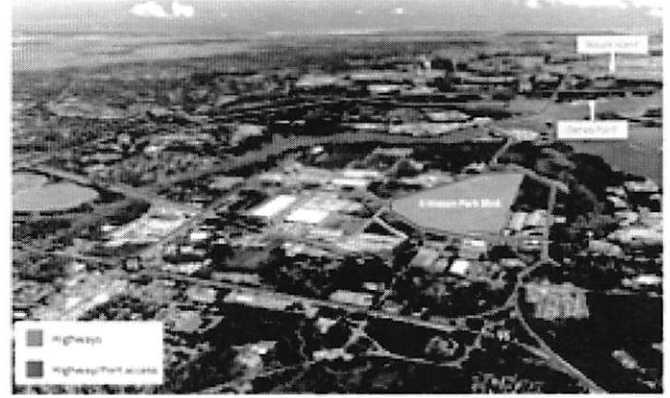
Luke Pope, SDR
+1 904 363 9000
luke.pope@jll.com

Ross Crabtree
+1 904 363 9000
ross.crabtree@jll.com

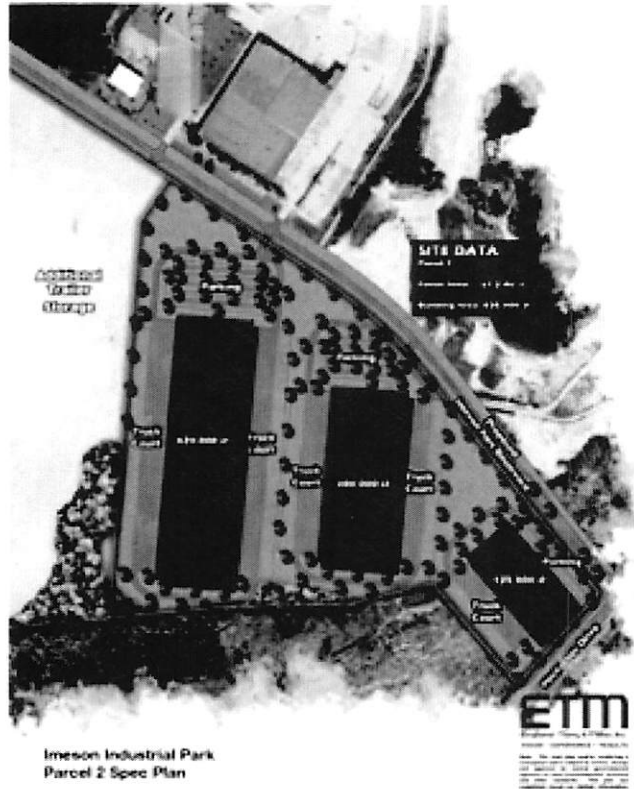
jll.com



Site access

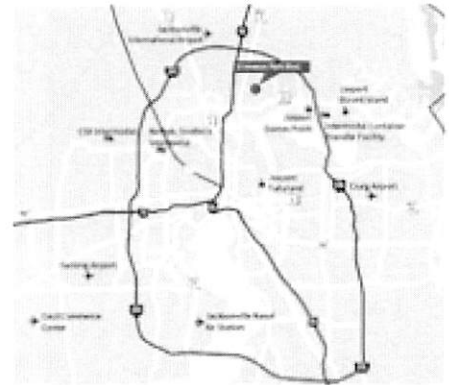


Parcel 2 Site plan

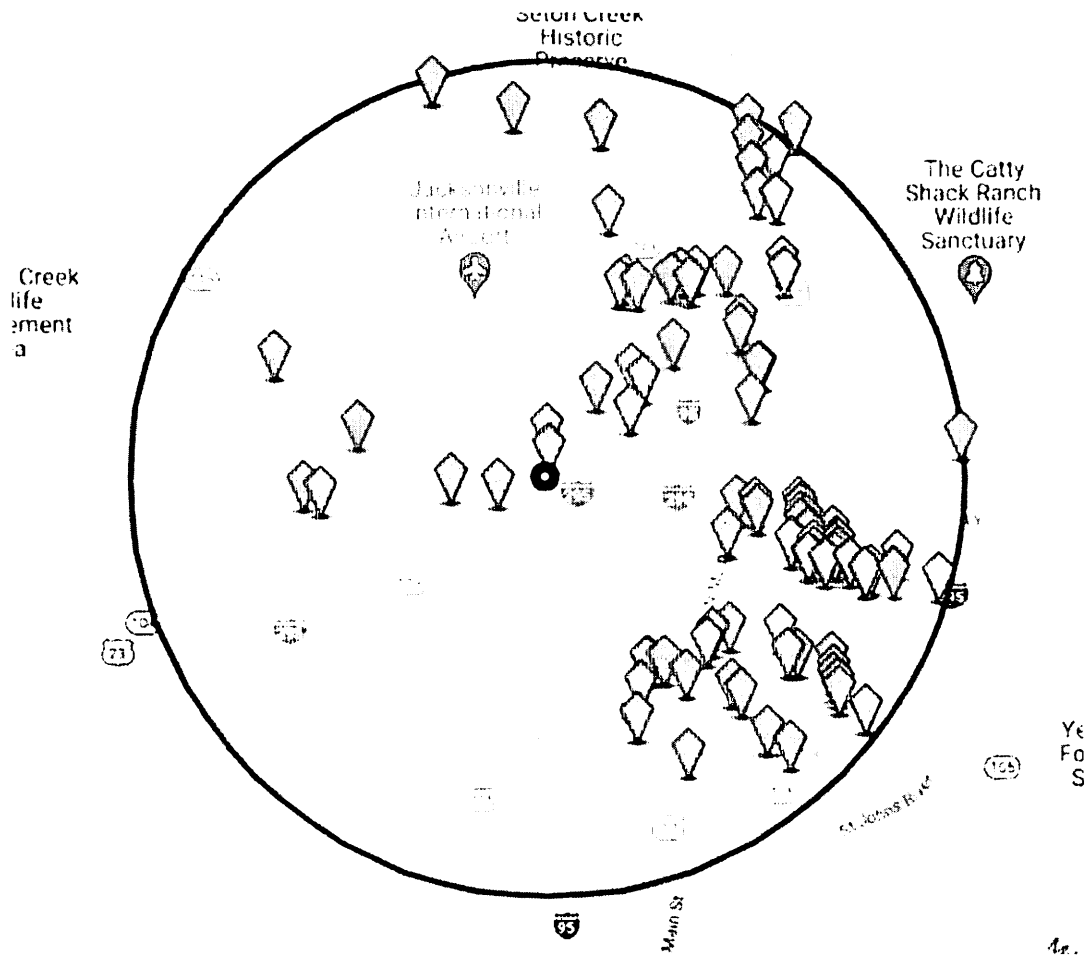


Strategically located

I-95	0.2 miles
I-295	2.7 miles
James Point	4.7 miles
Downtown Jacksonville	5 miles
Jacksonville International Airport	11.5 miles
Blount Island	5.75 miles
Savannah, GA	14.7 miles
Orlando, FL	233 miles
Tampa, FL	147 miles
Charleston, SC	241 miles
Atlanta, GA	144 miles
Miami, FL	333 miles
Washington, DC	613 miles
Charlotte, NC	385 miles
Baltimore, MD	413 miles



OFF MARKET Industrial Land Parcels



Summary off Market Data

Number of Properties	90
Total Land Area (AC)	6,557.38

In addition to the properties listed on market, our search identified another 90 properties totaling 6,557 acres. These are properties with Industrial land use within the trade area that we presume could be utilized for industrial warehouse use.

The subject site represents approximately 1.47% and 0.24% of all vacant industrial land on and off market respectively, within 5 miles of the subject site.

Off Market Industrial Land Parcels

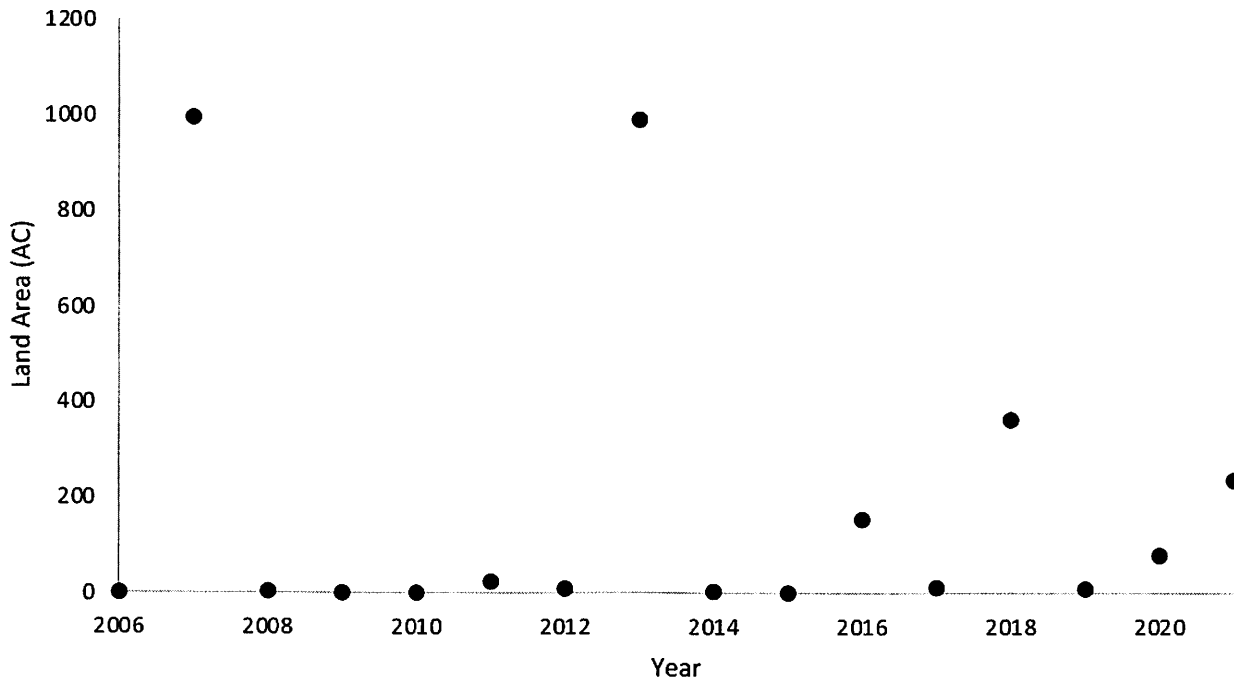
Property Address	Land Area (AC)	Parcel Number 1(Min)	Parcel Number 2(Max)
Alrport Center Dr	26.50	106620-0000	106620-0000
Alrport Center Dr	0.87	107618-1150	107618-1150
Alrport Center Dr	19.91	106609-6600	106609-6600
Alton Box Rd	42.13	020656-0000	080791-0000
Arnold Rd	921.00	019619-0000	019619-0000
0 Arnold Rd	135.00	019577-0045	019577-0045
1600 Block Owens Rd	10.00	019324-0000	019326-0000
Boote Blvd	20.69	109617-0000	109627-0030
11580 Boote Blvd	2.00	109616-0000	109627-0050
Busch Dr	10.00	108764-0510	108764-0510
Busch Dr	15.54	108764-0580	108764-0580
10490 Busch Dr	10.00	108764-0560	108764-1700
N Busch Dr	60.00	108764-0690	108764-0690
Camden Rd	5.06	109501-0325	109501-0325
11637 Camden Rd	14.00	109501-0200	109501-0200
11760 Camden Rd	5.00	109501-0438	109501-0438
11859 Camden Rd	3.00	109501-1240	109501-1240
11864 Camden Rd	4.00	109501-0350	109501-0350
11950 Camden Rd	5.00	109501-0305	109501-0375
Cedar Bay Rd	2.80	108548-0600	108548-0600
Chedoak Ct & Dundas Dr	1.15	044279-1570	044279-1570
325 Clark Rd	15.21	020698-0000	020698-0000
Cold Storage Rd	87.84	108605-0050	108605-0050
Cold Storage Rd	17.53	108605-0130	108605-0130
Dunn Creek Rd	6.25	110629-0100	110629-0100
Duval Rd	11.69	019540-0200	019540-0200
Duval Rd	139.00	019539-0010	019541-0500
Duval Rd	40.00	106608-1020	106608-1020
13957 Duval Rd	3.59	019660-0000	019660-0000
14241 Duval Rd	18.79	019373-0020	019373-0020
15679-15866 Duval Rd	22.20	106279-0000	106279-0000
Eastport Rd	3.05	109566-0000	109566-0000
Eastport Rd	3.00	109607-0500	109607-0500
Eastport Rd	9.54	109619-0200	109619-0200
00 Eastport Rd	4.50	109607-0000	109607-0000
0 Eastport Rd	3.05	088359-0000	088359-0000
0 Eastport Rd	3.00	109451-0100	109451-0100
2 Eastport Rd	10.84	109453-0040	109453-0040
826 Eastport Rd	4.00	109624-0000	109624-0000
848 Eastport Rd	3.50	109625-0000	109625-0000
857 Eastport Rd	5.00	109602-0000	109602-0000
1360 Eastport Rd	6.06	110707-0000	110707-0000
1404 Eastport Rd	3.08	110709-0000	110709-0000
11730 Houle Rd	6.22	109607-0110	109607-0110
11738 Houle Rd	13.75	109502-0010	109502-0010
Hwy 105	44.00	108761-0000	108761-0000
Hwy 105	16.70	108761-0000	108761-0000
Hwy 105	29.80	108761-0000	108761-0000
Hwy 105	13.20	108761-0000	108761-0000
Hwy 105	48.40	108646-0000	108646-0000
Hyatt Rd	0.90	107865-1010	107865-1010
I-295 & International Air Blvd	23.11	019546-0600	019546-0600
I-95 & Owens Rd	130.90	106256-0010	108138-0000
Imeson Park Blvd	25.00	108764-0690	108764-0690
One Imeson Park Blvd	12.34	108764-0275	108764-0275
Lem Turner Rd	503.05	019449-0000	019449-0000
13004 Lem Turner Rd	14.55	019456-0080	019996-0000
14158 Lem Turner Rd	1,080.81	019273-0000	019273-0000
10300 Main St N	22.89	044142-0000	044142-0000
N Main St	19.75	109453-0000	109490-0100
14044 N Main St	9.00	106270-0000	106270-0000
2465 New Berlin Rd	8.16	106509-0000	106509-0000
Owens Rd	64.00	019337-0000	019337-0000
Owens Rd	40.00	019339-0000	019339-0000
905 Owens Rd	130.90	106256-0010	106256-0010
1200 Owens Rd	29.40	106256-0000	106256-0000
1551 Owens Rd	10.68	019323-0000	019323-0000
Owens Rd & I-95	100.00	106256-0020	108138-0020
11985 Palm Lake Dr	9.51	109491-0010	109491-0010
Parker Ave	4.59	108783-0000	108783-0000
Pecan Park Rd	21.60	108137-0000	108137-0000
Pecan Park Rd	91.60	108137-0000	108137-0000
Pecan Park Rd	995.00	108105-0000	108124-0000
Pecan Park Rd	96.60	108126-0000	108137-0000
0 Pecan Park Rd	35.31	019585-0110	019585-0150
Pecan Park & Hwy 17	63.40	41-11-31-0000-01010-0110	41-11-31-0000-01010-0110
SW Pecan Park Rd & Arnold Rd	300.00	019580-1000	019580-1000
Pecan Park Rd - Land	11.44	108127-0000	108127-0000
Vantage Way S	3.91	019359-5175	019359-5175
Busch & Chedoak	1.30	044279-1570	044279-1570
Cedar Bay Rd	20.07	108764-0000	108764-0000
10501 Cold Storage Rd	156.00	108605-0130	108605-0130
Duval Rd	2.00	106251-0000	106251-0000
1509 Eastport Rd	14.53	110715-0000	110715-0000
2003 Faye Rd	12.00	110915-0000	110915-0000
I-295 & Duval Rd	24.00	019542-0020	019700-0900
0 I-95	48.00	108145-1000	108145-1000
Lem Turner Rd	506.13	019449-0000	019449-0000
Vantage Way	6.77	019359-0100	019359-1550
1921 Zoo Pky	1.74	111060-0500	111060-0500

Since 2006, an average of 180.11 acres of industrial land have been sold within a 5-mile radius of the subject site. Based on this historical absorption, it is our opinion that current industrial land in the submarket is in excess of what is needed for the next 25 years of growth.

Industrial Land Sales

Year	Total Land Sold (AC)
2006	0
2007	996.41
2008	3.7
2009	0
2010	0
2011	23.58
2012	9.29
2013	988.32
2014	3
2015	0
2016	157.09
2017	12.15
2018	362.58
2019	9
2020	79.78
2021	236.88
Average	180.11

Industrial Land Sold in Previous 15 Years

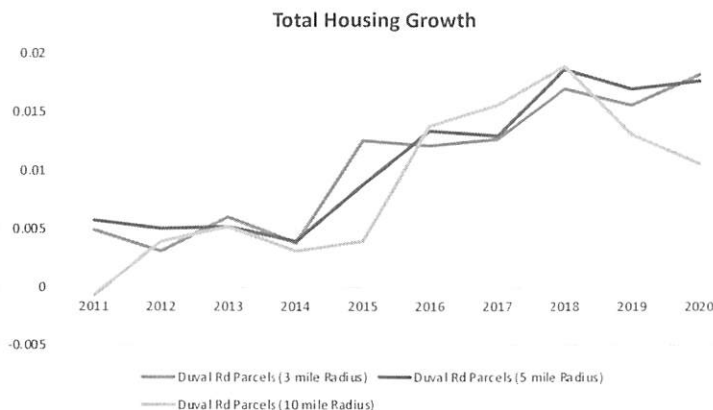


INDUSTRIAL

Employment and Housing

Existing Industrial Building Availability			
Property Address	Submarket Name	Total Building Area (SF)	Total Available Space (SF)
3000 Dunn Ave	Northwest Jacksonville	283,651	299,234
14476 Duval Pl W	North Side	18,000	12,250
14600 Duval Pl W	North Side	13,215	5,000
235 Busch Dr	Ocean Way	64,000	64,000
201 Busch Dr E	Ocean Way	138,210	138,210
10490 Busch Dr N	Ocean Way	172,800	43,200
10501 Cold Storage Rd	Ocean Way	552,720	236,880
2845 Ignition Dr	North Side	435,943	435,943
0 Imeson Park Blvd	Ocean Way	39,000	39,000
1337 Owens Rd	Northeast	255,000	255,000
1333 Tradeport Dr	North Side	35,154	35,154
1400 Zoo Pky	Ocean Way	1,003,200	1,003,200
13845 Alvarez Rd	North Side	94,325	94,325
401 Gun Club Rd	Ocean Way	100,800	100,800
14500 N Hyatt Rd	Ocean Way	278,982	49,500
2737 Ignition Dr	North Side	394,277	62,895
0 Imeson Park Blvd	Ocean Way	60,000	60,000
0 Imeson Park Blvd	Ocean Way	68,400	68,400
0 Imeson Park Blvd	Ocean Way	58,800	58,800
0 Imeson Park Blvd	Ocean Way	40,000	40,000
1 Imeson Park Blvd	Ocean Way	125,000	125,000
1 Imeson Park Blvd	Ocean Way	170,000	170,000
11801 Industry Dr	Ocean Way	255,000	255,000
13398 International Pky	North Side	318,800	193,224
13291 Vantage Way	North Side	111,579	14,958
10760 Yeager Rd	Ocean Way	408,240	408,240
1400 Zoo Pky	Ocean Way	547,200	547,200
1 Imeson Park Blvd	Ocean Way	159,375	159,375
1 Imeson Park Blvd	Ocean Way	297,000	297,000
Total Available Space			5,271,788

Jacksonville has continued to see great demand for industrial warehouse facilities. Companies from around the country are moving to Jacksonville's business friendly environment, leading to growth in the City's labor force. According to the Florida Department of Economic Opportunity, the Jacksonville area labor force increased by 6.5% in the previous year. Much of this growth is derived from advanced manufacturing and logistics companies moving to the Northside of Jacksonville. With over 5.2 million square feet of available existing industrial space, the Northside has ample existing and future industrial real estate for these businesses. However, our research found that housing growth on the Northside, within a 10-mile radius of the subject site, was only 1.06% from 2019 to 2020. We conclude that there is a need for more residential housing in this area to accommodate the fast-growing workforce.



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Commercial Real Estate Network

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NAI Global professionals achieve extraordinary results for clients locally and globally through creativity, collaboration, and the consistent delivery of exceptional knowledge and service that only market-leading firms can provide.

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Top 4 Brand

300+

Offices Worldwide

43

Countries

5,100+

Professionals

1.1+

Billion

SQUARE FEET
MANAGED

\$20

Billion

TRANSACTION
VOLUME

\$1.5

Billion

TOTAL GROSS
REVENUE

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