# City of Jacksonville, Florida

# Donna Deegan, Mayor

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

July 20, 2023

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

# RE: Planning Commission Advisory Report / Ordinance No. 2023-361/Application No. L-5815-23C

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

Pursuant to the provisions of Section 650.405 *Planning Commission* Advisory *Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2023-361 July 20, 2023.

P&DD Recommendation APPROVE

PC Issues: None

PC Vote: 6-0 APPROVE

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

Planning Commission Report July 20, 2023 Page 2

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

Sincerely,

Kristen D. Reed, AICP

Knisten D. Reed

Chief of the 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 – July 14, 2023

Ordinance/Application No.: 2023-361 / L-5815-23C

**Property Location:** 10714 General Avenue, between Center Avenue and

Blair Road.

Real Estate Number(s): 006719 0010

**Property Acreage:** 8.06 Acres

Planning District: District 5, Northwest

City Council District: District 12

Applicant: Amy Miles

Current Land Use: Low Density Residential (LDR)

**Development Area:** Urban Development Area

Proposed Land Use: Light Industrial (LI) 4.67 acres

Current Zoning: Industrial Business Park (IBP) 4.67 acres

Proposed Zoning: Industrial Light (IL)

RECOMMENDATION: Approve

# APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Land use amendment requested to allow for new development of EquipmentShare construction equipment rental facility.

# **BACKGROUND**

The 8.06-acre subject site is located at 10714 General Avenue, on the corner of Celery Avenue and General Avenue. According to the City's Functional Highways Classification Map, both roads are unclassified.

The subject site includes single-family residential and vacant land. The applicant seeks an amendment to the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan from Low Density Residential (LDR) to Light Industrial (LI) to allow the applicant's intended use of the property for unspecified light industrial uses. A companion rezoning has been filed and is pending concurrently with the land use amendment, via Ordinance 2023-362, to change the zoning district of

the site from Industrial Business Park (IBP) to Industrial Light (IL) for a portion of the amendment site. The eastern ½ of the site is in the IL zoning district.

Two similar amendments from LDR to LI have been approved in the past few years pursuant to Ordinances 2022-479-E and 2023-119-E. These sites are just west of the subject site.

The application site is surrounded by LDR, LI, and HI land uses and is located within the Industrial Situational Compatibility Zone.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

<u>North:</u> Land Use: LI, Heavy Industrial (HI), and Community/General Commercial (CGC)

Zoning: IL, Commercial Community/General-1 (CCG-1), and Industrial Heavy (IH)

Property Use: Open storage, Vacant, Single-Family, Warehouse, Office, and Light Manufacture.

South: Land Use: CGC, LI, Low Density Residential (LDR)

Zoning: Residential Low Density-60 (RLD-60), Planned Unit Development

(PUD), IL, IBP, and Rural Residential-Acre (RR-Acre) Property Use: Single-Family, Multi-Family, and Vacant

East: Land Use: HI and LI

Zoning: IL and IH

Property Use: Open storage, Service garage, and Vehicle used sales

West: Land Use: LDR and LI Zoning: RR-Acre and IL

Property Use: Single-Family and Vacant

# 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 potential as shown in this section.

Land Use Amendment Impact Assessment - Application Number L-5815-23C

Development Analysis	8.06	Acres		
Development Boundary	Urban Development Area			
Roadway Frontage Classification / State	General Ave and Celery Ave – Local Road.			
Road	General Ave and Celery Ave – Local Road.			
Plans and/or Studies	Northwest Vision Plan			
Site Utilization	Current:	Proposed:		
One Offication	Residential	LI Uses		
Land Use / Zoning	Current:	Proposed:		
Land Ose / Zoning	LDR / IBP	LI / IL		
Development Standards for Impact	Current:	Proposed:		
Assessment	5 DU / Acre	0.4 FAR		
Development Potential	Current:	Proposed:		
·	40 SF DU	140,437 sq. ft.		
Net Increase or Decrease in Maximum	Increase of 40 SF DI	J		
Density				
Net Increase or Decrease in Potential	Decrease of 140,437	' sq. ft.		
Floor Area				
Population Potential	Current:	Proposed:		
	106 People	N/A		
Special Designation Areas				
Aquatic Preserve	No			
Septic Tank Failure Area	No			
Evacuation Zone	No			
Airport Environment Zone		50', Military Notice Zone,		
	OLF Whitehouse Lighting Regulation Zone			
Industrial Preservation Area	Situational Compatibility			
Cultural Resources	None			
Archaeological Sensitivity	Low Sensitivity			
Historic District	No			
Coastal High Hazard	No			
Adaptation Action Area	No			
Groundwater Aquifer Recharge Area	0-4 inches			
Wellhead Protection Zone	No			
Boat Facility Siting Zone	No			
Brownfield	No			
Public Facilities	T			
Potential Roadway Impact	307 Net New Daily Trips			
Potential Public School Impact	N/A			
Water Provider	JEA			
Potential Water Impact	Decrease of 5,556 gpd			
Sewer Provider	JEA			
Potential Sewer Impact	Decrease of 4,167 g			
Potential Solid Waste Impact	Increase of 331 tons			
Drainage Basin/Sub-basin	Drainage Basin: Ortega River			
	Drainage Sub-basin:	Ortega River		

Development Analysis	8.06 Acres
Recreation and Parks	Whitehouse Park
Mass Transit Access	None
Natural Features	
Elevations	84' to 88'
Land Cover	1180: Residential, rural
	2110: Improved pastures
Soils	32 – Leon fine sand, 0% to 2 % slopes
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than	N/A
50 acres)	

# **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report 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. The method of calculating water and sewer flows to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document.

According to a JEA Availability Letter dated June 21, 2023, there is an existing 8-inch water main within General Avenue right-of-way and an existing 4-inch sewer force main within General Avenue right-of-way.

The applicant indicated in the application that the site would be served by JEA water and sewer. According to Florida Statutes Chapter 381, construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor-owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. The applicant should contact the Florida Department of Environmental Protection for additional information.

# Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

# Future Land Use Element

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

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

- 1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
- 2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
- 3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

# **Transportation**

The subject site is 8.06 acres and is accessible from General Ave, a local facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Light Industrial (LI).

# **Comprehensive Plan Consistency:**

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

### **Transportation Element**

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

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

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

# **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 377 daily trips. If the land use is amended to allow for this proposed LI development, this will result 684 daily trips.

# Transportation Planning Division <u>RECOMMENDS</u> the following:

The difference in daily trips for the proposed land use amendment will result in 307 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

The Generation Estimation Scenarios						
<b>Current Land</b>	ITE Land Use	Potential Number	Estimation Method	Gross Trips	Less Pass-By	Daily Trips
Use Scenario	Code	of Units			Trips	
LDR 210	210	40 SF DUs	T = 9.43 (X)	377	0	377
				Existing Scenario Total	enario Total	377
Proposed Land	ITE Land Use	Potential Number	Estimation Method	Gross Trips	Less Pass-By	Daily Trips
Use Scenario	Code	of Units			Trips	
LI	110	140,437 SF	T = 4.87 (X) / 1000	684	0	684
			Proposed Scenario Total		684	
				Proposed Net I	New Daily Total	307

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

### **Schools**

The proposed amendment does not have a residential component; therefore, the proposed development will have a de minimus impact on school capacity.

# **Airport Environment Zone**

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

### Future Land Use Element

Objective 2.6

Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16

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

# **Military Notice Zone**

The site is also located in a Military Influence Zone for OLF Whitehouse and Cecil Field. These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Policy 2.6.14 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on the Military and Civilian Influence Zones Map.

# **OLF Lighting Regulation Zone**

Additionally, this site is in the Lighting Regulation Zone for OLF Whitehouse. In accordance with 656.1005.2(d)(6), all artificial lighting equipment, including but not limited to flood lights and search lights, whether temporary or permanent installations, shall have positive optical controls so that no light is emitted above the horizontal plane. No building permit shall be granted in this zone unless this requirement has been met.

Policy 2.6.15

In cooperation with the US Military and to preserve the utility of the field for simulated night carrier landings or related missions, the City has designated, through the land development regulations, a lighting regulation zone around Outlying Field (OLF) Whitehouse, requiring that all artificial lighting equipment have positive optical control so that no light is emitted above the horizontal plane. The United States Military has requested this special designation for OLF Whitehouse because of its special fleet carrier landing practice mission.

### **Industrial Zones**

The subject property is in an area identified on the Industrial Preservation Map as an Industrial Situational Compatibility Zone. Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map as areas that are strategically located are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements. Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies.

# Future Land Use Element

Policy 3.2.18

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. The Land Development Regulations include standards and/or criteria for location and intensity of these types of non-industrial uses.

Policy 3.2.22

The area shown on the Industrial Preservation Map 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 3.2.24

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, lands designated Heavy Industrial, Light Industrial Water or Dependent/Water Related 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 development that supports and is compatible with nearby industrial uses.

# **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

# Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

# PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 9, 2023, the required notices of public hearing signs were posted. Sixteen (16) 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 June 20, 2023. No members of the public were in attendance.

# **CONSISTENCY EVALUATION**

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

# Future Land Use Element (FLUE)

Development Area

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

- 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 1.1.7 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

# Policy 1.1.21 Rezonings and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. 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.

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 1.2.8

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

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

- 1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
- 2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
- 3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

- b. Each lot is a minimum of ½ acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.
- Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.30 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.

# Property Rights Element (PRE)

- Goal 1 The City
  - 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 Statues.
- 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 Category Descriptions of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Development Area is intended to provide for low-density residential development. The maximum gross density in the Urban and Suburban Areas shall be 7 units/acre when centralized potable water and wastewater services are available to the site.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The subject site is within an Industrial Situational Compatibility Zone. Pursuant to 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. The subject site is located within an industrial compatibility zone, is an extension of abutting LI land to the east and west and is consistent with industrial trends of the area. Development of the amendment site will be required to comply with enhanced buffering requirements for sites located within the Industrial Situational Compatibility Overlay as outlined in the Zoning Code. Additionally, the site is accessible through General Avenue, a road that currently serves light and heavy industrial uses. Therefore, the amendment to LI is consistent with FLUE Goal 1, Objective 3.2, and Policies 1.1.7 and 3.2.30.

According to a JEA Availability Letter dated June 21, 2023, there is an existing 8-inch water main within General Avenue right-of-way and an existing 4-inch sewer force main within General Avenue right-of-way. The applicant indicated in the application that the site would be served by JEA water and sewer. Therefore, the amendment complies with FLUE Policy 1.2.8.

The proposed amendment would provide additional LI designated land near existing industrial areas and in an area designated for future industrial uses pursuant to the Industrial Situational Compatibility Overlay. The small-scale amendment to take 8.06 acres from LDR to LI would support real estate market flexibility for industrial uses. Therefore, the proposed amendment is consistent with FLUE Policies, 1.1.21 and 3.2.1.

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 Consistency**

The application site lies within the boundary of the Northwest Vision Plan. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed amendment will be required to comply with enhanced buffering requirements for sites located within the Industrial Situational Compatibility Overlay as outlined in the Zoning Code and the amendment is consistent with the existing land use pattern and established character of the area. Therefore, the amendment is consistent with the Vision Plan.

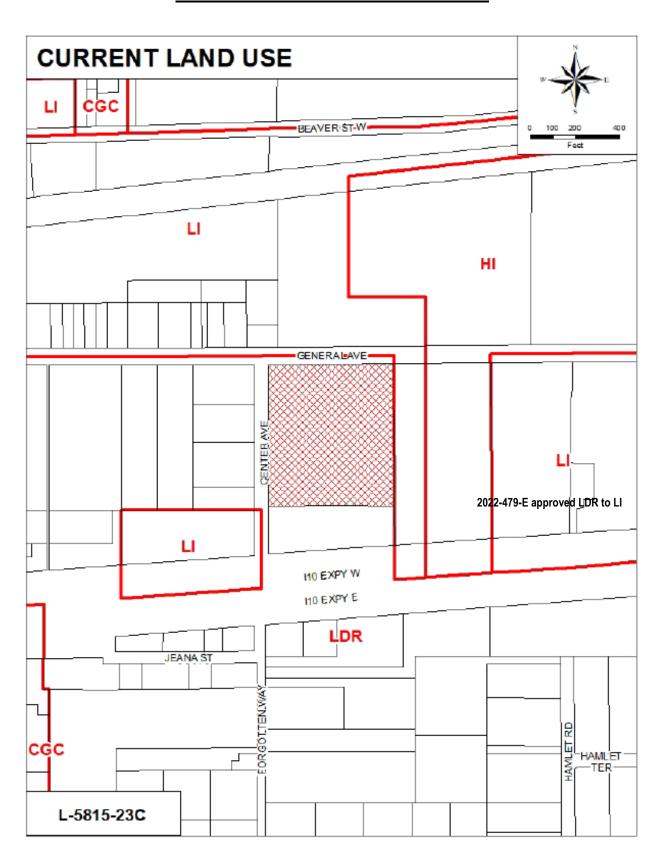
# Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

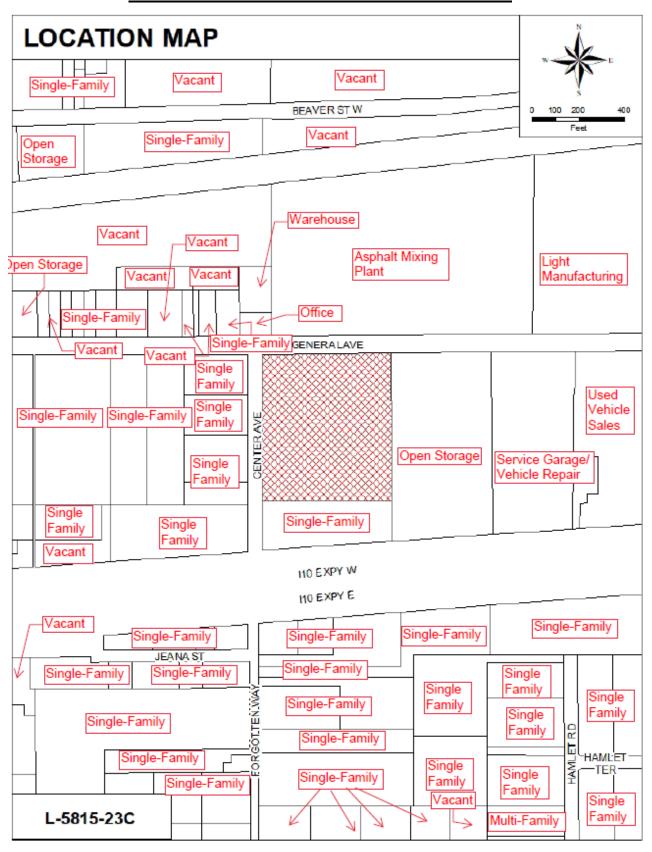
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northwest Florida region.

The proposed land use amendment to LI promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

# **CURRENT LAND USE AMENDMENT MAP**



# LAND USE AMENDMENT LAND UTILIZATION MAP



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RECOMMENDATION: Approve

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the site from Industrial Business Park (IBP) to Industrial Light (IL) for a portion of the amendment site. The eastern ½ of the site is in the IL zoning district.

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North: Land Use: LI, Heavy Industrial (HI), and Community/General Commercial (CGC)

Zoning: IL, Commercial Community/General-1 (CCG-1), and Industrial Heavy (IH)

Property Use: Open storage, Vacant, Single-Family, Warehouse, Office, and Light Manufacture.

South: Land Use: CGC, LI, Low Density Residential (LDR)

Zoning: Residential Low Density-60 (RLD-60), Planned Unit Development

(PUD), IL, IBP, and Rural Residential-Acre (RR-Acre) Property Use: Single-Family, Multi-Family, and Vacant

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Plans and/or Studies	Northwest Vision Plan			
Site Utilization	Current:	Proposed:		
One Offication	Residential	LI Uses		
Land Use / Zoning	Current:	Proposed:		
Land Ose / Zoning	LDR / IBP	LI / IL		
Development Standards for Impact	Current:	Proposed:		
Assessment	5 DU / Acre	0.4 FAR		
Development Potential	Current:	Proposed:		
·	40 SF DU	140,437 sq. ft.		
Net Increase or Decrease in Maximum	Increase of 40 SF DI	J		
Density				
Net Increase or Decrease in Potential	Decrease of 140,437	' sq. ft.		
Floor Area				
Population Potential	Current:	Proposed:		
	106 People	N/A		
Special Designation Areas				
Aquatic Preserve	No			
Septic Tank Failure Area	No			
Evacuation Zone	No			
Airport Environment Zone		50', Military Notice Zone,		
	OLF Whitehouse Lighting Regulation Zone			
Industrial Preservation Area	Situational Compatibility			
Cultural Resources	None			
Archaeological Sensitivity	Low Sensitivity			
Historic District	No			
Coastal High Hazard	No			
Adaptation Action Area	No			
Groundwater Aquifer Recharge Area	0-4 inches			
Wellhead Protection Zone	No			
Boat Facility Siting Zone	No			
Brownfield	No			
Public Facilities	T			
Potential Roadway Impact	307 Net New Daily Trips			
Potential Public School Impact	N/A			
Water Provider	JEA			
Potential Water Impact	Decrease of 5,556 gpd			
Sewer Provider	JEA			
Potential Sewer Impact	Decrease of 4,167 g			
Potential Solid Waste Impact	Increase of 331 tons			
Drainage Basin/Sub-basin	Drainage Basin: Ortega River			
	Drainage Sub-basin:	Ortega River		

Development Analysis	8.06 Acres		
Recreation and Parks	Whitehouse Park		
Mass Transit Access	None		
Natural Features			
Elevations	84' to 88'		
Land Cover	1180: Residential, rural		
	2110: Improved pastures		
Soils	32 – Leon fine sand, 0% to 2 % slopes		
Flood Zones	No		
Wetlands	No		
Wildlife (applicable to sites greater than	N/A		
50 acres)			

# **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report 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. The method of calculating water and sewer flows to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document.

According to a JEA Availability Letter dated June 21, 2023, there is an existing 8-inch water main within General Avenue right-of-way and an existing 4-inch sewer force main within General Avenue right-of-way.

The applicant indicated in the application that the site would be served by JEA water and sewer. According to Florida Statutes Chapter 381, construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor-owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. The applicant should contact the Florida Department of Environmental Protection for additional information.

# Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

# Future Land Use Element

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

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

- 1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
- 2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
- 3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of ½ acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

# **Transportation**

The subject site is 8.06 acres and is accessible from General Ave, a local facility. The proposed land use amendment is located within the Urban Development Area and Mobility Zone 5. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Light Industrial (LI).

# **Comprehensive Plan Consistency:**

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

### **Transportation Element**

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

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

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

# **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current land use would result in 377 daily trips. If the land use is amended to allow for this proposed LI development, this will result 684 daily trips.

# **Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment will result in 307 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

The deficiation estimation scenarios						
<b>Current Land</b>	ITE Land Use	Potential Number	Estimation Method	Gross Trips	Less Pass-By	Daily Trips
Use Scenario	Code	of Units			Trips	
LDR	210	40 SF DUs	T = 9.43 (X)	377	0	377
				Existing Scenario Total		377
Proposed Land	ITE Land Use	Potential Number	Estimation Method	Gross Trips	Less Pass-By	Daily Trips
Use Scenario	Code	of Units			Trips	
LI	110	140,437 SF	T = 4.87 (X) / 1000	684	0	684
				Proposed Scenario Total		684
	Proposed Net New Daily Total			307		

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

### **Schools**

The proposed amendment does not have a residential component; therefore, the proposed development will have a de minimus impact on school capacity.

# **Airport Environment Zone**

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

### Future Land Use Element

Objective 2.6

Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16

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

# **Military Notice Zone**

The site is also located in a Military Influence Zone for OLF Whitehouse and Cecil Field. These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Policy 2.6.14 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on the Military and Civilian Influence Zones Map.

# **OLF Lighting Regulation Zone**

Additionally, this site is in the Lighting Regulation Zone for OLF Whitehouse. In accordance with 656.1005.2(d)(6), all artificial lighting equipment, including but not limited to flood lights and search lights, whether temporary or permanent installations, shall have positive optical controls so that no light is emitted above the horizontal plane. No building permit shall be granted in this zone unless this requirement has been met.

Policy 2.6.15

In cooperation with the US Military and to preserve the utility of the field for simulated night carrier landings or related missions, the City has designated, through the land development regulations, a lighting regulation zone around Outlying Field (OLF) Whitehouse, requiring that all artificial lighting equipment have positive optical control so that no light is emitted above the horizontal plane. The United States Military has requested this special designation for OLF Whitehouse because of its special fleet carrier landing practice mission.

### **Industrial Zones**

The subject property is in an area identified on the Industrial Preservation Map as an Industrial Situational Compatibility Zone. Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map as areas that are strategically located are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements. Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies.

# Future Land Use Element

Policy 3.2.18

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. The Land Development Regulations include standards and/or criteria for location and intensity of these types of non-industrial uses.

Policy 3.2.22

The area shown on the Industrial Preservation Map 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 3.2.24

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, lands designated Heavy Industrial, Light Industrial Water or Dependent/Water Related 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 development that supports and is compatible with nearby industrial uses.

# **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

# Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

# PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on June 9, 2023, the required notices of public hearing signs were posted. Sixteen (16) 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 June 20, 2023. No members of the public were in attendance.

# **CONSISTENCY EVALUATION**

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

# Future Land Use Element (FLUE)

Development Area

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

- 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 1.1.7 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

# Policy 1.1.21 Rezonings and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. 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.

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 1.2.8

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

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

- 1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
- 2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
- 3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.

- b. Each lot is a minimum of ½ acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.
- Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.30 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.

# Property Rights Element (PRE)

- Goal 1 The City
  - 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 Statues.
- 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 Category Descriptions of the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Urban Development Area is intended to provide for low-density residential development. The maximum gross density in the Urban and Suburban Areas shall be 7 units/acre when centralized potable water and wastewater services are available to the site.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The subject site is within an Industrial Situational Compatibility Zone. Pursuant to 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. The subject site is located within an industrial compatibility zone, is an extension of abutting LI land to the east and west and is consistent with industrial trends of the area. Development of the amendment site will be required to comply with enhanced buffering requirements for sites located within the Industrial Situational Compatibility Overlay as outlined in the Zoning Code. Additionally, the site is accessible through General Avenue, a road that currently serves light and heavy industrial uses. Therefore, the amendment to LI is consistent with FLUE Goal 1, Objective 3.2, and Policies 1.1.7 and 3.2.30.

According to a JEA Availability Letter dated June 21, 2023, there is an existing 8-inch water main within General Avenue right-of-way and an existing 4-inch sewer force main within General Avenue right-of-way. The applicant indicated in the application that the site would be served by JEA water and sewer. Therefore, the amendment complies with FLUE Policy 1.2.8.

The proposed amendment would provide additional LI designated land near existing industrial areas and in an area designated for future industrial uses pursuant to the Industrial Situational Compatibility Overlay. The small-scale amendment to take 8.06 acres from LDR to LI would support real estate market flexibility for industrial uses. Therefore, the proposed amendment is consistent with FLUE Policies, 1.1.21 and 3.2.1.

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 Consistency**

The application site lies within the boundary of the Northwest Vision Plan. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed amendment will be required to comply with enhanced buffering requirements for sites located within the Industrial Situational Compatibility Overlay as outlined in the Zoning Code and the amendment is consistent with the existing land use pattern and established character of the area. Therefore, the amendment is consistent with the Vision Plan.

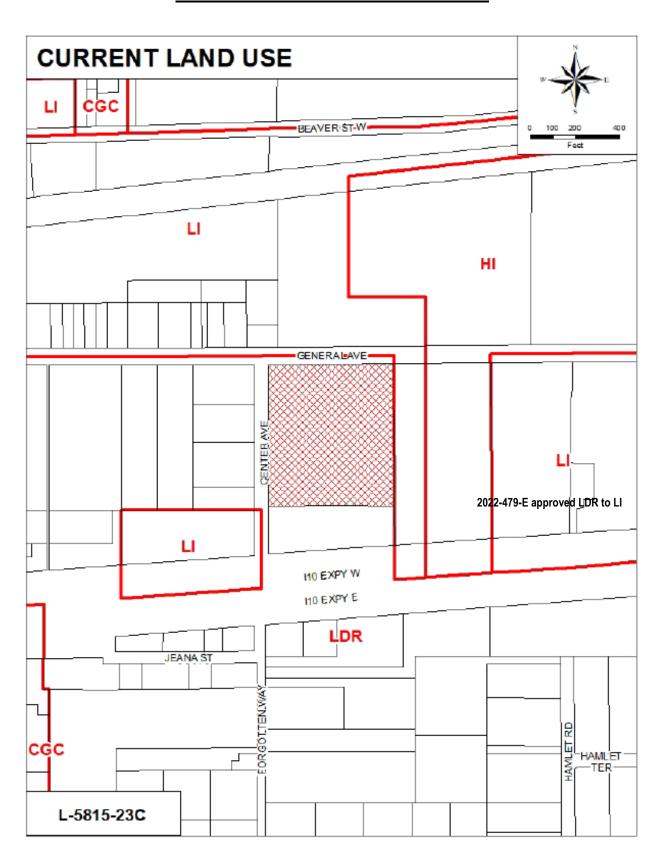
# Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development Element:

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northwest Florida region.

The proposed land use amendment to LI promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

# **CURRENT LAND USE AMENDMENT MAP**



# LAND USE AMENDMENT LAND UTILIZATION MAP

