

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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September 23, 2021

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

RE: Planning Commission Advisory Report / Ordinance No. 2021-628/Application No. L-5609-21C

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-628 on September 23, 2021.

| | |
|---------------------|--------------------|
| P&DD Recommendation | APPROVE |
| PC Issues: | None |
| PC Vote: | 7-0 APPROVE |

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

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

Sincerely,

Kristen D. Reed

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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – September 17, 2021

Ordinance/Application No.: 2021-628 / L-5609-21C

Property Location: 3036 and 3114 US 1 - Philips Highway (SR 5) and 0 St. Augustine Road

Real Estate Number(s): 130411 0600; 130412 0100; 130413 0000

Property Acreage: 5.64 acres

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Steve Diebenow, Esquire

Current Land Use: Community/General Commercial (CGC)

Proposed Land Use: Community/General Commercial (CGC) with site specific Future Land Use Element (FLUE) Policy 4.4.18

Current Zoning: CCG-2

Proposed Zoning: Planned Unit Development (PUD)

Development Boundary: Urban Priority Area

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

This small scale land use amendment and site specific text amendment is needed to provide affordable housing on the property.

BACKGROUND

The 5.64 acre subject site is located in the southwest quadrant of the intersection of Philips Highway (US 1 - SR 5), a principal arterial road, and St. Augustine Road, an unclassified road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Community/General Commercial (CGC) to Community/General Commercial (CGC) with site specific FLUE Policy 4.4.18 (detailed below and included as Exhibit 3, dated August 30, 2021, to the Ordinance) to allow for use of the site as a single-use multi-family residential development. The applicant is also proposing a companion rezoning from

CCG - 2 to Planned Unit Development (P U D) which is pending concurrently with this amendment, pursuant to Ordinance 2021-629.

The northern portion of the amendment site is vacant and the southern portion, developed originally as a motel, was most recently operated as an assisted living facility.

The Philips Highways corridor has traditionally served as a commercial corridor leading into the historic San Marco neighborhood and Downtown Jacksonville. Over the past several years, redevelopment and infill with multi-family residential uses has been trending along this northern portion of the Philips Highway corridor. The San Marco East project, pending as Ordinances 2021-632 and 2021-232, is located just south of this site at the intersection of Philips Highway and Emerson Street. The San Marco East project includes infill multi-family residential to be incorporated into the existing mix of commercial and office uses on the site. Approximately one half of a mile north of the amendment site, in the CGC land use and on the west side of Philips Highway, is the San Marco Promenade PUD approved in 2019 and entitled for a mix of multi-family residential and commercial development. Phase one of the multi-family component has already been constructed and is occupied. Furthering this trend for multi-family infill and redevelopment is the San Marco Crossing PUD which is located just north of the San Marco Promenade PUD. The San Marco Crossing PUD project was subject to a series of land use amendments to High Density Residential and PUDs in 2018 and is in the final stages of construction.

Proposed site specific FLUE Policy 4.4.18:

Pursuant to the authority granted by Sec. 163.3187(1)(b), Florida Statutes (2021), Ordinance 2021-628 for a Small-Scale Amendment is approved subject to the following site specific conditions:

To implement Policy 1.1.25 of the 2030 Comprehensive Plan Future Land Use Element, the following shall apply to this small scale land use map amendment:

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

The site is located along the Philips Highway commercial corridor which provides a mix of commercial uses that are supportive of a multi-family development. Additionally, the site is located in close proximity to public transportation and connects to full urban services.

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

North: Land Use: CGC, LI

Zoning: CCG-2, IL

Property Use: Commercial, Office and Light Industrial

South: Land Use: CGC

Zoning: CCG-2

Property Use: Motel, Tire Shop

East: Land Use: CGC

Zoning: CCG-2, PUD (Ordinance 1995-1159-0706 – Pursuant to CCG-2 Zoning)

Property Use: Commercial, Motel, Office, Auto Service Station

West: Land Use: CGC, LDR

Zoning: CCG-2, RLD-60

Property Use: Retention Pond, Railroad Tracks, Cemetery, Single-Family

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 in the scenarios included in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

Impact Assessment Baseline Review

| Development Analysis of 5.64 acres/ 245,678.4 square feet | | |
|--|---|---|
| Development Boundary | Urban Priority Development Area | |
| Roadway Frontage Classification / State Road | St. Augustine Road - Local Road; Philips Highway (US 1 / SR 5) – Principal Arterial | |
| Plans and/or Studies | Southeast Vision Plan; US 1 Corridor Study | |
| Site Utilization | Current: Assisted Living Facility, Vacant | Proposed: Affordable Multi-Family residential |
| Land Use / Zoning | Current: CGC / CCG-2 | Proposed: CGC w/ SSP 4.4.18 |

| Development Analysis of 5.64 acres/ 245,678.4 square feet | | |
|--|--|--|
| Development Standards for Impact Assessment | Current: Scenario 1: 80% at 45 DU/Acre & 20% at 0.35 FAR Scenario 2: 0.35 FAR | Proposed: Scenario 1: 0.35 FAR Scenario 2: Pursuant to FLUE Policy 4.4.18 - 100% Residential at 45 DU/Acre |
| Development Potential | Current: Scenario 1: 203 DU & 17,197 Sq. Ft. Nonresidential Scenario 2: 85,987 Sq. Ft. Non-Residential | Proposed: Scenario 1: 85,987 Sq. Ft. Nonresidential Scenario 2: 253 DU |
| Net Increase or Decrease in Maximum Density | Scenario 1: Decrease of 203 DU Scenario 2: Increase of 253 DU | |
| Net Increase or Decrease in Potential Floor Area | Scenario 1: Increase of 68,790 Sq. Ft. Scenario 2: Decrease of 85,987 Sq. Ft. | |
| Population Potential | Current: Scenario 1: 477 people Scenario 2: N/A | Proposed: Scenario 1: N/A Scenario 2: 594 people |
| Special Designation Areas | | |
| Aquatic Preserve | No | |
| Septic Tank Failure Area | No | |
| Airport Environment Zone | 300 Ft Ht Restriction Zone NAS Jax | |
| Industrial Preservation Area | No | |
| Cultural Resources | No | |
| Archaeological Sensitivity | Low to High | |
| Historic District | No | |
| Coastal High Hazard/Adaptation Action Area | No | |
| Groundwater Aquifer Recharge Area | Discharge Area | |
| Wellhead Protection Zone | No | |
| Boat Facility Siting Zone | No | |
| Brownfield | Brownfield Study Area | |
| Public Facilities | | |
| Potential Roadway Impact | No Net New Daily Trips | |
| Potential Public School Impact | 83 Students | |
| Water Provider | JEA | |
| Potential Water Impact | Scenario 1: Decrease of 44,265.5 gallons per day (GPD) Scenario 2: Increase of 55,155.7 GPD | |
| Sewer Provider | JEA | |
| Potential Sewer Impact | Scenario 1: Decrease of 33,199.1 GPD Scenario 2: Increase of 41,366.7 GPD | |
| Potential Solid Waste Impact | Scenario 1: Decrease of 417.74 tons per year Scenario 2: Increase of 520.22 tons per year | |
| Drainage Basin/Sub-basin | Up Stream of Trout River Basin / Craig Creek Sub-Basin | |
| Recreation and Parks | Alexandria Oaks Park | |
| Mass Transit Access | Bus Route 27 – Stop # 1133; Bus Route 17 – Stop 1134 | |

| Development Analysis of 5.64 acres/ 245,678.4 square feet | |
|--|---|
| Natural Features | |
| Elevations | 22-25 feet above mean sea level |
| Land Cover | 1400: Commercial and Services |
| Soils | 2: Albany Fine Sand 0 to 5 percent slopes; 69: Urban Land |
| Flood Zones | No |
| Wetlands | No |
| Wildlife (applicable to sites greater than 50 acres) | Not Applicable |

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the JaxGIS Infrastructure Map, JEA water mains run in front of the amendment site along both the St. Augustine Road and Philips Highway rights-of-way and a JEA sewer main runs in front of the amendment site along the Philips Highway right-of-way.

Future Land Use Element

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

Transportation

The Planning and Development Department completed a transportation analysis, which is on file with the Department. The analysis was done to provide a comparative trip generation analysis for a proposed comprehensive plan amendment L-5609-21C, located at the southwest intersection of Phillips Highway and St. Augustine Road East, and is within the Urban Priority Development Area of Jacksonville, Florida.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. The subject site consists of multiple parcels with a Community General Commercial (CGC) land use on approximately 5.64 acres. The proposed land use amendment is to allow for Community General Commercial (CGC) uses subject to a Site-Specific Policy that allows for 100% of residential uses.

In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the existing CGC land use category with 100% non-residential (ITE Code 820) has a development potential of 85,987 SF, which could generate 4,326 daily trips. The existing CGC land use category with 80% residential and 20% non-residential (ITE Code 820) results in a development potential of 17,197 SF of commercial space, which could generate 746 average daily trips and 203 multi-family dwelling units (ITE Code 220) which could generate 1,486 average daily trips.

The proposed CGC land use category with a site-specific policy and 100% residential (ITE Code 820) results in a development potential of 253 multi-family dwelling units (ITE Code 220) which could generate 1,852 average daily trips.

The analysis indicates that the proposed land use scenario compared to the current allowable land use scenario results in zero total net new daily vehicular trips. However, the trip generation for the proposed comprehensive plan land use, demonstrates that this amendment will still result in significant external traffic impacts.

Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

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.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that the City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series 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 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long-Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is in Mobility Zone 8.

The subject site is accessible via St. Augustine Road East, an unclassified facility, and Philips Highway (US 1), a principal arterial. The proposed CGC development scenarios will generate significant new daily trips on the external roadway network. The Planning Division recommends ongoing coordinating efforts with FDOT and the City of Jacksonville Traffic Engineer to ensure that a traffic operational analysis is provided to address the specific external impacts as a result of this land use amendment. US 1 is subject to FDOT review and access management requirements.

School Capacity

The 5.64 acre proposed land use map amendment has a development potential under scenario 2 of 253 dwelling units and, 83 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:

- Elementary School
 - Concurrency Service Area (CSA) 4
 - 2020/2021 enrollment: 5,438
 - Current utilization: 80%
 - New student development from amendment: 42
 - 5-year utilization: 100%
 - Available seats in CSA 4: 412
 - Available seats in adjacent CSA(s): 3 and 5 is 1,716

- Middle School
 - CSA 4
 - 2020/2021 enrollment: 4,005
 - Current utilization: 82%
 - New student development from amendment: 18
 - 5-year utilization: 85%
 - Available seats in CSA 4: 277
 - Available seats in adjacent CSA(s): 3 and 5 is 251

- High School
 - CSA 4
 - 2020/2021 enrollment: 856
 - Current utilization: 67%
 - New student development from amendment: 23
 - 5-year utilization: 86%
 - Available seats in CSA 4: 11
 - Available seats in adjacent CSA(s): 3 and 5 is 10

Note: Available seats include current reservations

Analysis of the proposed residential development reveals a potential deficiency for school capacity for high schools within CSA 4. School capacity will be reviewed by the Concurrency and Mobility Management System Office for compliance with adopted level of service standards and mitigation requirements.

Public School Facilities Element

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

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

Objective 3.2 Adopted Level of Service (LOS) Standards

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

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

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

- **Hendricks Avenue Elementary School # 71¹**
 - CSA 4
 - Amendment student generation: 42
 - School Capacity including permanent spaces and portables²: 659
 - Current enrollment 20 day county for 2020/2021: 621
 - Percent Occupied: 94%
 - 4-year projection: 100%

- **Alfred I. DuPont Middle School #66¹**
 - CSA 4
 - Amendment student generation: 18
 - School Capacity including permanent spaces and portables²: 1,071
 - Current enrollment 20 day county for 2020/2021: 720
 - Percent Occupied: 67%
 - 4-year projection: 72%

- **Terry Parker High School #86¹**
 - CSA 3
 - Amendment student generation: 23
 - School Capacity including permanent spaces and portables²: 1,866
 - Current enrollment 20 day county for 2020/2021: 1,534

- Percent Occupied: 82%
- 4-year projection: 95%

Notes:

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

²Does not include ESE and room exclusions

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low 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.

Airport Environment Zone

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station (NAS Jax). Zoning will limit development to a maximum height of less than 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Future Land Use Element

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

Brownfield Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in F.S. 376.79(5). Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance,

pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

Future Land Use Element

Policy 2.2.13 Prioritize brownfield sites for redevelopment based on the extent of contamination and ease of remediation, potential for available funding, and potential for mixed use redevelopment. The City's Brownfield Coordinator should identify these sites and rank them according to the following criteria:

1. Ease of remediation and suitability of the site for residential or recreational uses
2. Location on major road corridors and accessibility to transit
3. Large sites with the greatest potential to be redeveloped as a compact and walkable project which adds needed density, parks and open space to the community

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 15, 2021, the required notices of public hearing signs were posted. Forty-six (46) 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 September 16, 2021. No members of the public attended to speak on the proposed amendment.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

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 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.1.25 The City will encourage the use of such smart growth practices as:
- 1. Interconnectivity of transportation modes and recreation and open space areas;
 - 2. A range of densities and types of residential developments;

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

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

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

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

Policy 3.1.8 The City shall give high priority consideration to the provision of affordable housing in land development and funding decisions, especially those made relating to public/private cooperative efforts in which the City is participating.

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

Policy 6.3.3 Through implementation of the Land Development Regulations, the Future Land Use Map, and other studies and master plans, the City will target the development of workforce and affordable housing in areas where individuals and families can make the best use of transportation corridors and mass transit.

Housing Element (HE)

Policy 1.1.4 The City's Planning and Development Department shall ensure that the Future Land Use Element shall include an adequate supply of land for various types of residential uses needed in the City and that the required infrastructure will be in place concurrent with the impact of proposed developments.

Pending Property Rights Element Ordinance 2021-334 (PRE)

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

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

Policy 1.1.1 The City 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 Future Land Use Element (FLUE), Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development that includes residential development is preferred to provide support for commercial and other uses. CGC also allows for multi-family residential at densities up to 60 units per acre in the Urban Priority Area, subject to the provision that residential uses shall not be the sole use and shall not exceed 80 percent of a development.

The applicant is proposing a change from CGC to CGC with site specific Future Land Use Element (FLUE) Policy 4.4.18. The site specific policy exempts the subject site from the

Community/General Commercial Urban Priority Area Development Characteristic prohibiting ground floor residential uses abutting roadways classified as arterials or higher on the Functional Highway Classification Map and permits single use residential development on 100% of the site. The amendment site is a portion of a larger area of CGC designated land developed with non-residential uses and as such, the overall intent of the CGC mix of uses requirement is maintained.

The amendment and site specific policy will facilitate infill and redevelopment of affordable housing on a site located within the Urban Priority Development Area that has access to full urban services and infrastructure. Therefore, the amendment implements the intent of the Urban Priority Development Area and is consistent with FLUE Goals 1 and 3, Objectives 1.1, 3.1 and 6.3, and Policies 1.1.22, 3.1.8 and 6.3.3. Additionally, the amendment ensures the provision of an adequate supply of land for various types of residential uses in accordance with Housing Element Policy 1.1.4.

Consistent with smart growth goals, this amendment and site specific policy facilitates the location of affordable housing in close proximity to employment opportunities, enhances the existing development pattern by adding residential uses along a predominantly commercial corridor and promotes redevelopment in the Urban Priority Development Area. Additionally, the area surrounding the amendment site is equipped to support a variety of mobility options. Therefore, the amendment furthers the intent of FLUE Goal 1 and 3, FLUE Objective 1.1, FLUE Policies 1.1.5, 1.1.22, 1.1.25 and 1.3.8.

The amendment and site specific policy supports the ability of the real estate market to provide a variety of choices and opportunities for permanent residents while promoting development to support nearby non-residential uses. Infill and redevelopment resulting from this amendment will foster a vibrant and viable community and the small scale nature of the amendment will not negatively impact the overall provision and distribution of land uses throughout the City. As such, the proposed amendment and site specific policy are consistent with FLUE Policies 1.1.5 and 1.1.21.

The proposed amendment and site specific policy 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.

Southeast Vision Plan (2010)

The subject property is located within the boundaries of the *Southeast Vision Plan*. The primary goal of the Vision Plan is protecting existing neighborhoods while providing new opportunities for growth and diversity. Many of the policy recommendations in the Vision Plan have been incorporated into the 2030 Comprehensive Plan and the amendment is evaluated for consistency with those recommendations under the consistency evaluation section of this report.

The Vision Plan identifies this area as a major transportation corridor. Policy 2.2 of the Southeast Vision Plan states, “encourage redevelopment along arterials with higher densities and intensities that limit impacts of failing roadways.” Additionally, Sub-Principle 2.2.2 recommends encouraging mixed-use redevelopment along blighted corridors such as Philips Highway. The proposed amendment allows for high density infill residential along a predominantly commercial corridor that has the infrastructure to accommodate a variety of mobility options. The traffic impact analysis conducted by the Transportation Division of the Planning Department shows that the proposed amendment would result in no net increase of daily trips. Therefore, the proposed amendment would provide a higher density development while limiting the impact on nearby roadways, consistent with the Southeast Vision Plan.

US 1 Corridor Study (2001)

The amendment site is located within the boundaries of the northern segment of the US 1 Corridor Study area. The study provides that this segment of the US 1 Corridor was trending toward a general decline in quality and economic investment. In order reverse this trend, the Study indicates that infill development should be encouraged. The proposed amendment and site specific policy will continue the more recent trend of adding high density residential to the mix of uses fronting along the predominantly commercial corridor while promoting economic investment in this segment of the corridor.

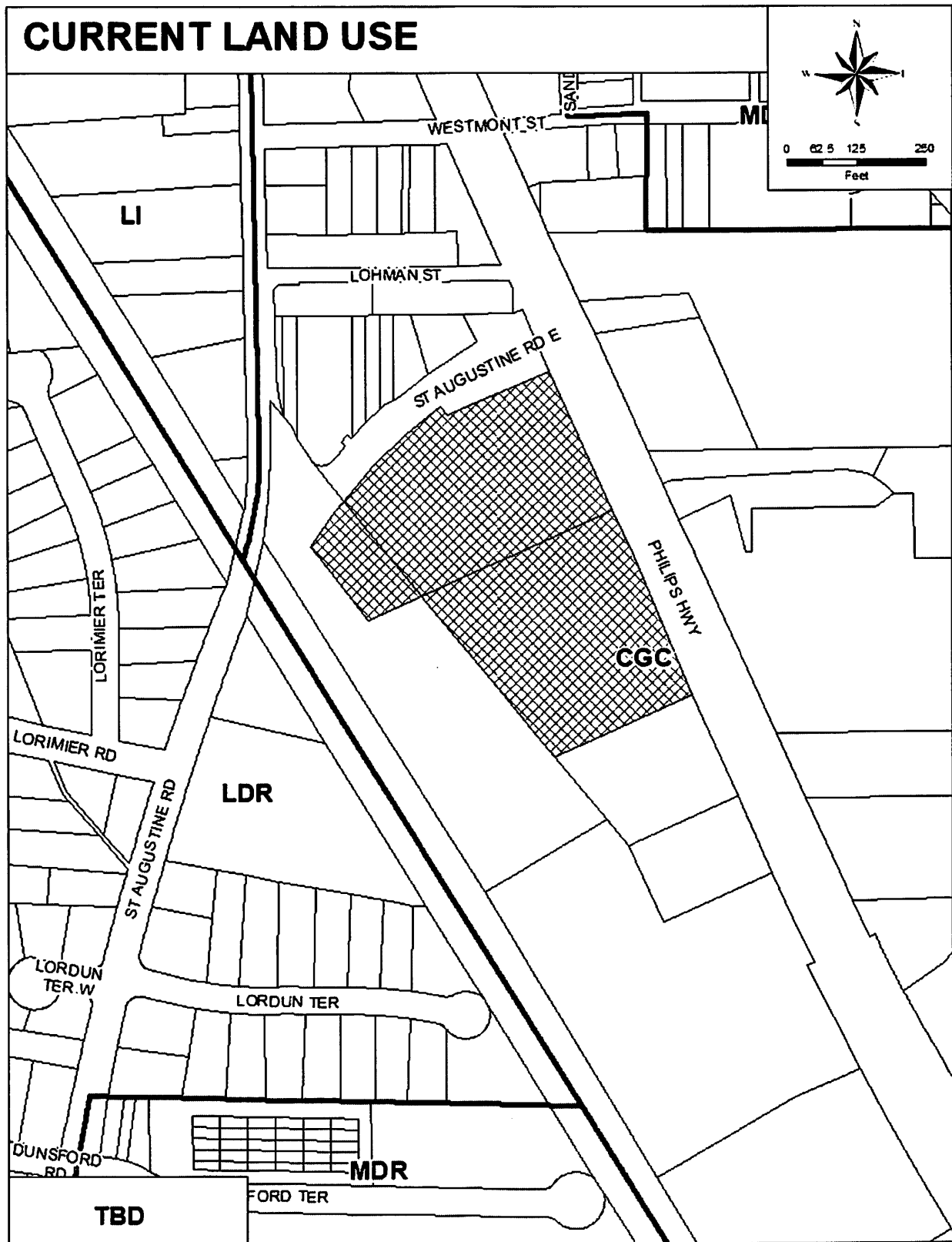
Strategic Regional Policy Plan

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

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and creating a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



LOCATION / EXISTING USES MAP

