



**PROPOSED SMALL-SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**

**OVERVIEW**

**ORDINANCE: 2016-282**

**APPLICATION: 2016C-006-3-11**

**APPLICANT: T.R. HAINLINE**

**PROPERTY LOCATION: Southwest quadrant of J.Turner Butler and Interstate- 295**

**Acreeage: 9.92**

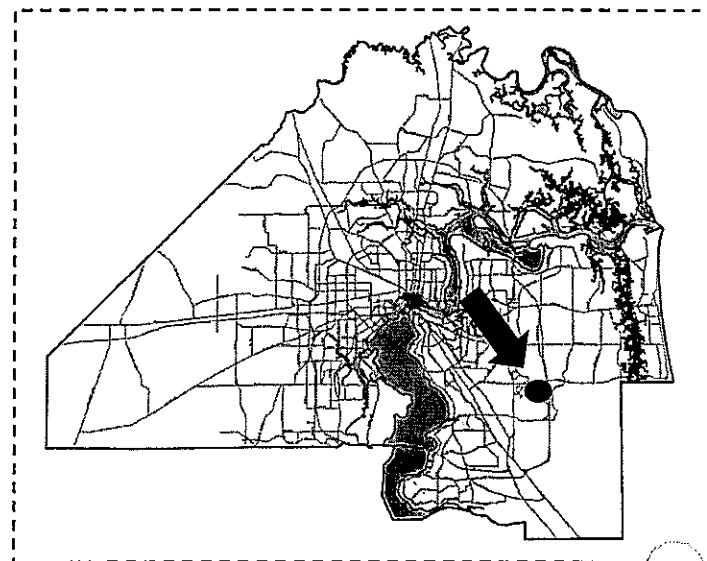
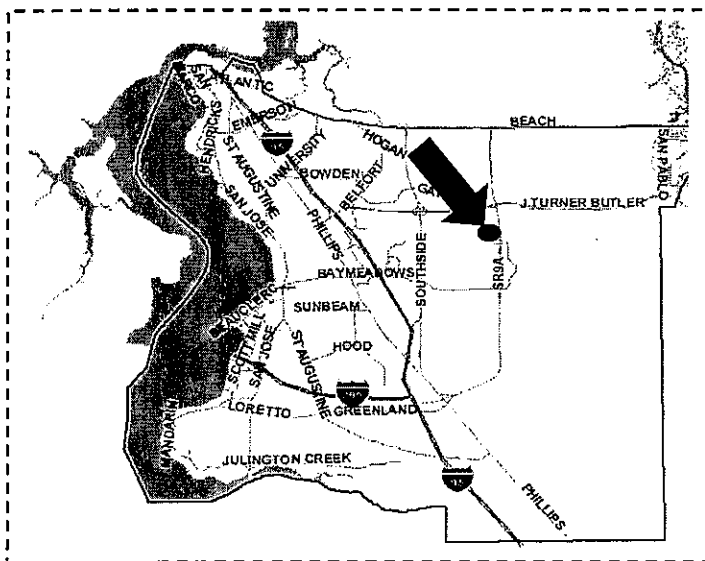
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>RPI</b>	<b>CGC</b>
<b>ZONING</b>	<b>CO</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
RPI	CGC	N/A	N/A	216,057 Sq. Ft. Office/ Commercial Uses	151,240 Sq.Ft. Commercial Uses	N/A	Decrease of 64,817 Sq. Ft. Office/ Commercial Uses

**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

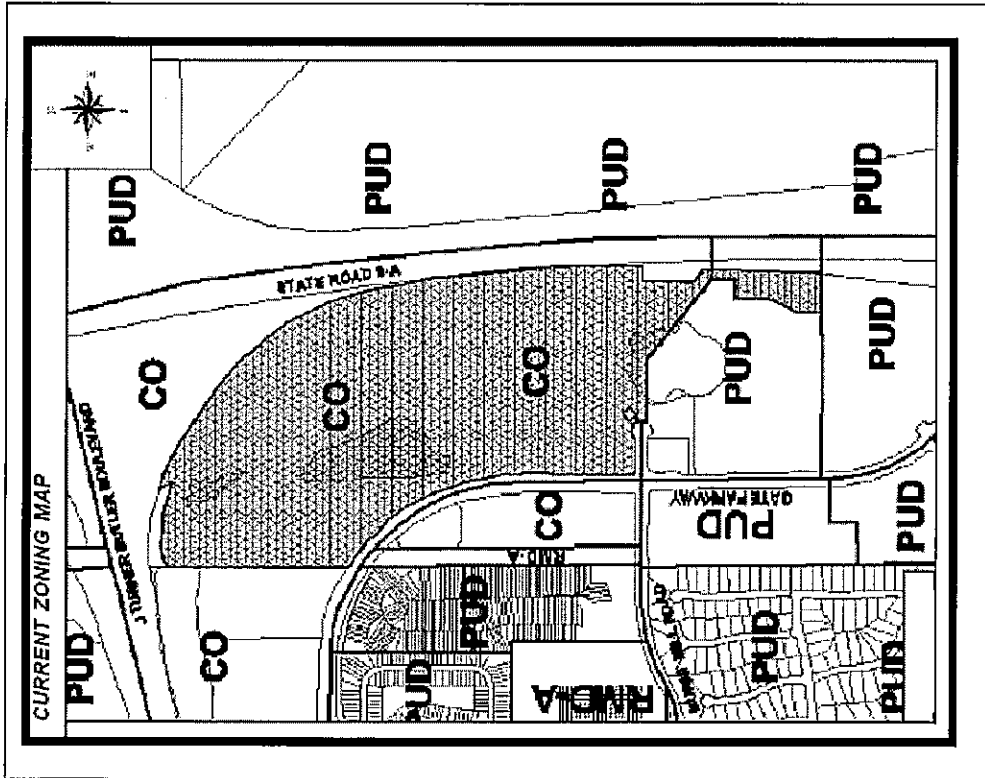
**LOCATION MAPS:**



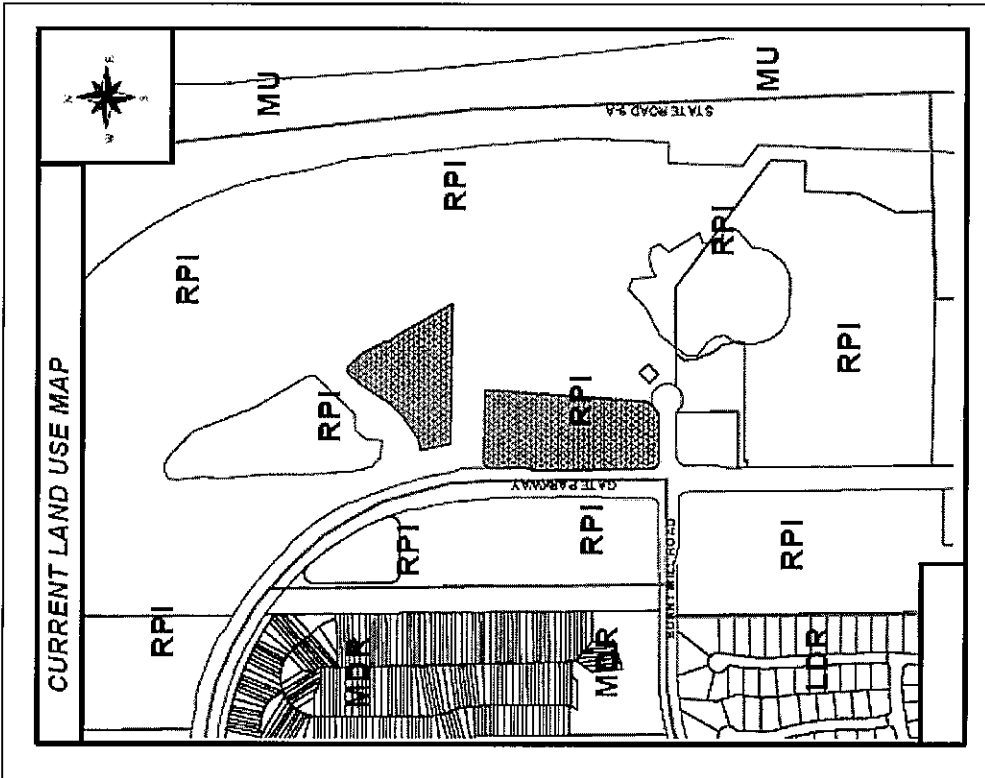


# DUAL MAP PAGE

## SMALL SCALE LAND USE APPLICATION 2016C-006



Current Zoning District(s): Commercial Office (CO)  
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Residential Professional Institutional (RPI)  
Requested FLUM Land Use Category: Community/General Commercial (CGC)

## ANALYSIS

### **Background:**

The 9.92 acre amendment site is located on the east side of Gate Parkway at the southwest quadrant of J. Turner Butler Boulevard and Interstate-295. The property is located in Council District 11, within the Southeast Planning District and within the Urban Development Area. The subject property is currently undeveloped.

The applicant proposes a future land use amendment from Residential Professional Institutional (RPI) to Community/ General Commercial (CGC) and a rezoning from Commercial Office (CO) to Planned Unit Development (PUD). The companion PUD incorporates the subject property along Gate Parkway with an additional 106.40 acres for a total site of 116.32 acres. The land use amendment would allow for development of commercial and office uses. According to the applicant, the proposed PUD allows for a mix of residential, office, institutional, commercial and recreational uses which have been addressed at two workshops held with Council Member Becton for residents of the community. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2016-283.

The area surrounding the subject property is mostly developed with a mix of undeveloped land, commercial retail sales and service establishments, office and residential uses. Immediately west of the site and across Gate Parkway is vacant commercial land. The residential areas consist of single and multi-family homes mostly located to the west of the vacant land and within the Low Density Residential (LDR) and Medium Density Residential (MDR) land use categories. South of the application site, there is a small shopping center consisting of a gym, dry cleaner, coffee shop and restaurant that separates the proposed uses from the nearby multi-family uses. Also adjacent to the small shopping center are two office buildings. Attachment A provides a detailed picture of the existing development pattern for the immediate area.

Access to the site is via Gate Parkway and Burnt Mill Road. Gate Parkway and Burnt Mill Road are classified as minor arterial roadways according to the Functional Highway Classification Map. Additionally, the site is located 0.30 miles west from Interstate 295 and almost half a mile north from the Gate Parkway and Interstate 295 ramp. Sidewalks are within walking distance of the subject site and on both sides of Gate Parkway. The proposed development does not include a residential component so school capacity will not be impacted by the change from RPI to CGC.

### **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.

### **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).

### **Flood Zone**

Approximately 0.31 acres of the subject site is located within the 100 year flood zone (AE). The flood zone is located on the northern and eastern edge of the northern parcel (see Attachment C). This area of the site drains into a man-made channel (Mill Dam Branch) which then drains in a southeasterly direction into Gum Swamp. The drainage of Gum Swamp then enters the Pablo Creek Basin which empties into the Intra Coastal Waterway.

The developer has submitted an application (FEMA Case number: 15-04-9541R) to the Federal Emergency Management Agency (FEMA) to fill areas of the site located within the flood zone. Filling the site will remove it.

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 3,262 net new daily external trips and 180 PM new peak hour trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

### **Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly medium and low probability for the presence of archaeological resources. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during site development.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Mixed-Use Project
Land Use Category	RPI	CGC
Development Standards For Impact Assessment	0.5 FAR	0.35 FAR
Development Potential	216,057 sq. ft.	151,240 sq. ft.
Population Potential	N/A	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Mostly medium and low probability	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		Mostly discharge with 0-4
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	Potential increase of 180 peak hour and 3,262 daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 7,600 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 5,700 gallons per day	
Potential Solid Waste Impact	Decrease of 103.7 tons per year	
Drainage Basin / Sub-Basin	Mill Dam Branch and Puncheon Gum Swamp	
Recreation and Parks	Deerwood Rotary Children's Park (1 mile southeast)	
Mass Transit	N/A	
<b>NATURAL FEATURES</b>		
Elevations	25-35 feet	
Soils	Evergreen-Wesconnett complex, depressional, 0 to 2 percent slopes, Leon fine sand, 0 to 2 percent slopes, Arents, nearly level	
Land Cover	Wetland coniferous forest, Upland coniferous forests, Forest regeneration areas6200	
Flood Zone	AE	
Wet Lands	N/A	
Wild Life	N/A	

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on April 15, 2016, the required notices of public hearing signs were posted. Thirteen (13) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Citizen's Information Meeting on April 18, 2016. There were no speakers in opposition to the application.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan**

The proposed amendment is **consistent** with the following Goal, Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Policy 1.1.10 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 1.1.22 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.
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

According to the Category Descriptions for the Urban Development Areas of the FLUE, the RPI future land use category primarily permits medium to high density residential, professional office and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses.

The Community General Commercial (CGC) land use designation includes outlets and establishments that offer a wide range of goods and services including general merchandise, apparel, food and related items. General commercial uses include business and professional offices, financial institutions, highway commercial, mobile home/motor home rental and sales, off-street parking lots and garages, and boat storage and sales, among other similar types of commercial developments.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map. The subject site is located in the Urban Development Area of the Southeast Planning District, in an area with access to full urban services with sidewalks within walking distance. The site subject to the proposed amendment fronts onto Gate Parkway, a minor arterial roadway which provides access to the site. Therefore, the proposed amendment is consistent with the CGC Future Land Use Category preference for new designations. Additionally, the amendment aids in maintaining a compact and compatible land use pattern, consistent with FLUE Policies 1.1.22 and 3.1.3.

The proposed amendment to CGC is compatible with the character of the adjacent uses fulfilling FLUE Objective 3.2 and Policy 3.2.1. Surrounding RPI land use acts as a buffer between the amendment site and nearby residential development achieving FLUE Policy 1.1.10.

The proposed land use amendment encourages development of an underutilized property within the Urban Area of the City that already has the infrastructure, utilities, and public facilities in place to support such development. As such, the proposed land use amendment is consistent with FLUE Objective 6.3 and the original intent of Urban Development Area which encourages revitalization and use of existing infrastructure through redevelopment and infill. The proposed amendment protects the character of the nearby residential area and optimizes the combined potentials for economic benefit as required by FLUE Goal 1 and Objective 3.2.



### **Southeast Vision Plan**

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. Principle Two encourages commercial development in locations that maximize adjacencies to existing land uses, have the greatest opportunity for connectivity, and reuse vacant or underutilized land in developed areas. Therefore, the proposed amendment is consistent with the Southeast Jacksonville Vision Plan as it encourages a walkable commercial environment in close proximity to existing residential neighborhoods.

### **Strategic Regional Policy Plan**

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

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

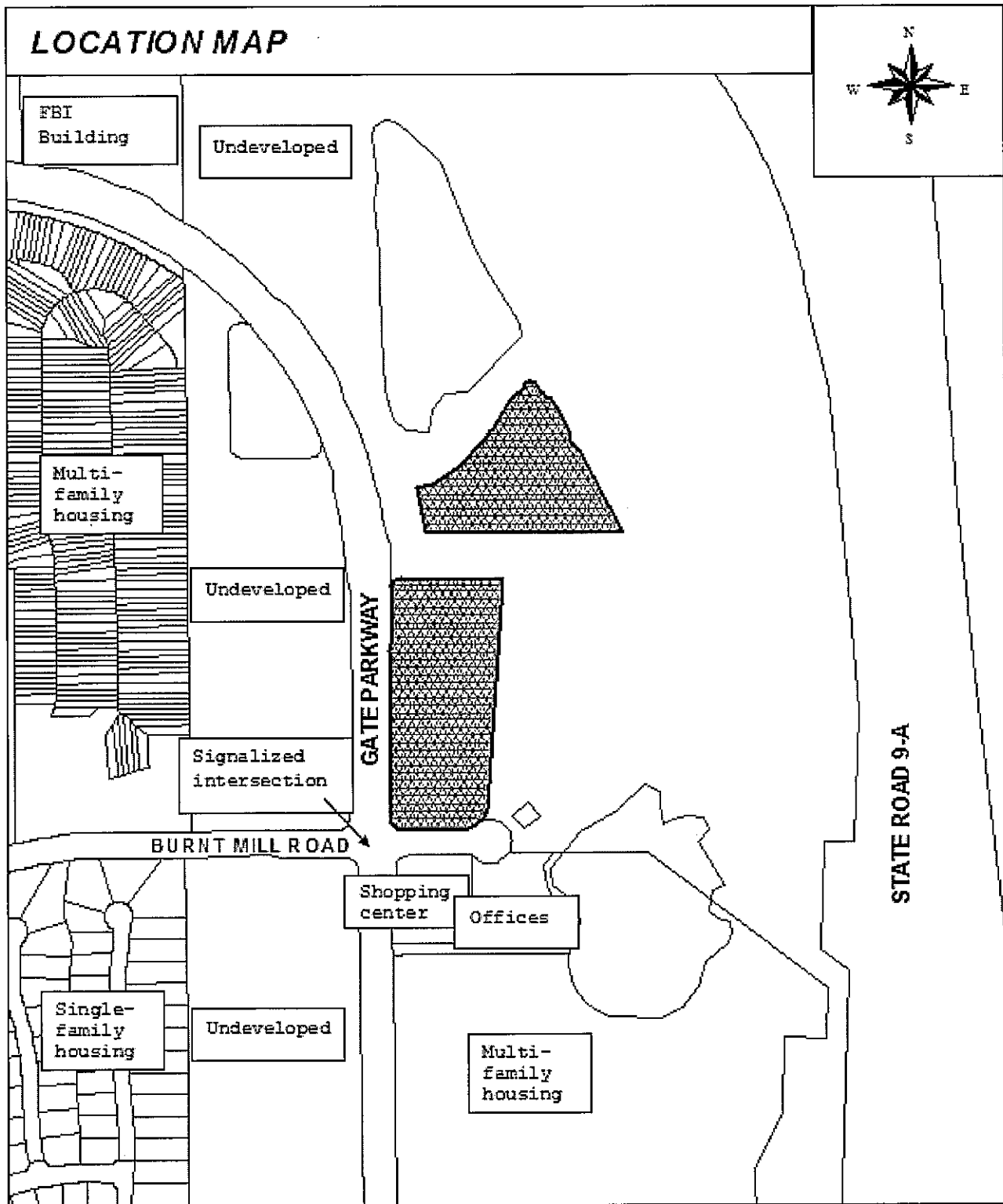
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Plan.

# ATTACHMENT A

## Existing Land Utilization:



# ATTACHMENT B:

## Transportation:

### MEMORANDUM

DATE: April 20, 2016

TO: Rosario Lacayo  
Community Planning Division

FROM: Lurise Bannister  
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment 2016C-006

A trip generation analysis was conducted for Land Use Amendment 2016C-006, located at along Gate Parkway, north of Burnt Mill Road in the Transportation Management Area of Jacksonville, Florida. The subject site is undeveloped with an existing Residential/Professional/Institutional (RPI) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) on the 9.92 acres.

Trip generation was calculated for the existing and proposed land uses based on *Trip Generation*, 9<sup>th</sup> Edition by the Institute of Transportation Engineers (ITE). Trip generation was conducted for maximum development potential based on the estimated average daily and PM peak hour trips. In accordance with the development impact assessment standards established in the 2030 Comprehensive Plan, the RPI land use category allows for 0.5 FAR (non-residential) per acre resulting in a development potential of 216,057 SF of office space (ITE Land Use Code 710), generating 320 PM peak hour trips and 2,358 daily trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 151,240 SF of commercial space (ITE Land Use Code 820) which could generate 500 PM peak hour trips and 5,620 daily trips, which includes a 36.76% pass-by trip reduction. The difference in trips results in a net increase of 180 PM peak hour and 3,262 daily vehicular trips if the land use is amended from RPI to CGC, as shown in Table A.

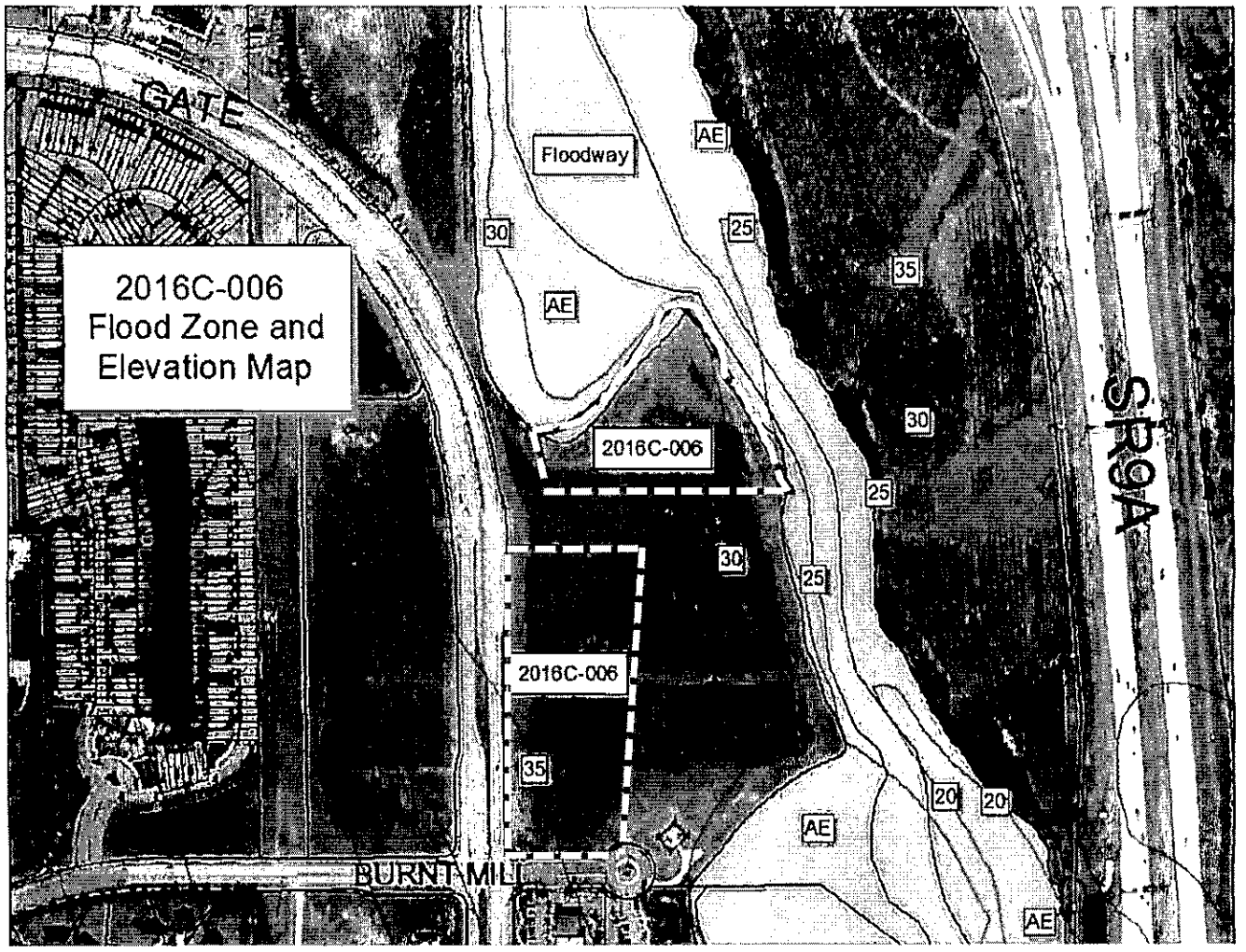
**Table A**  
Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
RPI	710	216,057 SF	$T = 1.12 (X) + 78.45 / 1000$	320	0.00%	0.00%	320	
			$Ln (T) = 0.78 Ln(X) + 3.68 / 1000$	2,358	0.00%	0.00%		2,358
Total Section 1							320	2,358
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New PM Peak Trip Ends	Net New Daily Trip Ends
CGC	820	151,240 SF	$Ln (T) = 0.87 Ln(X) + 3.31 / 1000$	790	0.00%	36.76%	500	
			$Ln (T) = 0.68 Ln(X) + 5.53 / 1000$	8,885	0.00%	36.76%		5,620
Total Section 2							500	5,620
Net New Trips							180	3,262

Source: *Trip Generation Manual, 9th Edition, Institute of Engineers*

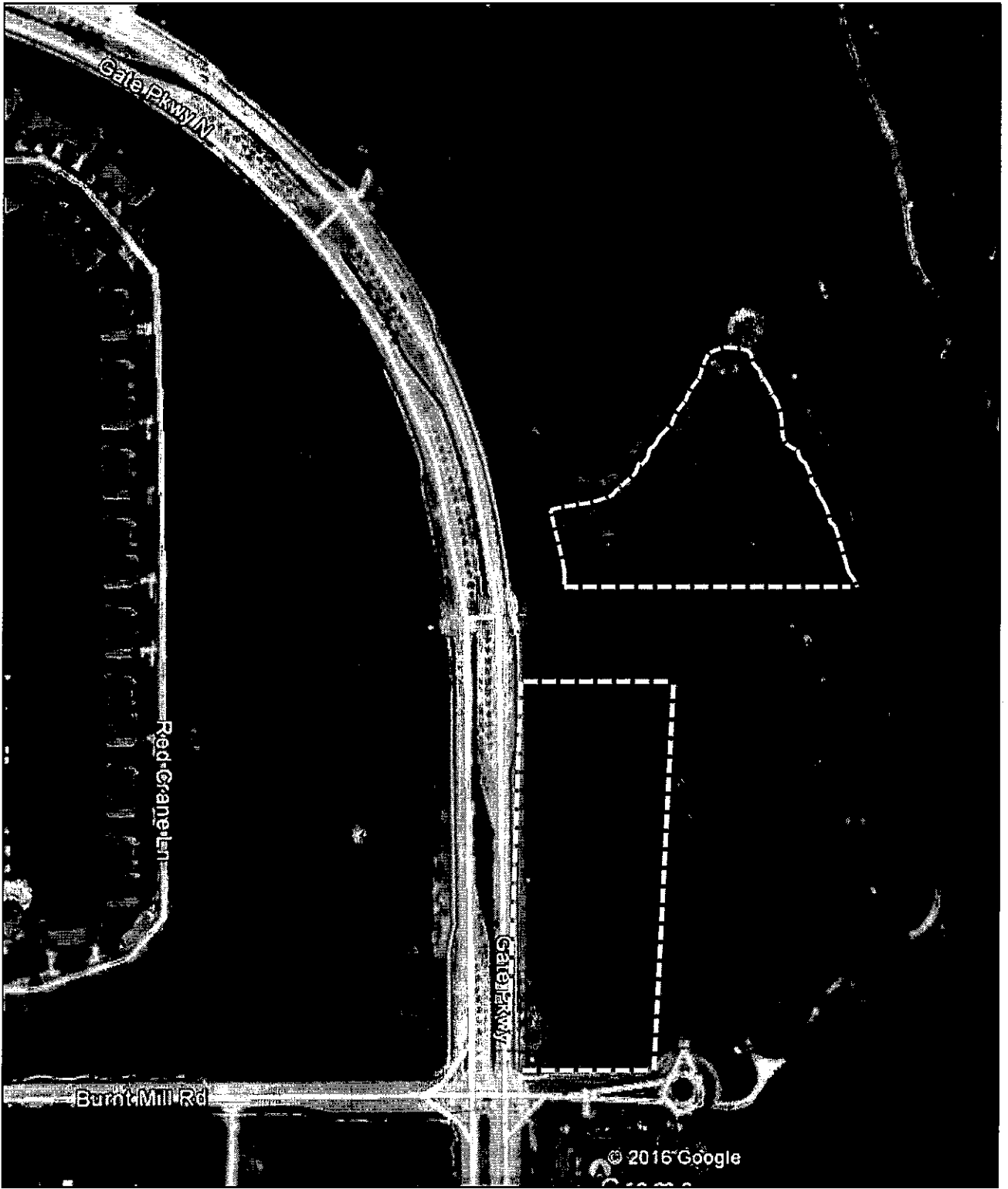
# ATTACHMENT C

Floodzone:




ATTACHMENT D

Aerial:



# ATTACHMENT E

## Land Use Amendment Application:

 APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN			
Date Submitted:	3/18/16	Date Staff Report is Available to Public:	04-29-2016
Land Use Adoption Ordinance #:	2016-282	Planning Commission's LPA Public Hearing:	05-05-2016
Rezoning Ordinance #:	2016-283	1st City Council Public Hearing:	05-10-2016
JPDD Application #:	2016C-006	LUZ Committee's Public Hearing:	05-17-2016
Assigned Planner:	Rosario Lacayo	2nd City Council Public Hearing:	05-24-2016

**GENERAL INFORMATION ON APPLICANT & OWNER**

<b>Applicant Information:</b> T.R. HAINLINE ROGERS TOWERS, P.A. 1301 RIVEPLACE BOULEVARD, SUITE 1500 JACKSONVILLE, FL 32207 Ph: 9043465531 Fax: 9043960663 Email: THAINLINE@RTLAW.COM	<b>Owner Information:</b> CHARLES BRIGHTMAN SKINNER 78 SAN JUAN DRIVE PONTE VEDRA BEACH, FL 32082  HE OTTER LLC 4446 HENDRICKS AVENUE, SUITE 411 JACKSONVILLE, FL 32207
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**DESCRIPTION OF PROPERTY**

Acreage: 9.92	General Location: SW QUADRANT OF JTB AND I-295
Real Estate #(s): Portion of 167741 0540	
Planning District: 3	Address: 0 GATE PKWY
Council District: 11	
Development Area: URBAN AREA	
Between Streets/Major Features: GATE PARKWAY and I-295	

**LAND USE AMENDMENT REQUEST INFORMATION**

Current Utilization of Property: VACANT	
Current Land Use Category/Categories and Acreage: RPI 9.92	
Requested Land Use Category: CGC	Surrounding Land Use Categories: BP,CGC,MDR,MU,RPI
Justification for Land Use Amendment: TO PERMIT ADDITIONAL USES WITHIN A LARGER PROPOSED DEVELOPMENT.	

**UTILITIES**

Potable Water: JEA	Sanitary Sewer: JEA
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**COMPANION REZONING REQUEST INFORMATION**

Current Zoning District(s) and Acreage: CO 116.32	
Requested Zoning District: PUD	

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>