



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

OVERVIEW

ORDINANCE: 2018-336

APPLICATION: L-5291-18C-3-11

APPLICANT: T.R. HAINLINE, ESQ.

PROPERTY LOCATION: 0 Gate Parkway

Acreage: 9.53

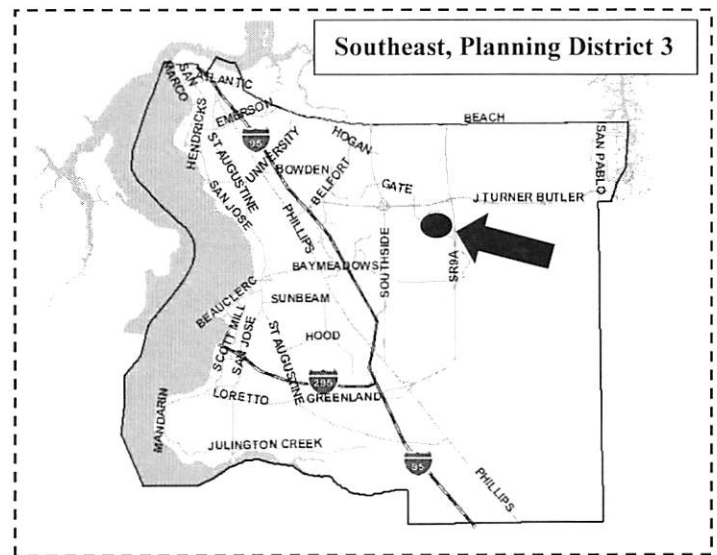
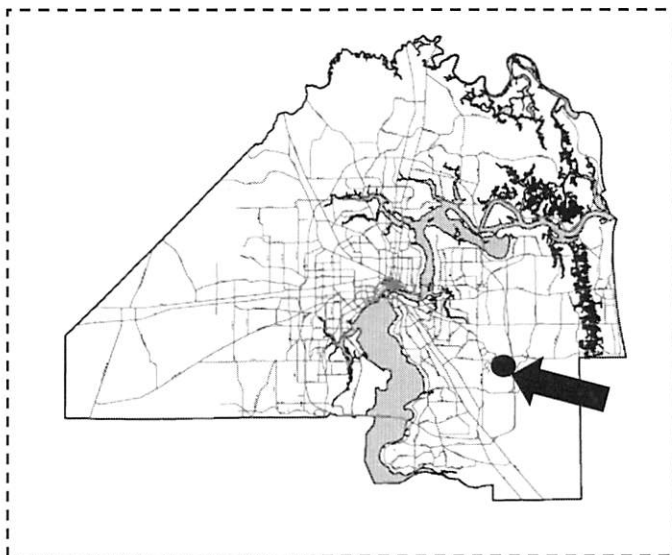
Requested Action:

	Current	Proposed
LAND USE	RPI	CGC
ZONING	CO & RMD-A	PUD

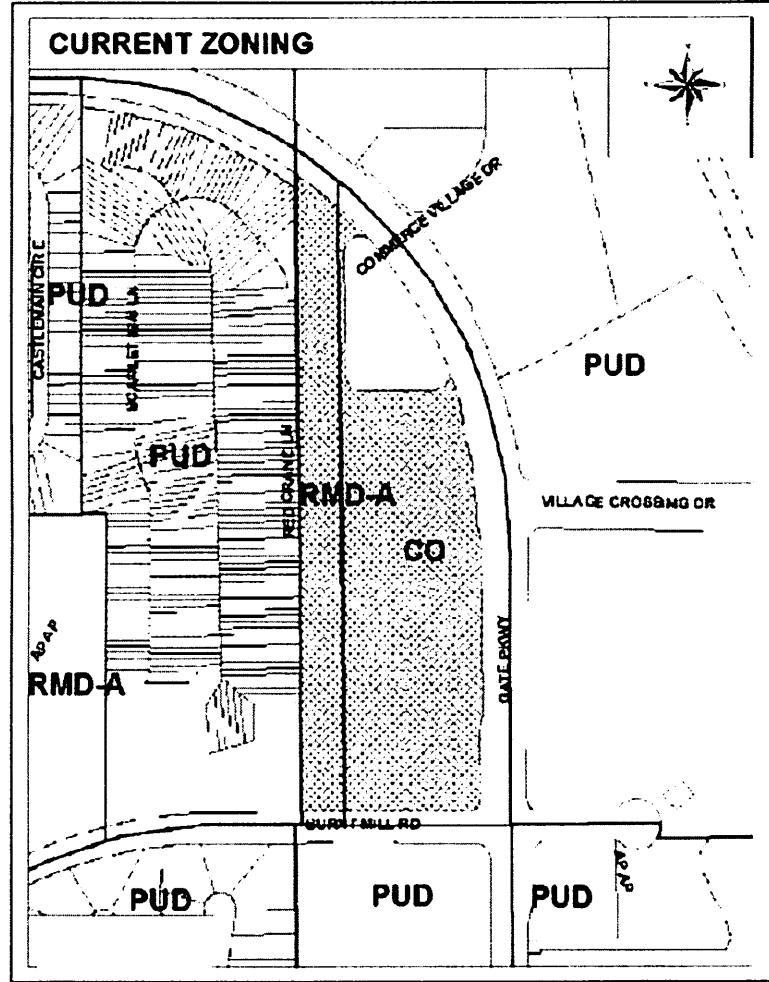
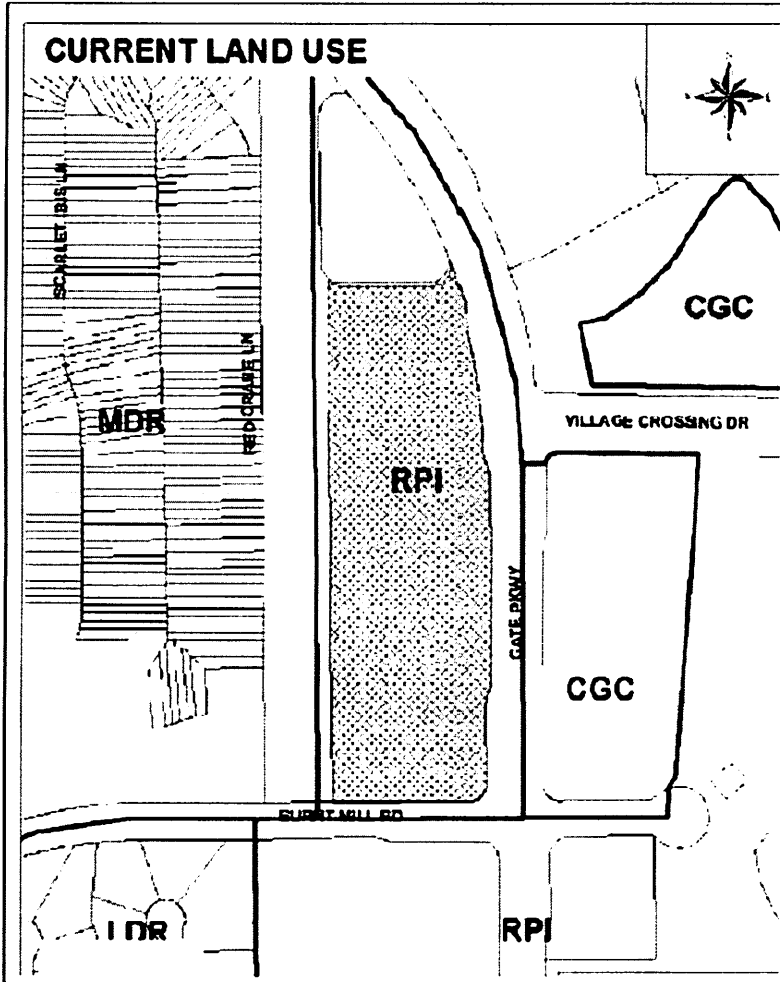
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
RPI	CGC	N/A	N/A	207,563 sq. ft. (0.5 FAR)	145,294 sq. ft. (0.35 FAR)	N/A	Decrease of 62,269 sq. ft.

PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



SMALL-SCALE LAND USE APPLICATION L-5291-18C



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

Current Zoning District(s): Commercial Office (CO) & Residential Medium Density-A (RMD-A)
Requested Zoning District(s): Planned Unit Development (PUD)

ANALYSIS

Background:

The site subject to the proposed land use amendment is 9.53 acres and is part of a larger 15.45 acre (total) parcel. The subject site is located in the northwest corner of the intersection of Burnt Mill Road and Gate Parkway, in Council District 11 and Planning District 3. The subject site is in the Urban Development Area as identified within the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the *2030 Comprehensive Plan*. Further, the subject site is within the boundaries of the Southeast Vision Plan.

The applicant proposes a future land use map amendment from Residential-Professional-Institutional (RPI) to Community/General Commercial (CGC) and a rezoning from Commercial Office (CO) and Residential Medium Density-A (RMD-A) to Planned Unit Development (PUD) in order to develop the property with a mix of commercial, retail and office uses in addition to a fire station that would be developed by the City of Jacksonville. The companion rezoning encompasses the entire 15.45 acre parcel. The land use designation of the approximately 5.9 acres of land included in the rezoning, but not subject to the land use amendment, is RPI and Medium Density Residential (MDR). This area lies between the subject site (to the east) and a multi-family development (to the west) and functions as a JEA power line easement. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-337.

The amendment site is undeveloped and is a unique shape as the site is located along a curve in Gate Parkway. As such, the northern and eastern boundaries of the subject site are Gate Parkway; although a retention pond lies on the northern end of the subject site between the subject site and Gate Parkway. The southern boundary of the site is Burnt Mill Road, and the western boundary of the subject parcel is the only one abutting another parcel – the aforementioned multi-family residential community with a land use designation of MDR. The area surrounding the site is characterized by a mix of uses – multi-family to the west and southeast; retail sales and service anticipated and advertised for the vacant parcels north, south, and east; and office and institutional uses scattered throughout the vicinity. Southeast of the application site, across Gate Parkway, is a small shopping center consisting of a gym, dry cleaner, coffee shop and restaurant. The dual land use and zoning map on page 2 and Attachment A, the land utilization map, provide a detailed picture of the existing development pattern for the immediate area.

The FLUMs was amended at the location of the subject site from MDR to RPI via Ordinance 2007-0387-E (land use application 2006A-026) with the intent to develop a mixed-use project. A companion conventional rezoning to CO was also approved for the subject site at that time. However, due to the subsequent economic recession, the site was never developed. The land use designation of a parcel to the east of the subject site, across Gate Parkway, was amended in 2016 from RPI to CGC via Ordinance 2016-0282 (land use application 2016C-006) in order to allow for the development of commercial and office uses.

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

The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	RPI	CO	Retention Pond
South	RPI	PUD	Vacant
East	RPI and CGC	PUD	Vacant
West	MDR	RMD-A and PUD	JEA easement and multi-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.

Utility Capacity

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

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.

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 a net increase of 1,448 daily vehicular 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. 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

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 1 at the intersection of Gate Parkway and Burnt Mill Road. Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2012) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is 0.77.

Gate Parkway between J. Turner Butler Boulevard and Baymeadows Road East is the first functional classified road that would be impacted by the proposed development. Gate Parkway is a 4-lane divided arterial facility with a maximum daily capacity of 35,820 vpd. The proposed commercial development could generate approximately 3,469 daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.59 with the inclusion of the additional traffic from this land use amendment. It is recommended that an operational analysis be submitted to the Planning and Development Department and City Traffic Engineer prior to the 10-set plan review.

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 1.2.6 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.

Ground Water Aquifer Recharge Area

The southerly portion of the subject site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element

Policy 1.2.8 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridian Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridian Aquifer Recharge GIS grid coverage.

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant Undev.	Mixed use development
Land Use/Zoning	RPI / CO	CGC/PUD
Development Standards For Impact Assessment	0.5 FAR	0.35 FAR
Development Potential	207,563 sq. ft.	145,294 sq. ft.
Population Potential	0	0
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Plans/Studies	SE Vision Plan	
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Low	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	Yes – 0-4 (south) & Discharge (north)	
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
PUBLIC FACILITIES		
Potential Roadway Impact	Net increase of 1,448 daily vehicular trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 7,301 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 5,476 gpd	
Potential Solid Waste Impact	Decrease of 99.63 tons per year	
Drainage Basin / Sub-Basin	Intracoastal Waterway / Mill Dam Branch Ditch	
Recreation and Parks	9A/Baymeadows Regional Park and Pablo Creek Preserve	
Mass Transit	Not served by JTA	
NATURAL FEATURES		
Elevations	33'	
Soils	32 (Leon fine sand, 0-2% slopes); 35 (Lynn Haven fine sand, 0-2% slopes); and 22 (Evergreen-Wescott complex, depression slopes)	
Land Cover	4430 (Forest regeneration)	
Flood Zone	No	
Wet Lands	No	
Wild Life	No	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on May 29, 2018, the required notices of public hearing signs were posted. Seventy-five (75) 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 May 29, 2018 and there were no speakers present.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, 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 identified within 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 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 along the primary road frontage, Gate Parkway, a minor arterial roadway. 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 Policy 1.1.22.

Uses along the Gate Parkway corridor are primarily commercial, office, and institutional in nature, and more of these uses are currently under construction near the subject site. As such,

the proposed amendment to CGC is compatible with the character of the adjacent uses fulfilling FLUE Objective 3.2 and Policy 3.2.1. The existing JEA easement at the western property line is designated as RPI land use and acts as a buffer and transition between the amendment site and the adjacent residential development, consistent with FLUE Policy 1.1.10 and 3.1.3.

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.

Vision Plan Consistency

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 land use 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.

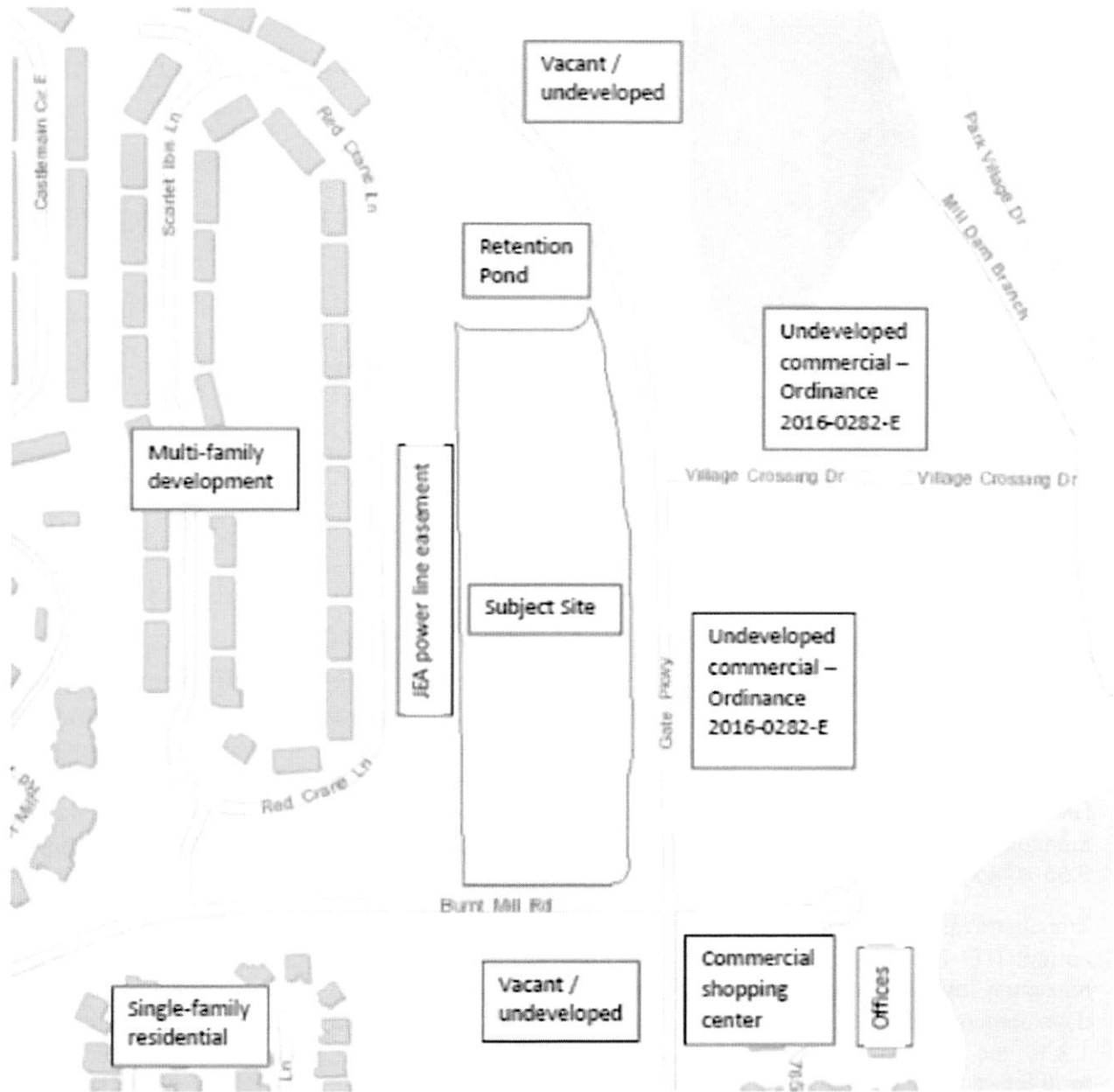
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

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.

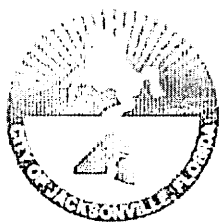
ATTACHMENT A

Existing Land Utilization:



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE

City of Jacksonville, Florida

Lenny Curry, Mayor

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

MEMORANDUM

DATE: June 5, 2018

TO: Susan Kelly
Community Planning Division

FROM: Lurise Bannister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5291-18C

A trip generation analysis was conducted for Land Use Amendment L-5291-18C, located at the northwest quadrant of Gate Parkway and Burnt Mill Road intersection in the Urban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing Residential/Professional/Institutional (RPI) non-residential land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) development on approximately 9.53 +/- acres.

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. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the RPI non-residential land use category development impact assessment standards allows for 0.5 FAR per acre, resulting in a development potential of 207,563 SF of office/institutional space (ITE Land Use Code 710) which could generate 2,022 daily vehicular trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 145,294 SF of commercial space (ITE Land Use Code 820) which could generate 3,469 daily vehicular trips, which includes a 37.75% pass-by trip reduction rate. This will result in net increase of 1,448 daily vehicular trips if the land use is amended from RPI to CGC, as shown in Table A.

ATTACHMENT B (cont)

Traffic Analysis:

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 Pass-By Trips	Net New Daily Trip Ends
RPI	710	207,563 SF	$T = 9.74 (X) / 1000$	2,022	0.00%	2,022
Total Section 1						2,022
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	145294 SF	$T = 37.75 (X) / 1000$	5,485	36.75%	3,469
Total Section 2						3,469
Net New Daily Trips						1,448

Source: Trip Generation Manual, 10th Edition, Institute of Engineers

Additional Information:

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 1.


Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is 0.77.

Gate Parkway between J. Turner Butler Boulevard and Baymeadows Road East is the first functional classified road that would be impacted by the proposed development. Gate Parkway is a 4-lane divided arterial facility with a maximum daily capacity of 35,820 vpd. The proposed commercial development could generate approximately 3,469 daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.59 with the inclusion of the additional traffic from this land use amendment. It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

ATTACHMENT C

Land Use Amendment Application:

	APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN
<p>Date Submitted: 4/2/2018</p> <p>Land Use Adoption Ordinance #: 2018-336</p> <p>Rezoning Ordinance #: 2018-337</p> <p>JPDD Application #: L-5291-18C</p> <p>Assigned Planner: Susan Key</p>	<p>Date Staff Report is Available to Public: 6/15/2018</p> <p>Planning Commission's LPA Public Hearing: 6/21/2018</p> <p>1st City Council Public Hearing: 6/26/2018</p> <p>LUZ Committee's Public Hearing: 7/17/2018</p> <p>2nd City Council Public Hearing: 7/24/2018</p>
GENERAL INFORMATION ON APPLICANT & OWNER	
<p>Applicant Information: T.R. HAINLINE ROGERS TOWERS, P.A. 1301 RIVERPLACE BOULEVARD SUITE 1500 JACKSONVILLE, FL 32207 PH: 9043465531 FAX: 9043960663 Email: THAINLINE@RTLAW.COM</p>	
<p>Owner Information: ARTHUR CHESTER SKINNER, III, ET AL 2963 DUPONT AVENUE JACKSONVILLE, FL 32217 PH: 90473329400 FAX: 9047315275</p>	
DESCRIPTION OF PROPERTY	
<p>Acres: 9.53 Real Estate (s): 167741 0510</p> <p>General Location: NW QUADRANT OF INTERSECTION OF GATE PARKWAY & BURNT MILL ROAD</p> <p>Address: 0 GATE PKWY</p> <p>Development Area: URBAN AREA Between Street(s) or Features: BURNT MILL RD. and J. TURNER BUTLER BLVD</p>	
LAND USE AMENDMENT REQUEST INFORMATION	
<p>Current Utilization of Property: VACANT Current Land Use Category/Category and Acreage: R21 9.53</p> <p>Requested Land Use Category: CGC Justification for Land Use Amendment: TO ALLOW FOR THE DEVELOPMENT OF A MIX OF COMMERCIAL, OFFICE, RETAIL AND PUBLIC USES, AS MORE PARTICULARLY DESCRIBED IN THE COMPANION APPLICATION.</p>	
UTILITIES	
<p>Potable Water: JEA Sandary Sewer: JEA</p>	
COMPANION REZONING REQUEST INFORMATION	
<p>Current Zoning District(s) and Acreage: RMD-A 5.92 CO 9.53</p> <p>Requested Zoning District: PUD</p>	
<p style="text-align: right;">Additional information is available at 904-255-7888 or on the web at http://maps.cityofjacksonville.com</p>	

ATTACHMENT D

Aerial Map:

