

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



**OVERVIEW**

**ORDINANCE: 2018-825**

**APPLICATION: L-5305-18A**

**APPLICANT: PAUL HARDEN, ESQ**

**PROPERTY LOCATION:** 0 Philips Highway (US 1), at the southwest quadrant of the interchange of I-295 and SR 9B

**Acreege:** 120.86

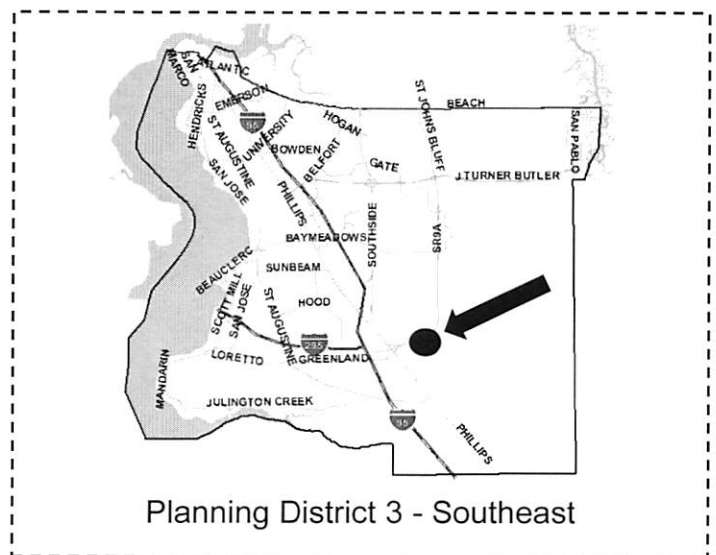
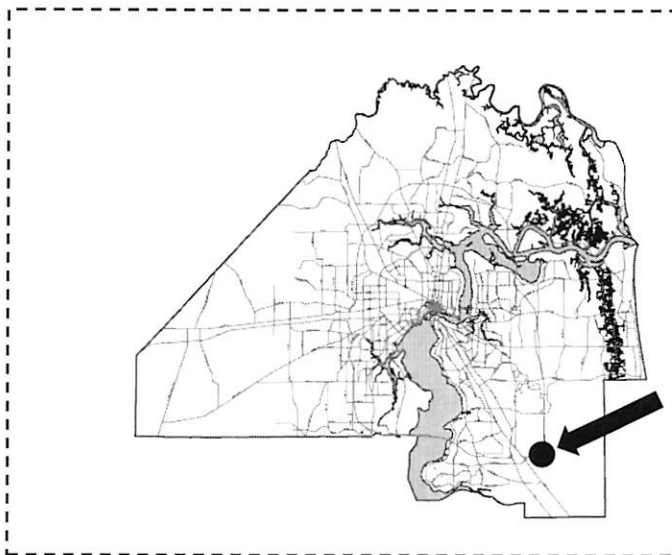
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>LI</b>	<b>CGC</b>
<b>ZONING</b>	<b>IL</b>	<b>CCG-1</b>

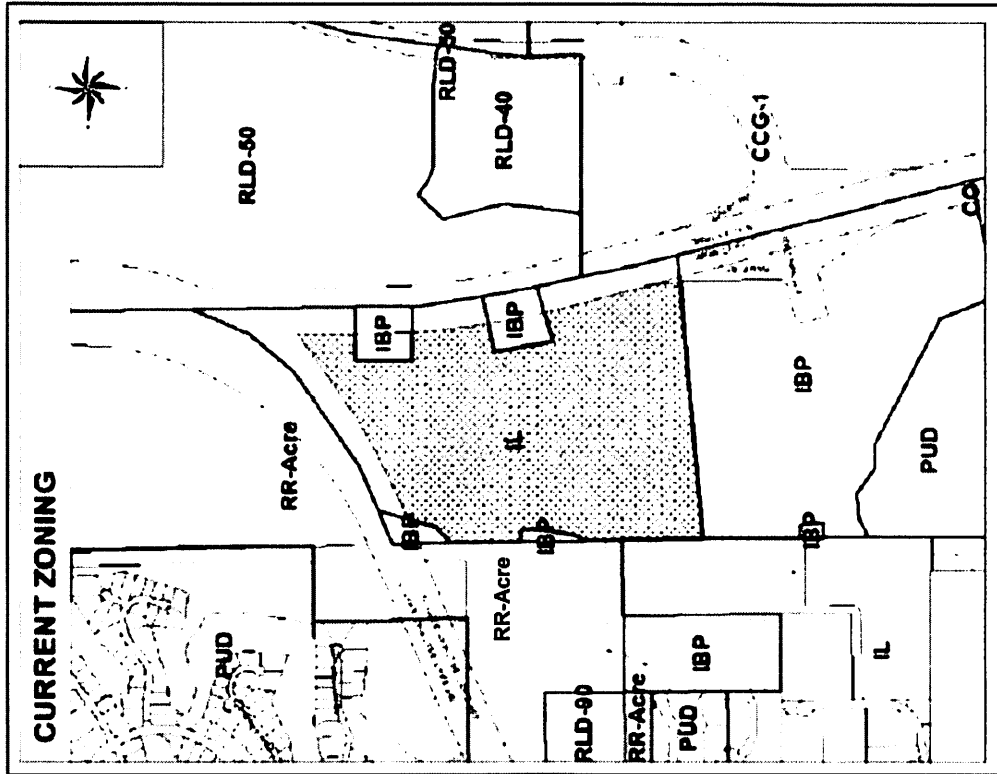
Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
LI	CGC	N/A	N/A	2,105,865 sq. ft. (0.4 FAR)	1,842,632 sq. ft. (0.35 FAR)	N/A	Decrease of 263,233 sq. ft.

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

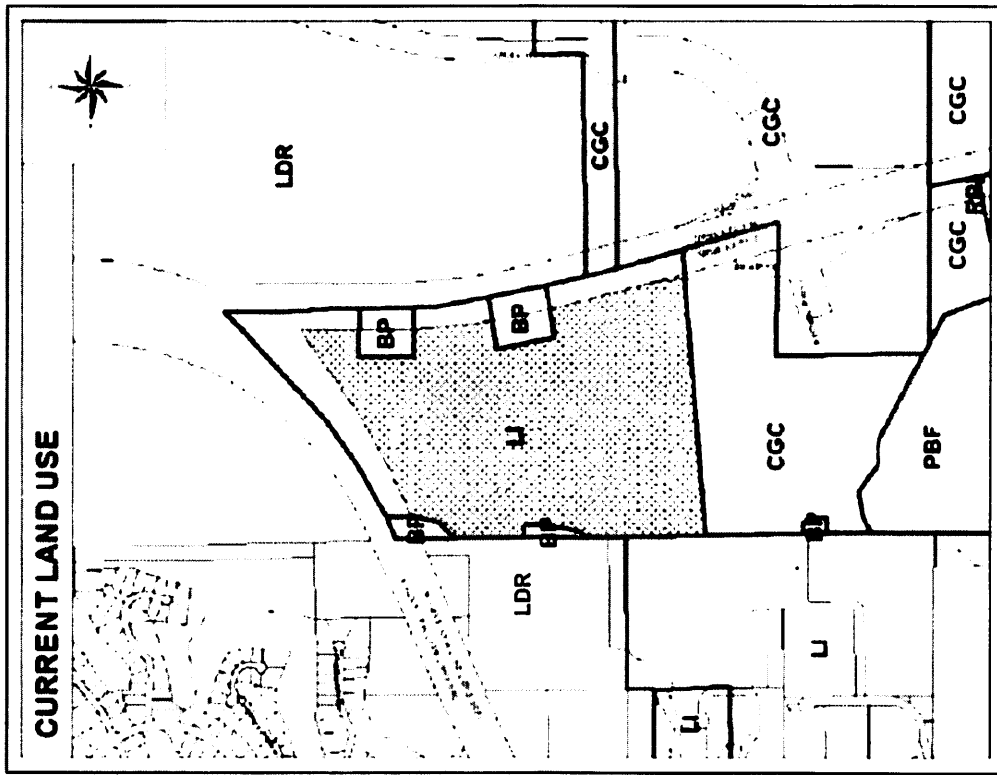
**LOCATION MAPS:**



# DUAL MAPS



Current Zoning District(s): Industrial Light (IL)  
Requested Zoning District(s): Commercial / Community General - 1 (CCG-1)



Existing FLUM Land Use Category: Light Industrial (LI)  
Requested FLUM Land Use Category: Community / General Commercial (CGC)

## **ANALYSIS**

### **Background:**

The subject parcel is approximately 120.86 acres and is located in the southwest quadrant of the interchange of the I-295 East Beltway and State Road (SR) 9B. The subject site is located in Council District 11 and Planning District 3 (Southeast) and is within the bounds of the Southeast Jacksonville Vision Plan. According to the Development Areas Map in the Future Land Use Element (FLUE), the site is located within the Suburban Development Area.

The applicant proposes an amendment to the Future Land Use Map series (FLUMs), from Light Industrial (LI) to Community / General Commercial (CGC), and a rezoning from Industrial Light (IL) to Commercial Community/General-1 (CCG-1) in order to develop the property with commercial uses, consistent with those on adjacent properties. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-664.

The subject site is bounded to the north by I-295 and to the south by an undeveloped parcel currently designated as CGC; access to the subject site will be via E-town Parkway, through this parcel to the south. The property's eastern boundary is dominated by SR 9B; however, two parcels jut into both the eastern and western property boundaries (4 parcels total); all four (4) of these parcels are designated as Business Park (BP). In addition to the parcels designated as BP along the western boundary, the subject site abuts property designated as Low Density Residential (LDR) and LI to the west as well.

The land use designation and zoning classification of the subject site was amended in 2014 from BP to LI and Industrial Business Park (IBP) to IL via Ordinances 2014-346-E and 2014-347-E, respectively. The Planning and Development Department (PDD) had recommended denial of these requests in 2014 because the subject site was one of several sites submitted as a series of proposed map amendments, in total comprising over 560 acres. The PDD found that a piecemeal approach to map amendments would set a precedent for disjointed development and that the provisions for recreation space, public services and connectivity were unlikely to be realized. As such, the PDD recommended that the applicant consolidate the applications under one comprehensive land use amendment application, proposing the Multi-Use (MU) land use category. The current request differs from the 2014 request in that the application is for a single site, not one of a series of applications.

The land use designation and zoning classification of the property abutting the subject site to the south was also amended in 2014 from BP to CGC and Commercial Office (CO) and IBP to Commercial Community General-1 (CCG-1) via Ordinances 2014-0344-E and 2014-0345-E, respectively. This property has been cleared but remains undeveloped. As previously mentioned, access to the subject site would be via E-town Parkway through this parcel.

Wetlands are located on site and are addressed in detail later in this report. The generalized adjacent land use categories, zoning districts, and current uses are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	LDR	RR-Acre	Undeveloped, across I-295
South	CGC	IBP	Undeveloped
East	BP, LDR, and CGC	IBP, RLD-50, and CCG-1	Retention and Undeveloped
West	LDR, BP, and LI	RR-Acre, IBP, and IL	Undeveloped, retention pond, and warehouse/distribution

The dual land use and zoning map on Page 2 and Attachment A, Land Utilization Map, provide a detailed picture of the existing development pattern for the immediate area.

The proposed amendment does not include a residential component. Therefore, school capacity issues will not be impacted.

**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).

**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 31,231 new daily external 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.

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 **0.68**.

Currently, there is no roadway access to the subject site; roadway construction between E-Town Parkway and SR 9B is a critical element for overall connectivity and access to and from the proposed development site. SR 9B is the first functional classified facility that would be impacted by the proposed development. SR 9B between I-295 East Beltway and Philips Highway (US 1) is a 4-lane urbanized freeway, which has a maximum daily capacity of 90,500 vpd. The proposed commercial development could generate approximately 31,231 net new daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.82 with the inclusion of the additional traffic from this land use amendment. SR 9B is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

The Transportation Planning Division requires that a trip generation and operational analysis of the adjacent roadway network, performed by a licensed professional traffic engineer, be conducted to determine the impact to the external trips on E-Town Parkway resulting from the proposed land use change. A methodology meeting with the Transportation Planning Division must be held prior to commencement of the study. The traffic analysis is subject to approval of the Planning and Development Department and the City of Jacksonville Traffic Engineer.

## **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.

## **Aquifer Recharge**

A small portion of the subject site, approximately 1.5 acres, in the northeastern corner of the 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.

## **Wildlife**

The applicant submitted a wildlife report dated June 2018 for the subject site as part of their land use amendment application. The report was prepared from the Florida Fish and Wildlife Conservation Commission "Wildlife Methodology Guidelines (1988)." The required species considered in the inventory were based on habitat availability and determined by the USDA Soil Survey for the City of Jacksonville and the land cover as designated by the Florida Land Use Code Classification System (FLUCCS).

The gopher tortoise, a State listed Threatened species and Federal Candidate species, was the only listed species observed on-site. To date, gopher tortoise surveys have been completed on the property, and conservation permits have been obtained to relocate the tortoises offsite. Conservation Permit GTC-10-000214 was issued by FWC in 2010 for a portion of the property.

Conservation Permit GTC-17-00244 was issued in 2014 for another portion of the property. Commensal species associated with gopher tortoise burrows, including the pine snake, the Florida mouse, the gopher frog and the eastern indigo snake have the potential to occur, however, none of these species were observed. An indigo snake protection/education plan will be developed and implemented for FWS, in conjunction with Army Corps of Engineers permitting activities. No other protected species or evidence of their presence were observed on the subject property.

### **Flood Zone**

Approximately 21.5 acres of the subject site was determined to be within the AO flood zone (see Attachment F). Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm of Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AO flood zone is defined as an area of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

### **Conservation /Coastal Management Element**

- Policy 1.4.4      The City shall require all development within the 100 year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.
- Policy 2.7.1      The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.
- Policy 2.7.3      The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
  - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
  - C. Incentives, including tax benefits and transfer of development rights.

### **Wetlands**

Review of City data indicates the potential existence of wetlands on the subject site (see Attachment E) and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 55 Acres

General Location(s): Wetlands extend from south to north across the length of the subject site along the western edge of the property with a small, isolated patch of wetlands in the middle of the eastern property boundary.

Quality/Functional Value: The wetland has a high functional value for water filtration attenuation and flood water capacity, is located in flood zones, and has an indirect impact on the City's waterways.

Soil Types/ Characteristics: (22) Evergreen-Wesconnett complex, depressional, 0-2% slopes – The Evergreen series consists of nearly level, very poorly drained soils. These soils formed in decomposed organic materials underlain by thick sandy marine sediments. They are in depressions. The Wesconnett series consists of nearly level, very poorly drained, sandy soils. These soils are formed in thick sandy marine sediments. They are in depressions.

(32) Leon fine sand, 0-2% slopes – The Leon series consists of nearly level, poorly drained and very poorly drained, sandy soils. These soils formed in thick beds of marine sand. They are in flatwoods and tidal marshes.

(35) Lynn Haven fine sand, 0-2% slopes – The Lynn Haven series consists of nearly level and gently sloping, very poorly drained, sandy soils. These soils formed in thick beds of sandy marine sediments. They are on flats and in seep areas on side slopes. Slopes are concave and range from 0 to 5 percent.

Wetland Category: Category III, as shown on Attachment E

Consistency of Permitted Uses: Within the Category III wetlands, all uses are permitted; however, silvicultural and agricultural uses may have limited or restricted development potential.

Environmental Resource Permit (ERP): Not provided by the applicant



**Wetlands Impact:** Insufficient information to determine impacts at this time. The companion PUD should provide additional information related to the preservation of, or potential impacts to, wetlands.

**Associated Impacts:** The wetlands coincide with an AO flood zone (discussed in detail above). Also, it is likely that the construction of I-295 and SR 9B have impacted the functional value of these wetlands.

**Relevant Policies:**

**Conservation/Coastal Management Element**

**Goal 4** To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

**Objective 4.1** The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

**Policy 4.1.3** The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment  
In Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss  
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
  - i. The habitat of fish, wildlife and threatened or endangered species,
  - ii. The abundance and diversity of fish, wildlife and threatened or endangered species,
  - iii. The food sources of fish and wildlife including those which are threatened or endangered,
  - iv. The water quality of the wetland, and
  - v. The flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection  
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality  
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
  - ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology The design of the fill shall include measures to maintain the wetlands hydrology of the site.

**Policy 4.1.6**

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:
  - (a) Silvicultural uses, provided the following standards are met: Best Management Practices: Silviculture Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.
  - (b) Agricultural uses, provided the following standards are met: Best Management Practices: Agriculture Such activities are to be in compliance with Chapter 40C-44, F.A.C.
- (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Suburban Area	
Roadway Frontage Classification	I-295 and SR 9B – limited access roads	
Plans/Studies	SE Vision Plan	
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Timber	Commercial Uses
Land Use/Zoning	LI/IL	CGC/CCG-1
Development Standards For Impact Assessment	0.4 FAR	0.35 FAR
Development Potential	2,105,865 sq ft	1,842,632 sq ft
Population Potential	N/A	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	High and Low	
Historic District		X
Coastal High Hazard/Adaptation Action		X
Ground Water Aquifer Recharge Area	0-4" recharge area	
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: 9A and 9B	
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	Increase of 31,231 daily vehicle trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 20,214 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 15,160 gpd	
Potential Solid Waste Impact	Increase of 6,169 tons per year	
Drainage Basin / Sub-Basin	Julington Creek and Big Davis Creek (stream)	
Recreation and Parks	Greenland Park	
Mass Transit	Not served	
<b>NATURAL FEATURES</b>		
Elevations	33-35'	
Land Cover	4410 (pine plantation); 6170 (mixed wetland hardwoods); 6110 (bay swamp, if distinct); 4120 (longleaf pine – xeric)	

	oak); 6300 (wetland forested mixed); 4430 (forest regeneration)
Soils	Evergreen-Wesconnett complex (22); Hurricane & Ridgewood soils (24); Kershaw fine sand (25); Leon fine sand (32); Lynn Haven fine sand (35); Ortega fine sand (46)
Floodzone	AO
Wetlands	6170; 6110; 6300 (see Land Cover)
Wildlife (sites greater than 50 acres)	Survey provided

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 23, 2018, the required notices of public hearing signs were posted. Ten (10) 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 July 30, 2018. The applicant was the only attendee.



*Note: Due to the location of the subject site (I-295 and SR 9B), photographs of the signs were difficult to obtain. However, Staff visually confirmed the accuracy of the public notice signs.*

# 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 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- Goal 3 To achieve a well balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.13 The City shall encourage commercial uses at interstate interchanges to use site design measures which serve to unify the projects by such techniques as cross access and interconnectivity. The site design measure should minimize impacts to surrounding areas.

### Recreation and Open Space Element

- Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

## Conservation and Coastal Management Element

- Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)
- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:
    - (a) Silvicultural uses, provided the following standards are met:  
Best Management Practices: Silviculture Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.
    - (b) Agricultural uses, provided the following standards are met: Best Management Practices: Agriculture Such activities are to be in compliance with Chapter 40C-44, F.A.C.
  - (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

According to the Category Descriptions within the FLUE, Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Principal uses in the LI category include but are not limited to light assembly and manufacturing; packaging; processing; storage/warehousing; research and development activities; transportation terminals; and similar uses.

According to the Category Descriptions for the Suburban Development Area in the FLUE, the CGC land use designation is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses. Principal uses in this category include commercial retail sales and service establishments including auto sales; restaurants; hotels and motels; offices; financial institutions; multi-family dwellings; and commercial recreational and entertainment facilities, among similar uses.

The subject site is located at the interchange of I-295 and SR 9B; has access to full urban services; and abuts commercially designated property to the south. As such, the site is consistent with FLUE Policies 1.2.9 and 3.2.1. The subject site is located in an area that serves as a commercial and industrial node. Commercial uses are trending in this area shown by the recent (2014) adoption of the land use amendment to CGC on the property abutting the subject site to the south, as well as by the commercial development currently underway along E-town Parkway, approximately 1,000 feet to the south of the subject site. The proposed commercial use of the subject site would balance the residential uses to the north, across I-295 and to the

east, across SR 9B. As such, the proposed land use amendment to CGC would result in a compatible land use pattern and would contribute to a balanced and organized combination of non-residential and residential uses, consistent with FLUE Goals 1 and 3, and Objective 3.2. Further, when the site is designed and developed it should contain features that unify the commercial developments in the vicinity consistent with FLUE Policy 3.2.13. Development or redevelopment of the site shall be required to comply with CCME Policy 4.1.6 concerning the types of uses permitted in Category III wetlands and with ROS Policy 2.2.1 regarding the provision of open space.

### **Vision Plan**

The subject property is located within the boundaries of the Southeast Vision Plan (2010); however, the subject site is not explicitly identified within the plan.

The plan's main goal is the protection of existing neighborhoods while concurrently balancing "quality of life" assets that attracted residents to the area. Guiding Principle Four, "Provide for Economic Growth," states it is important to understand that economic growth is linked to all five of the Guiding Principles of the plan. Transportation connectivity, compact development, quality open space and walkable neighborhoods are all inextricably linked to economic growth. The result is a livable community that provides a mix of uses, walkable neighborhoods and a variety of choices for living and working – all with less impact on the natural environment and resources.

### **Strategic Regional Policy Plan**

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

*Objective: Improve Quality of Life and Provide Quality Places in Northeast Florida*

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

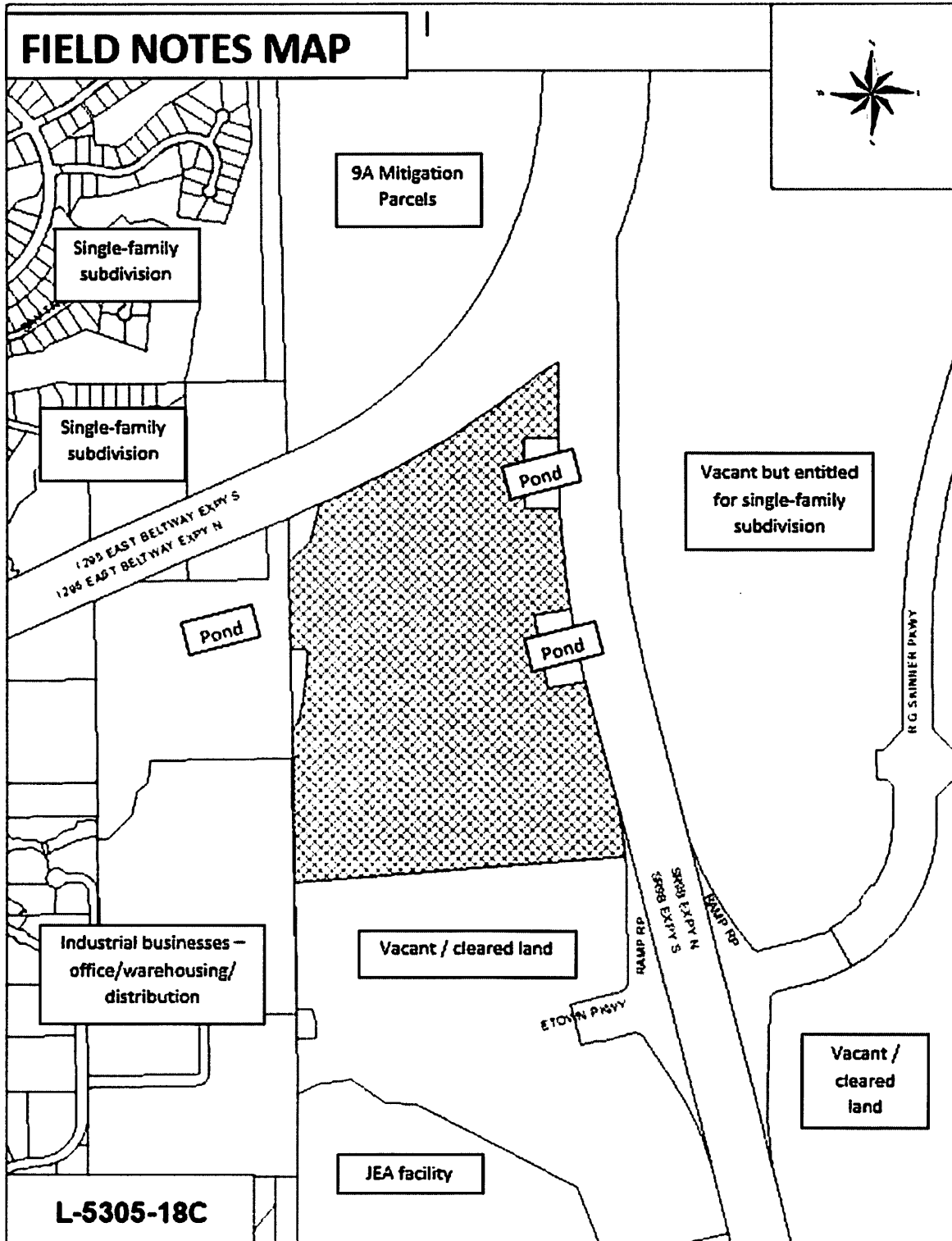
The proposed amendment from LI to CGC would increase opportunities for the creation, expansion or relocation of commercial uses in northeast Florida, consistent with Policy 3 of the Strategic Regional Policy Plan. Therefore, the proposed amendment is consistent with the aforementioned Strategic Regional Policy Plan.

### **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

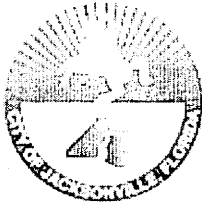
## Existing Land Utilization:





# ATTACHMENT B

## Traffic Analysis:



ONE CITY. ONE  
JACKSONVILLE.

City of Jacksonville, Florida

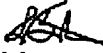
*Lenny Curry, Mayor*

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

## MEMORANDUM

**DATE:** July 31, 2018

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister   
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5305-18A

The proposed project identified in Land Use Amendment L-5305-18A is located at the southwest quadrant of I-295 East Beltway/SR 9A and SR 9B, and north of E-Town Parkway in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped with an existing light Industrial (LI) land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) on approximately 122 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> 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 LI land use category development impact assessment standards allows for 0.4 FAR per acre, resulting in a development potential of 2,105,865 SF of light industrial/manufacturing uses (ITE Land Use Code 110) which could generate 14,678 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 1,842,632 SF of commercial space (ITE Land Use Code 820) which could generate 45,909 daily vehicular trips. This will result in net increase of 31,231 daily vehicular trips if the land use is amended from LI to CGC, as shown in Table A.

### 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.

# ATTACHMENT B

## Traffic Analysis, continued:

**Table A**  
**Trip Generation Estimation**

Current Land Use	FTE Land Use Code	Potential Number of Units (00)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass By Trips	Net New Daily Trip Ends
LI	110	2,105,885 SF	T = 6.97 (00) / 1000	14,678	0.00%	14,678
<b>Total Section 1</b>						<b>14,678</b>
Proposed Land Use	FTE Land Use Code	Potential Number of Units (00)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass By Trips	Net New Daily Trip Ends
OGC	820	1,842,632 SF	T = 37.75 (00) / 1000	69,559	34.00%	45,909
<b>Total Section 2</b>						<b>45,909</b>
<b>Net New Daily Trips</b>						<b>31,231</b>

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

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 (2018) 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 0.68.

Currently, there is no roadway access to the subject site; A roadway construction between E-Town Parkway and SR 9B is a critical element for overall connectivity and access to and from the proposed development site. SR 9B is the first functional classified facility that would be impacted by the proposed development. SR 9B between I-295 East Beltway and Philips Highway (US 1) is a 4-lane urbanized freeway, which has a maximum daily capacity of 90,500 vpd. The proposed commercial development could generate approximately 31,231 net new daily trips onto the network. This segment is expected to operate at a V/C ratio of 0.82 with the inclusion of the additional traffic from this land use amendment. SR 9B is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

The Transportation Planning Division requires that a trip generation and operational analysis of the adjacent roadway network, performed by a licensed professional traffic engineer, be conducted to determine the impact to the external trips on E-Town Parkway as a result of the land use change. A methodology meeting with the Transportation Planning Division must be held prior to commencement of the study. The traffic analysis is subject to approval of Planning and Development Department and the City of Jacksonville Traffic Engineer.

# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR LARGE-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
Date Submitted:	6/8/2018	Date Staff Report is Available to Public:	12/21/2018
Land Use Adoption Ordinance #:	2018-825	Planning Commission's LPA Public Hearing:	1/3/2019
Rezoning Ordinance #:	2018-664	1st City Council Public Hearing:	1/8/2019
JPDD Application #:	L-5305-18A	LUZ Committee's Public Hearing:	1/15/2019
Assigned Planner:	Susan Kelly	2nd City Council Public Hearing:	1/22/2019
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> PAUL HARDEN, ESQ. LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 Ph: 9043965731 Fax: 9043996461 Email: PAUL_HARDEN@BELLSOUTH.NET		<b>Owner Information:</b> JED DAVIS WESTLAND TIMBER, LLC 4310 PABLO OAKS CT JACKSONVILLE, FL 32224	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
Acreage:	120.86	General Location:	SWQ OF SR9A & SR9B EXPRESSWAYS
Real Estate #(s):	167871 0010	Address:	0 PHILIPS HWY
Planning District:	3		
Council District:	11		
Development Area:	SUBURBAN AREA		
Between Streets/Major Features:	PHILIPS HIGHWAY and SR9B		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
Current Utilization of Property:	TIMBER		
Current Land Use Category/Categories and Acreage:	L 120.86		
Requested Land Use Category:	CGC	Surrounding Land Use Categories:	BP, CGC, LDR, LI
Applicant's Justification for Land Use Amendment: TO DEVELOP CONSISTENT WITH ADJOINING COMMERCIAL USES			
<b><u>UTILITIES</u></b>			
Potable Water:	JEA	Sanitary Sewer:	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
Current Zoning District(s) and Acreage:	IL 120.86		
Requested Zoning District:	CCG-1		
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/tuzap/">http://maps.coj.net/tuzap/</a>			

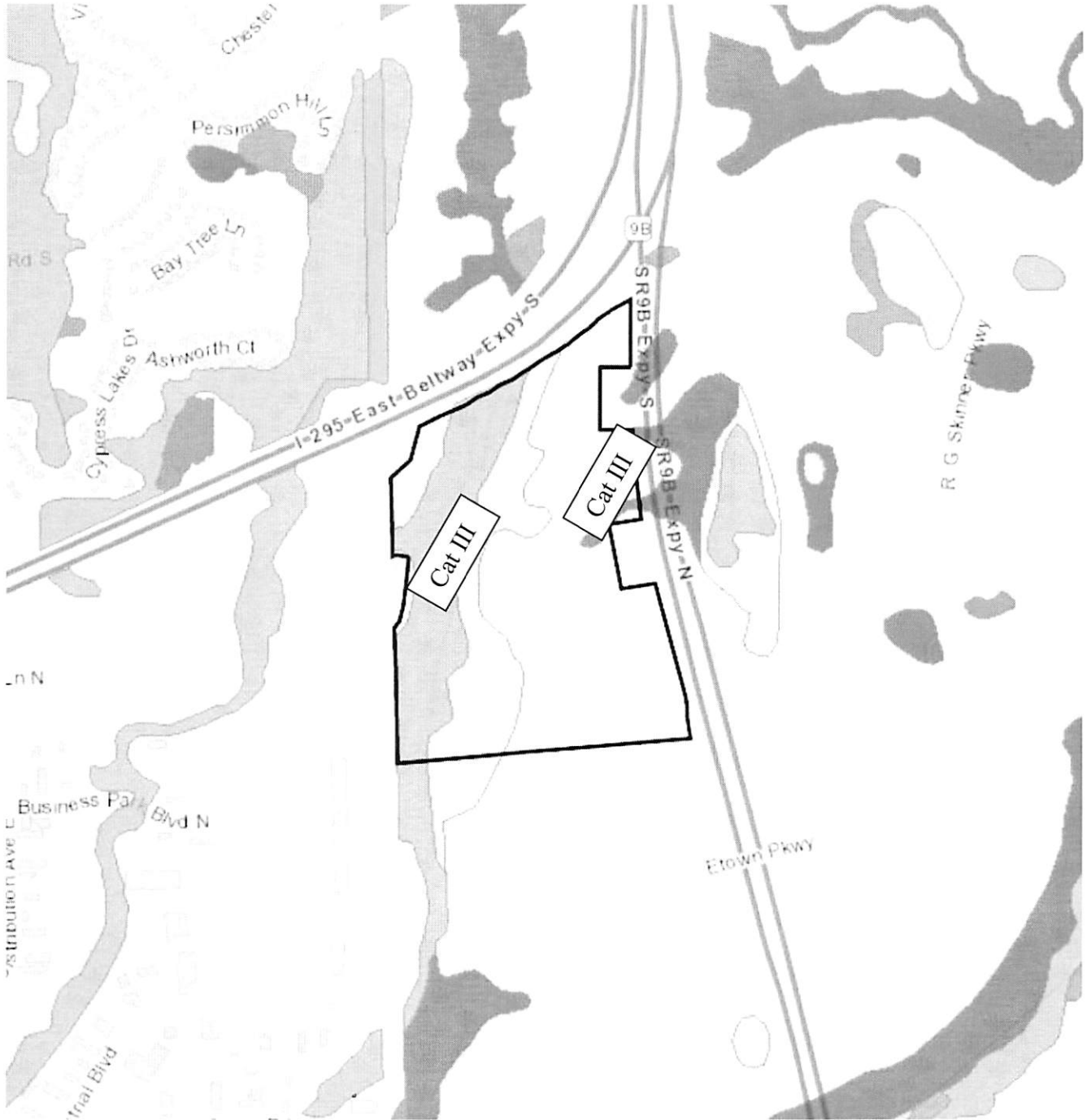
# ATTACHMENT D

Aerial:



# ATTACHMENT E

## Wetlands Map:



# ATTACHMENT F

## Flood Zone Map:

