

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



**OVERVIEW**

**ORDINANCE: 2014-049**

**APPLICATION: 2013I-001-3-13**

**APPLICANT: PAUL HARDEN**

**PROPERTY LOCATION:** On the South Side of R.G. Skinner Parkway, East of I-295

**Acreage:** 12.38 acres

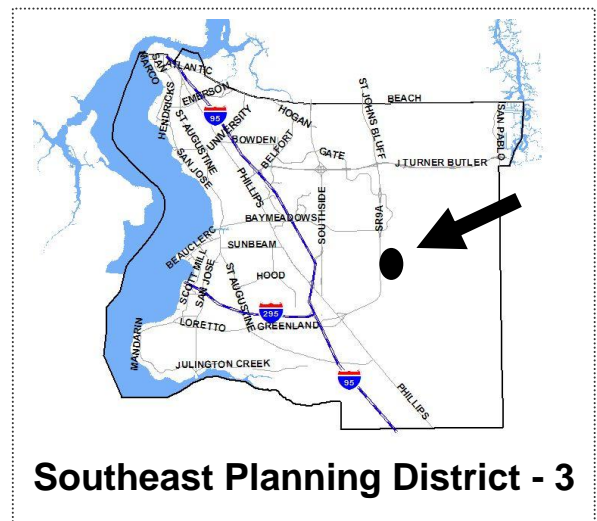
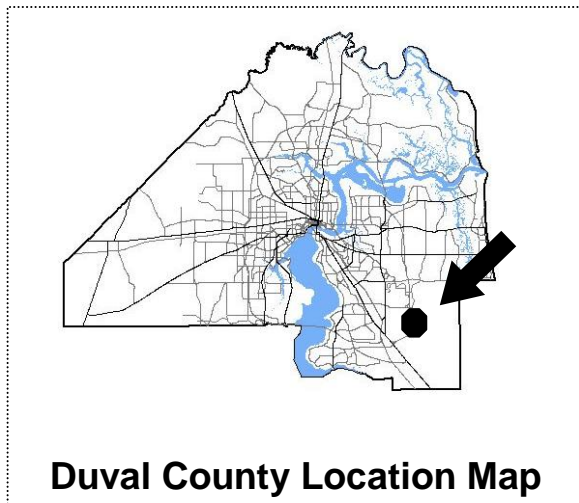
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>LDR</b>	<b>CGC</b>
<b>ZONING</b>	<b>RR-Acre</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
LDR	CGC	5 Du/Ac ( 61 Units)	N/A	N/A	0.35 FAR / 188,745 sf General Commercial Uses	Decrease of 61 Dwelling Units	Increase of 188,745 sf of Non-Residential Uses

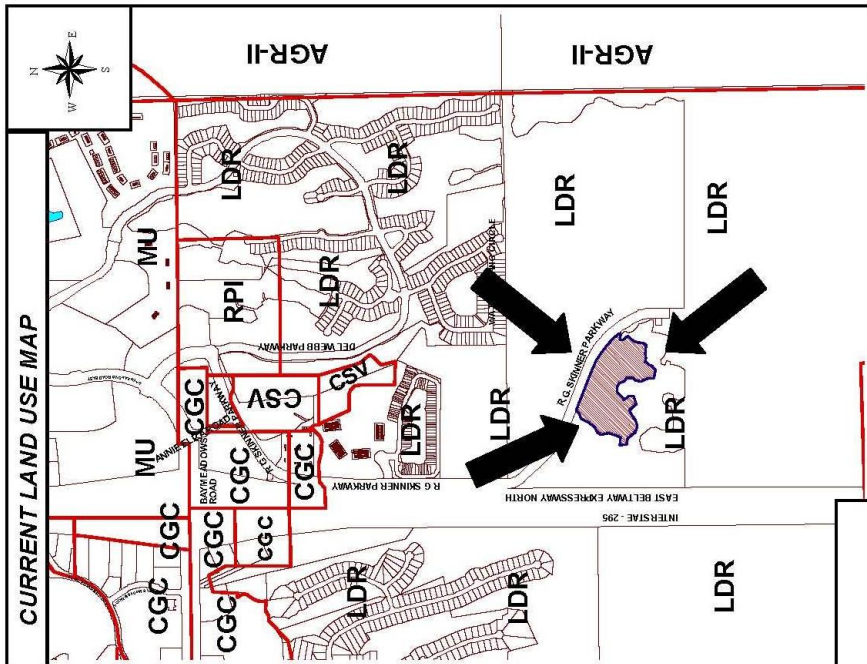
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: DENIAL**

**LOCATION MAPS:** Arrows point to location of proposed amendment.



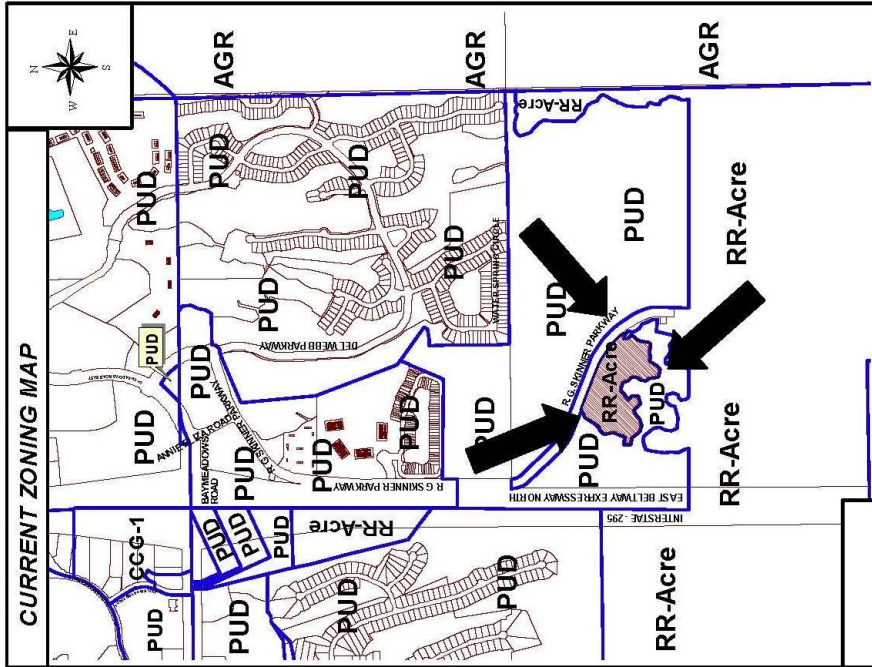
# DUAL MAP

## LARGE SCALE LAND USE APPLICATION 2013I-001



**Existing FLUM Land Use Categories:** Low Density Residential (LDR)

**Requested FLUM Land Use Category:** Community/General Commercial (CGC)



**Current Zoning District(s):** Rural Residential-Acre (RR-Acre)

**Requested Zoning District(s):** Commercial Community/General-1 (CCG-1)

## ANALYSIS

### **Background on 2013 I Series Land Use Amendments:**

Proposed land use amendments 2013I-001 through 2013I-008 are parts of a larger development plan for land located in southeast Jacksonville. Completion of State Road 9B and plans to construct a new interchange at 9B, and extend R.G. Skinner Parkway, have provided the catalyst for this proposed regional scale development. While the pending land use amendments only comprise 562 acres of land, according to the applicant, the total acreage for development including the companion rezonings will comprise approximately 1000 acres. (See Location Map for 2013I Series, Attachment A and Land Holdings Under Common Ownership, Attachment B).

In light of the scale of development proposals currently pending and the potential for additional contiguous development, the Planning and Development Department feels it is prudent to review the projects as one master development plan in order to ensure the creation of a well planned community that improves upon the health, safety and welfare of its citizens. The piecemeal approach sets a precedent for the disjointed development of the adjoining undeveloped land. Specifically, provisions for recreation space, public services and connectivity will not be provided or, if provided for after development, they will result in an increased cost to the citizens.

Prior to 2011, a development plan of this scale would have undergone a review of statewide guidelines and standards to determine if a Development of Regional Impact (DRI) review was required due to the potential regional impacts; a DRI review would require an in depth analysis of potential impacts to the environment, the transportation network and public services such as police and fire protection and recreation and open space. However, due to legislative changes in 2011 that eliminated the DRI review requirements for large scale developments in Jacksonville, the proposed development is exempt from a DRI review. As such, the land use and rezoning applications are being submitted and reviewed as individual projects without perspective on their overall community impacts.

The *2030 Comprehensive Plan* provides a process to review large scale projects under the Multi-Use (MU) Future Land Use Category. The MU category was created specifically for the purpose of addressing the various issues related to developments exceeding 250 acres and under the ownership of a single entity. MU would facilitate mixed use, an interconnected system of streets, emphasize enhancing environmental protection, and promote more efficient growth. Therefore, the Planning and Development Department recommends denial of land use amendment applications 2013I-001 through 2013I-008 unless they are consolidated under one comprehensive land use amendment application taking the land use category to MU.

## **Background on 2013I-001 Amendment:**

The 12.38 acre subject property is located at on the south side of R.G. Skinner Parkway, east of I-295. The property is currently undeveloped and is within the boundaries of the Southeast Planning District and Council District 13.

The applicant proposes an amendment to the Future Land Use Map series (FLUMs) from Low Density Residential (LDR) to Community General/Commercial (CGC) and a rezoning from Residential Rural-Acre (RR-Acre) to Commercial Community/General-1 (CCG-1) in order to develop the property with commercial retail uses. The rezoning application is not required for the transmittal round of legislation and therefore, has not yet been submitted. The rezoning application proposing CCG-1 will be processed during the adoption round of this Large Scale Future Land Use Amendment series.

The area surrounding the site is primarily vacant timber land. However, just northeast of this site along R.G. Skinner Parkway is the Atlantic Coast High School public school. R.G. Skinner Parkway runs north emptying onto Baymeadows Road. (See Dual Map, page 2) (See Land Utilization Map, Attachment D)

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the “Suburban Area” of the City.

## **Impacts and Mitigation**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

## **Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of 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 development of the site.

## **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 E) and determined that the proposed amendment results in 6,096 net new daily trips. This analysis is based upon the comparison of what potentially could be built on that site given the proposed land use category (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 but only in a piece meal manner. In addition to the impacts of this land use amendment, the Department has addressed cumulative impacts which are shown on Attachment C, Cumulative Impact Table for 2013I Series.

## **School Capacity**

The proposed land use amendment from LDR to CGC is to allow for commercial retail development and will not include a residential component. Therefore, school enrollment and capacity will not be impacted by this land use amendment.

## **Wetlands (Impact of Amendments 2013I-001 through 2013I-008)**

Eight land use amendment applications were submitted to the Planning and Development Department for processing and review. The land area involved for the various proposed land use subject sites totals 562 acres of which 247.38 acres or 44%+ are wetlands (See Attachment E, Wetlands Reports/Map). Of the total wetland acreage of the eight land use amendment sites, over 71% or 176.85 acres is valuable "Category II" riverine wetlands. However, these acreages of the land use amendments do not paint a total picture of the potential impacts of the proposed amendments. Recently, two large subdivision site plans adjacent to these land use amendments and within this proposed development area have also been submitted for review. These two large areas with the eight proposed land use amendment areas as well as future developments planned for the area has the potential to significantly impact the wetlands that serve as headwaters for Julington Creek.

This area lies within the Big Davis Creek drainage sub-basin. The creeks of this basin then drain into the much larger Julington Creek drainage basin which empties into the St. Johns River. The City of Jacksonville is under a mandated timetable to lower its "Total Maximum Daily Load" (TMDL) into the St. Johns River as directed by the "Basin Management Action Plan" allocation (BMAP allocation) for nutrient loading into the River. Allowed mitigation outside the immediate watershed drainage area could be counterproductive for the City trying to meet its BMAP allocation thereby providing an argument for preservation of the most valuable wetlands. Placement of these wetlands into the Conservation land use category and/or zoning district should strongly be considered.

Currently, the development does not have wetland permits from either the Army Corp of Engineers or the St. Johns River Water Management District. However, the applicant has submitted applications to those agencies. (See Attachment F, I Series Wetlands Map)(See Attachment C, Cumulative Impact Table for 2013I Series)

### **Wetlands (Site Specific Impacts of Amendment 2013I-001)**

A wetlands survey map has been submitted by the applicant for the 12.38 acre land use amendment site. According to the survey there is a small isolated "Category III" wetland on the application site of approximately 0.22 acres. The wetland is classified as a "Wetland Conifer Forest" by the Florida Land Use Classification System (FLUCCS). There are larger isolated wetlands to the west and south of the site but they are not hydraulically linked with the site's small wetland. The wetland is a low spot on the subject site's topography where the surface elevation is depressed and closer the high water table. The wetland is impacted by monoculture forestry practices and has a very low functional value providing little argument for its preservation. However, mitigation will be required by the St. Johns River Water Management District.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetlands as "Leon fine sand". The Leon series are nearly level poorly drained and very poorly drained sandy soils formed in thick beds of marine sand. The Leon soils generally are located in flatwoods and tidal marshes where the water table is at a depth of 6 to 18 inches in flatwood areas and close to the ground surface in tidal marsh areas.

Any proposed development of the site will most likely impact this wetland. Therefore, any alteration would impact Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan if mitigation measures are not taken. The Goal and Objective is 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, improve the water quality, and improve fish and wildlife values of wetlands.

Other general requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in Policy 4.1.3 of the CCME, 2030 Comprehensive Plan. However, elimination of these wetlands will not impact that policy as well unless mitigation measures are not taken.

**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.

### **Wildlife**

The applicant submitted a wildlife report (October 2013) prepared by an environmental firm for the Davis/9B Residential Parcel in the process of land use amendments and rezonings. The report was prepared from the Florida Fish and Wildlife Conservation Commission "Wildlife Methodology Guidelines". The required species considered in the inventory was 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).

Several site visits were made for the preparation of the report. Although, potential habitat was present on the subject site none of the listed wildlife species were observed except for the Gopher Tortoise (*Gopherus polyphemus*). However, the potential habitat for the listed species will be reduced as development occurs. A Gopher Tortoise permit (#GTC-10-00024) had been issued for the capture, removal, and relocation of 157 tortoises.

# IMPACT ASSESSMENT

*\*See Attachment C, Cumulative Impact Table for Key Impacts of 2013I Series*

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Vacant	Commercial
Land Use Category	LDR	CGC
Development Standards For Impact Assessment	5 DU/acre	.35 FAR
Development Potential	61 DUs	188,745 sf of CGC uses
Population Potential	162 people	N/A
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X – Low Sensitivity
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area	0 – 4 inches	
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Potential Increase of 6,096 net new daily trips	
Water Provider	JEA	
Potential Water Impact	Decrease of 6,788.8 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 5,091.6 gallons per day	
Potential Solid Waste Impact	Increase of 143.3 tons per year	
Drainage Basin / Sub-Basin	Big Davis Creek (Stream)	
Recreation and Parks	None	
Mass Transit	None	
NATURAL FEATURES		
Elevations	45 feet	
Soils	Evergreen-Wesconnett complex(22); Leon fine sand(32); Dorovan muck, depressional(87)	
Land Cover	Pine flatwoods (4110); Wetland coniferous forest(6200)	
Flood Zone	No	
Wet Lands	Wetland coniferous forest (6300)	
Wild Life	Gopher Tortoise	



## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 6, 2013, the required notice of public hearing signs were posted. Nine (9) notices were mailed out to adjoining property owners and neighborhood associations, including the Southeast CPAC, informing them of the proposed land use change and pertinent public hearing and meeting dates.

There appeared to be a few people who attended the Preview Workshop to get more information on this amendment and the other 7 related amendments, however, no one spoke or had additional questions after the presentation made by the applicant.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

The proposed amendment is **inconsistent** with the following Goals, Objective and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- Objective 1.2                      Manage the use of land in the City by approving new development and redevelopment only if necessary public facilities are provided concurrent with the impacts of development. Ensure the availability of adequate land suitable for utility facilities necessary to support proposed development. Verify prior to development order issuance that all new development and redevelopment will be served with potable water, wastewater, solid waste disposal, stormwater management facilities, and parks that meet or exceed the adopted Levels of Service established in the Capital Improvements Element.*
- Policy 1.2.3                      Identify areas with excess and deficient capacities for public facilities, and update this information through appropriate City departments no less than once a year. Permit development in areas with excess capacities for public facilities, and deny it in areas with deficient capacities, unless needed facilities can be provided concurrently with development by the public or private sectors in conformance with the 2030 Comprehensive Plan.*
- Policy 1.2.6                      The City shall ensure through the implementation of Chapter 654, Ordinance Code (Code of Subdivision Regulations) that suitable lands and/or easements are available for the provision of utility and transportation facilities necessary to support proposed development, and implement improvements with minimum land use, social and environmental disruption. Consider the location and timing of new public facility construction in requests for Future Land Use Map series amendments.*

- Objective 2.10      Apply urban development characteristics as defined in this element to suburban mixed-use development projects as a means of promoting the development of complementary uses that include cultural, recreational, and integrated commercial and residential components, in order to reduce the negative impacts of urban sprawl.*
- 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.*
- Policy 3.1.11       The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.*

In order to ensure adequate public facilities (such as police services, fire and rescue, parks and recreation) are provided concurrently with development, proposed land use amendments 2013I-001 through 2013I-008 should be applied for under one application as a master planned community. The development of the necessary public facilities for the larger development plan cannot be confirmed making these amendments inconsistent with FLUE Objective 1.2 and Policies 1.2.3 and 1.2.6.

Goal 3 and Policy 3.1.11 further support the need to review the applications as one multi-use master planned development. The amendments should be reviewed under the Multi-Use land use category in order to ensure a “well balanced and organized combination of residential, non-residential, recreational and public uses”. A companion PUD rezoning would further the master planned development concept and provide confirmation that the details recommended with Policy 2.10, Objective 3.1 and Policy 3.1.11 are implemented.

Further, the Multi-Use land use category as described in the FLUE is intended to accommodate the development “of areas in a larger size and scale.” The category description continues to explain that “areas which are appropriate for the Multi-Use designation include...those developments that comprise of at least 250 acres and provide for master planned communities...”. The larger development plan of the eight proposed land use amendments qualifies for the Multi-Use land use category. In order to ensure adequate public facilities are provided concurrent with development and to facilitate the integration of

land uses with an efficient system of internal circulation and connection, as described in the FLUE Goals, Objectives and Policies, the larger development plan for land use applications 2013I-001 through 2013I-008 should be reviewed in its entirety under one land use application.

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

*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.*

According to the Category Descriptions for the Suburban Development Areas of the FLUE, the LDR future land use category primarily permits low density residential development in the form of single-family and multi-family dwellings at up to seven dwelling units per acre.

The CGC future land use category is 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. In the Suburban Development Area the CGC category allows up to 20 dwelling units per acre. However, the proposed development is to accommodate commercial retail development, not residential development.

The proposed amendment allows for the creation of a commercial retail center to serve as an employment and retail focal point for current residents along Baymeadows Road and potential future residents in the land proposed for residential development to the south of this property. These factors position the site and proposed plan of development to further the intent of FLUE Objective 3.2 and Policy 3.2.1.

## **Vision Plan**

The Land Use amendment could be consistent with the Southeast Vision Plan if the guiding principles are followed. These guidelines would create neighborhoods and commercial areas that were envisioned by the many participants in the visioning process. The Plan's main goal is the protection of existing neighborhoods while concurrently balancing "quality of life" assets that attracted residents to the area. The five guiding principles listed in the Plan are as follows:

Guiding Principle One -	Capitalize on the Southeast's Uniqueness
Guiding Principle Two -	Promote Mixed Use/Mixed Income Redevelopment and Infill
Guiding Principle Three -	Provide Greater Connectivity and a Variety of Transportation Choices to Enhance Mobility
Guiding Principle Four -	Provide for Economic Growth
Guiding Principle Five -	Provide for Conservation, Parks and Open Space

Guiding Principle Four "Provide for Economic Growth" states it is important to understand that economic growth is linked to all five Guiding Principles of the Plan. Transportation connectivity, compact development, quality open space and walkable neighborhoods are all inextricably linked to the concept of economic growth. The result is a more 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.

Additionally, in accordance with sub-principle 5.4, as stated below, it would be prudent to place high functional valued wetlands in Conservation.

Sub-principle 5.4 - Protect the rivers and streams by providing for better management practices for storm water before it reaches them, by retaining floodplains, wetlands and use of detention ponds and requiring wetlands and streamside buffers.

The Vision Plan calls for density and mixed uses around identified nodes and corridors. R.G. Skinner Parkway, a local road, was not identified in the Plan as a node/corridor for commercial development. Specifically, the Plan recommends commercial development follow arterial corridors and major roadway intersections. While commercial development is appropriate in different areas throughout the District, the proposed location of the commercial development **is not** consistent with the Southeast Vision Plan.

## Strategic Regional Policy Plan

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

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

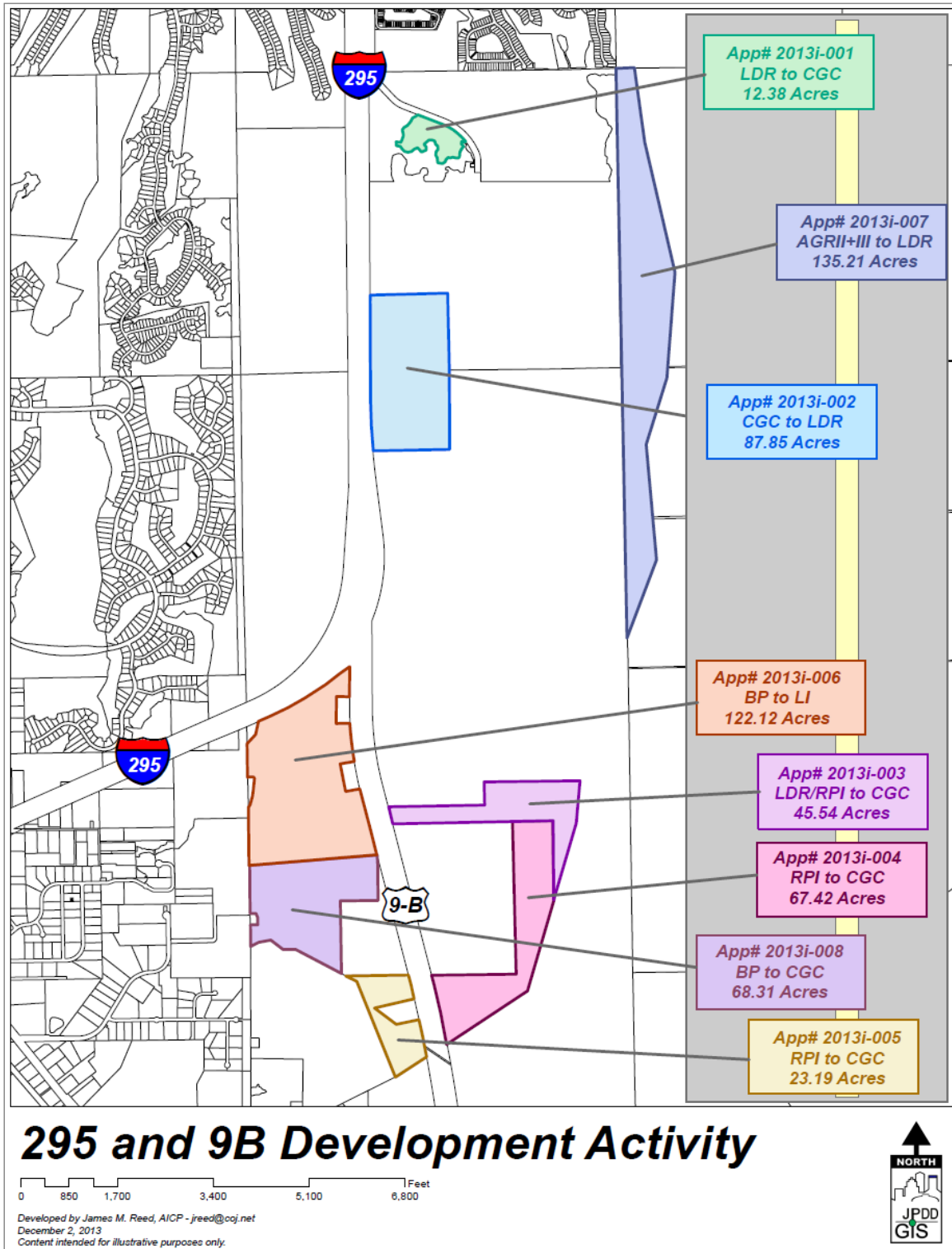
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of additional business opportunities in the northeast Florida region.

## RECOMMENDATION

The Planning and Development Department recommends **DENIAL** of this application based on its inconsistency with the 2030 Comprehensive Plan. The 2030 Comprehensive Plan makes a provision for reviewing and addressing large scale developments by using the MU land use category. The Planning and Development Department recommends that the eight 2013I Series land use amendments and associated rezonings for the areas surrounding and including the amendment sites be processed under one cohesive land use amendment to the Multi-Use (MU) category; the MU Future Land Use category it is intended to accommodate, in a more innovative fashion, development of areas of a larger size and scale.

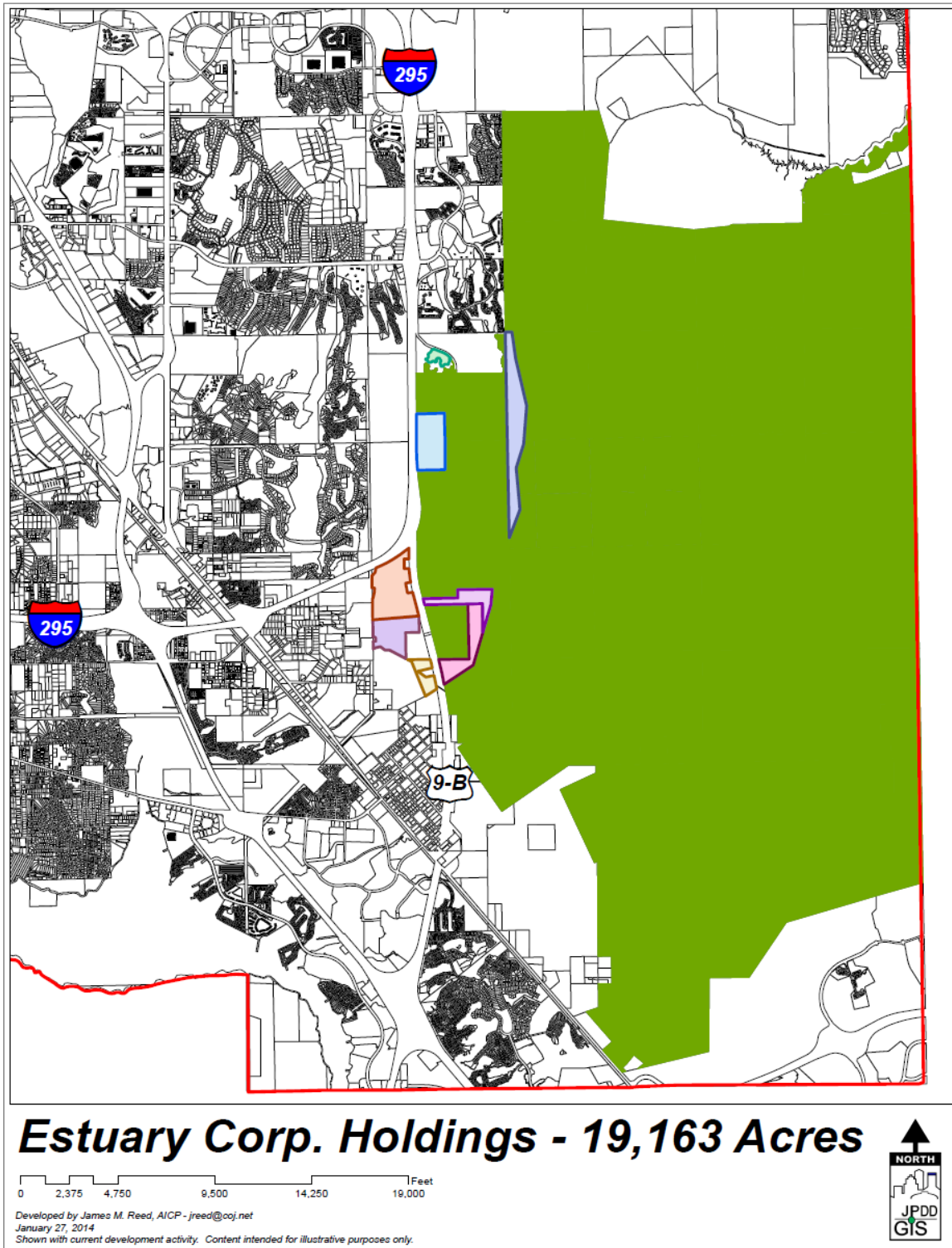
# ATTACHMENT A

## Location Map of 2013I Series



## ATTACHMENT B

### Land Holdings Under Common Ownership:



## **ATTACHMENT C**

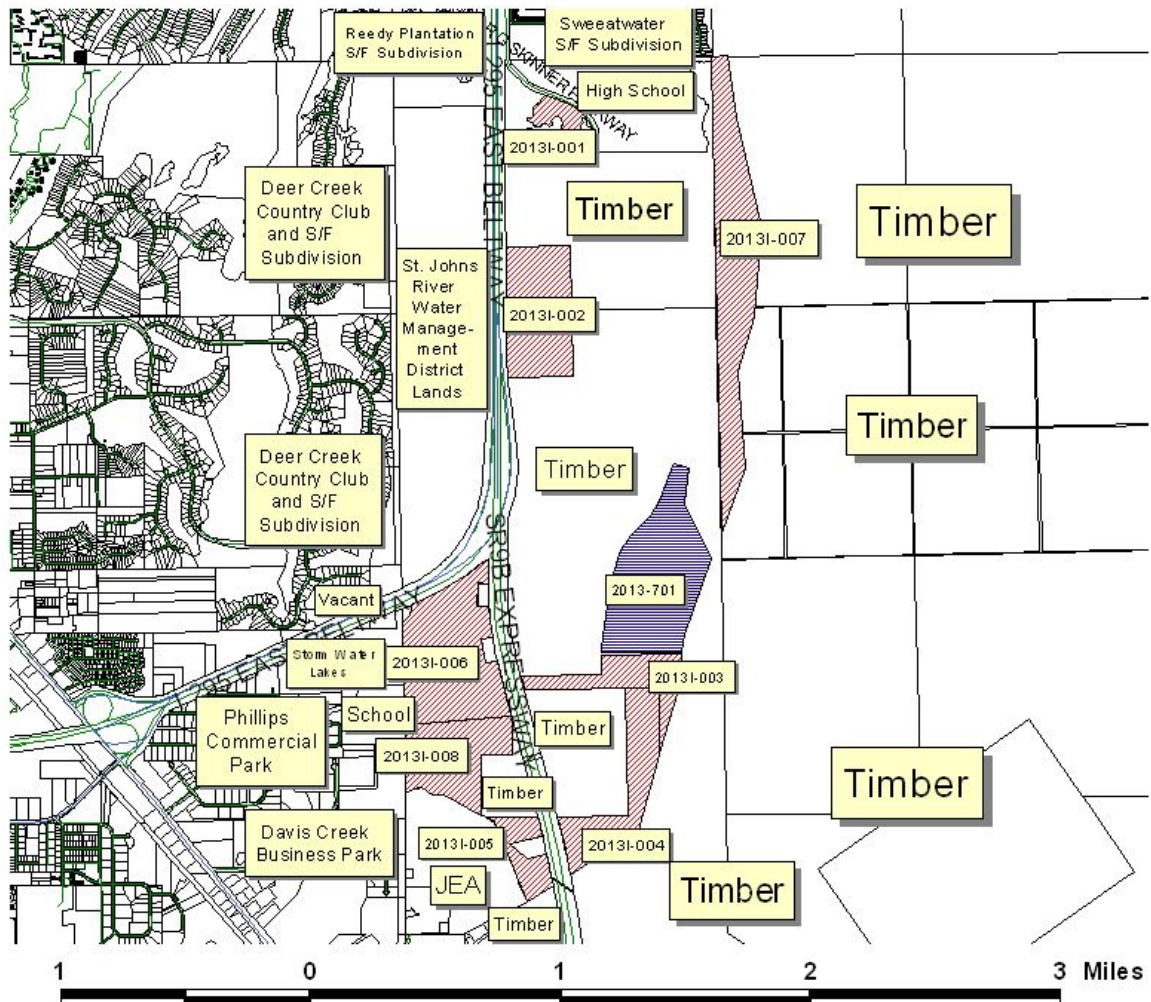
### **Cumulative Impact Table for 2013I Series:**

<b>CUMMLATIVE IMPACTS OF PROPOSED LARGE SCALE LAND USE CHANGES</b>							
<b>Application #</b>	<b>Current LU</b>	<b>Proposed LU</b>	<b>Total Acreage</b>	<b>Wetland Acreage</b>	<b># of Residences</b>	<b>Commercial/ Industrial Sq. Ft.</b>	<b>Net New Daily Trips</b>
2013I-001	LDR	CGC	12.38	0.22	Decrease of 61	Increase of 188,745	Increase of 6,096
2013I-002	CGC	LDR	87.85	59.97	Increase of 439	Decrease of 133,9361	Decrease of 20,112
2013I-003	LDR	CGC	45.54	13	Decrease of 228	Increase of 694,303	Increase of 14,750
2013I-004	RPI	CGC	67.42	16.44	Decrease of 1,011	Increase of 1,027,855	Increase of 10,266
2013I-005	RPI	CGC	23.19	8.8	Decrease of 347	Increase of 353,554	Increase of 5,690
2013I-006	BP	LI	122.12	42.1	N/A	Increase of 263,233	Decrease of 8,422
2013I-007	AGR II + III	LDR	135.21	96.75	Increase of 670	N/A	Increase of 6,354
2013I-008	BP	CGC	68.31	10.1	N/A	0	Increase of 9,295
<b>TOTAL</b>			<b>562.02</b>	<b>247.38</b>	<b>Decrease of 538 homes</b>	<b>Increase of 1,188,329 sq. ft.</b>	<b>Increase of 23,917</b>



## ATTACHMENT D

### Existing Land Utilization:



# ATTACHMENT E

## Traffic Analysis:

P L A N N I N G   A N D   D E V E L O P M E N T   D E P A R T M E N T



### MEMORANDUM

DATE: February 6, 2014

TO: Gary Kresel  
Chief, Community Planning Division

FROM: Lurise Bannister  
City Planner II, Transportation Section

SUBJECT: TRANSPORTATION REVIEW: Large Scale 2013I-001

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This traffic impact analysis was conducted for 12.38 +/- acres of vacant Low Density Residential (LDR) land located to the east of I-295 Beltway/SR 9A and south of Baymeadows Road East and the existing stub of R G Skinner Parkway in the suburban area Jacksonville, Florida. The real estate number for the parcel as identified by the City of Jacksonville Property Appraiser's office is 167761-0015. There are 7 additional land use amendments that encompass an additional 550 +/- acres within vicinity of this proposed development. This review will also take into consideration a cumulative traffic impact analysis for all the land use amendments planned for this area as shown in Figure 1.

Trip generation was conducted for existing and ultimate build-out conditions based on the estimated average daily trips published in the 9<sup>th</sup> Edition of the Institute of Transportation Engineers (ITE), *Trip Generation Manual*. The subject site has an existing LDR land use which allows for 5 single-family dwelling units per acre and has the potential to be developed with 62 single-family dwelling units (ITE Land Use Code 210) and is estimated to generate **677 average daily trips**. The proposed land use is Community/General Commercial (CGC) allows 0.35 FAR per acre and the proposed development of 188,745 square feet of commercial space (ITE Land Use Code 820) would generate **6,773 average daily trips**, which includes an average pass-by trip rate of 34%. The difference in trips would result in a net increase of **6,096 daily trips** if the land use is amended from LDR to CGC. A copy of the Trip Generation table is attached as Table A-1.

The 8 land use amendments submitted to the Planning and Development Department for review include over 3.31 million square feet of commercial space, 1,115 residential dwelling units, and 2.1 million square feet of industrial space. Table A-2 shows the combined existing land uses have the potential to generate **73,489 average daily trips** and the planned amendments would increase to **97,406 daily trips**, which results to a net increase of **23,917 trips**. It should be noted that these 8 land use amendments do not include all the developable land in the area, as there are existing parcels that are not accounted for in this analysis because they do not require a land use amendment. Applications were submitted the Concurrency Management and Mobility Service Office for an additional 565 single family dwelling units in the vicinity of the propose land use amendments. The 565 single family dwelling units would generate an additional **5,166 daily trips**, for a cumulative result of **102,572 daily trips**.

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Ed Ball Building, Ste. 300  
[www.coj.net](http://www.coj.net)

Jacksonville, FL 32202  
Fax: 904-255-7885

## **ATTACHMENT E (continued)**

### **Traffic Analysis:**

P L A N N I N G   A N D   D E V E L O P M E N T   D E P A R T M E N T



The roadway network within proximity of the subject site was analyzed for traffic impacts. Currently, there is no roadway access to the subject site; A roadway construction between Baymeadows Road to the north and SR 9B to the south is a critical element for overall connectivity and access to and from the proposed development sites. The applicant has provided a conceptual site plan depicting future extension of R.G. Skinner Parkway to connect to the south onto to SR 9B interchange. The site plan does not depict the proposed roadway construction details but the Planning and Development Department recommends that the new road should be constructed as a four-lane facility to accommodate the anticipated traffic volumes to be generated by the proposed development.

State Road 9B was completed and opened to traffic in September 2013. This new, 4.6-mile road begins at Phillips Highway (SR5/U.S.1) and goes to the Interstate 295 East Beltway (SR 9A). The new road provides a vital link in the overall transportation system and will ultimately improve access to Interstate 95 and relieve the heavily congested U.S. 1 and Old St. Augustine Road corridors in southern Duval and northern St. Johns counties near Jacksonville, Florida. The Florida Department of Transportation (FDOT) currently does not have published counts on SR 9B from Phillips Highway to I-295 East Beltway, however the FDOT provided an estimation of 2-way traffic volumes that were modeled and adjusted to the 2012 traffic counts based on SR 9B connectivity to I-95. The Planning and Development Transportation Section has applied the service volumes into the most recent version of the North Florida Transportation Planning Organization's NERPM model, which shows approximately 17% of the daily trips (4,181) would be distributed on SR 9B if the entire road was constructed as a 4-laned facility (Table B).

Baymeadows Road (SR 152) from Southside Boulevard to Interstate 295 East Beltway/SR 9A is a 4-laned Arterial I functional classified roadway and operating at a 69% of the allowable maximum daily capacity of 39,800 trips (Table C). The traffic volume would increase to approximately 78% with the proposed land use amendments. I-295 from Baymeadows Road (SR 152) to Phillips Highway (SR 5) exceeds the allowable daily capacity does not have sufficient capacity to accommodate the proposed traffic to be generated by the proposed development. The 2012 FDOT Level of Service Analysis shows this segment of I-295 as a 4-lane divided freeway with a minimum acceptable Level of Service (LOS) 'D', which has a maximum daily capacity of 77,900 trips. The FDOT report shows this segment is currently operating at approximately 97% of its capacity and accommodates 75,500 daily trips. This facility has a 7.3% growth rate factor and operating at LOS 'F' by 2017. This is a state facility and is subject to FDOT review and access management requirements.

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## ATTACHMENT E (continued)

### Traffic Analysis:

P L A N N I N G   A N D   D E V E L O P M E N T   D E P A R T M E N T



The proposed future land use amendments submitted to the Planning and Development Department for review include over 3.31 million square feet of commercial space, 1,115 residential dwelling units, and 2.1 million square feet of industrial space. The proposed developments would generate 97,406 average daily trips if ultimately built out. The Department recommends the following:

- The entire area should be master planned as it would serve as a focal point for a new walkable, mixed used development, including residential, retail, office, industrial and public open spaces. The desired outcome advocated by this plan is to ensure the future growth will be sustainable and be of a quality that compliments the proposed development, and minimizes the impacts on surrounding community.
- The proposed planned development does not provide for the interconnectivity between the various land uses which is a key concern of the Department. The lack of interconnectivity between parcels causes residents to have to utilize R. G. Skinner Parkway in order to:
  - Visit a neighbor living in an adjacent subdivision,
  - Patronize or work in the local commercial centers, or
  - Travel to employment opportunities in the industrial employment center.

The proposed development parcels should be interconnected in order to reduce travel volumes on R. G. Skinner Parkway. Right-of-way for R. G. Skinner Parkway should be at minimum, 120 feet, to accommodate the traffic generated by the proposed development. The projected traffic generated by development indicates R.G. Skinner Parkway should be a four-lane facility. The applicant is proposing that R. G. Skinner Parkway should be constructed as a four-lane road at the Baymeadows Road/I-295 and SR 9B/R.G. Skinner Parkway interchanges, and two-lane in between the two interchanges.

- Transportation improvements shall provide for the safe and efficient movement of people and goods of all transportation modes including sidewalks, bike lanes, transit, and multi-use trails. This will ensure that non-vehicular transportation alternatives are available for short trips to residential areas, commercial and industrial activity centers, schools and parks.
- Utilize context sensitive street design strategies when designing the development's major internal road network as a means of traffic calming and managing overall traffic flow throughout the development.
- The traffic analysis prepared by the applicant shall be submitted to the Planning and Development Department for review and approval prior to the 10-set plan approval.

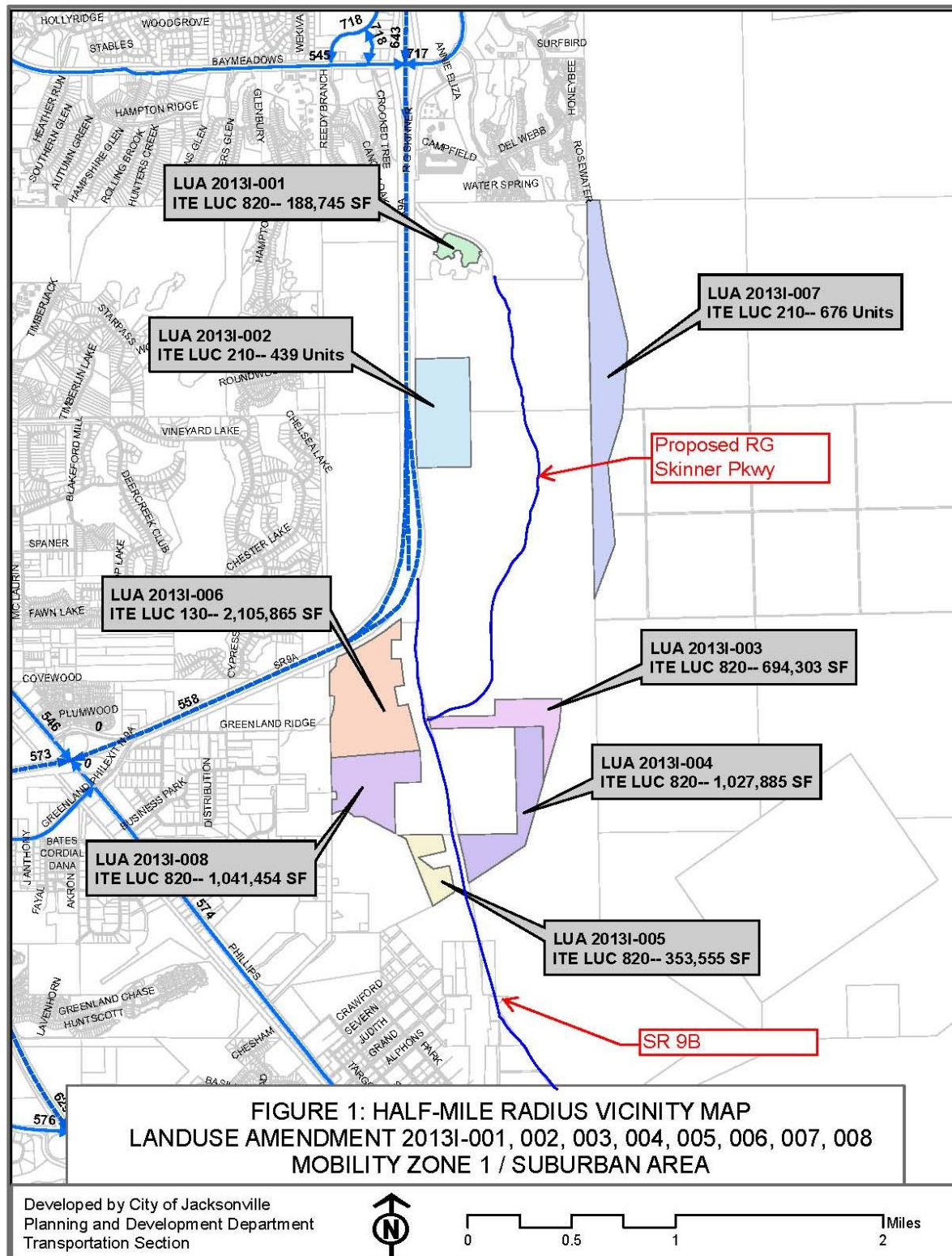
214 N Hogan Street  
Office: 904-255-7800

Ed Ball Building, Ste. 300  
[www.coj.net](http://www.coj.net)

Jacksonville, FL 32202  
Fax: 904-255-7885

## ATTACHMENT E (continued)

### Traffic Analysis:



# ATTACHMENT E (continued)

## Traffic Analysis:

Produced by: Planning and Development Department  
Application Number: 2013I-001

LB  
Date: 1/22/2014  
Mobility Zone / Development Area: 1 / Suburban  
Planning District: 3  
Council District: 13

**Table A-1**

**Trip Generation Estimation**  
Section 1

LUA	Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	LDR / RR-Acre	12.38								0
									<b>Total Section 1</b>	<b>0</b>

Section 2

LUA	Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	LDR / RR-Acre	12.38	210	62	DUs	$\text{LnT} = 0.92 \text{ Ln}(X) + 2.72$	677	0.00%	0.00%	677
									<b>Total Section 2</b>	<b>677</b>

Section 3

LUA	Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	CGC / CCG-1	12.38	820	188,745	1,000 SF OF GLA	$\ln(T) = 0.65 \ln(X) / 1000 + 5.83$	10,263	0.00%	34.00%	6,773
									Total Section 3	6,773
									*Net New Trips = Section 3 - Section 2 - Section 1	
										6,096

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

# ATTACHMENT E (continued)

## Traffic Analysis:

Produced by: Planning and Development Department  
Application Number: 2013I-Series Cumulative

LB  
Date: 1/22/2014  
Mobility Zone / Development Area: 1 / Suburban  
Planning District: 3  
Council District: 13

Table A-2

### Trip Generation Estimation Section 1

LUA	Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	LDR / RR-Acre	12.38								
2013I-002	CGC / CO	87.85								
2013I-003A	LDR / RR-Acre	42.54								
2013I-003B	RPI / CO	3								
2013I-004	RPI / CO	67.42								
2013I-005	RPI / CO	23.19								
2013I-006	BP / IBP	120.86								
2013I-007A	AGR-II / AGR	86.62								
2013I-007B	AGR-III / AGR	48.59								
2013I-008	BP / IBP	68.31								
Total Section 1										0

### Section 2

LUA	Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	LDR / RR-Acre	12.38	210	62	DUs	$LnT = 0.92 Ln(X) + 2.72$	677	0.00%	0.00%	677
2013I-002	CGC / CO	87.85	820	1,339,361	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	36,679	0.00%	34.00%	24,208
2013I-003A	LDR / RR-Acre	42.54	210	213	DUs	$LnT = 0.92 Ln(X) + 2.72$	2,106	0.00%	0.00%	2,106
2013I-003B	RPI / CO	3	710	65,340	1,000 SF OF GLA	$Ln(T) = 0.76 Ln(X) / 1000 + 3.68$	950	0.00%	0.00%	950
2013I-004	RPI / CO	67.42	710	1,468,408	1,000 SF OF GLA	$Ln(T) = 0.76 Ln(X) / 1000 + 3.68$	10,116	0.00%	0.00%	10,116
2013I-005	RPI / CO	23.19	710	505,078	1,000 SF OF GLA	$Ln(T) = 0.76 Ln(X) / 1000 + 3.68$	4,495	0.00%	0.00%	4,495
2013I-006	BP / IBP	120.86	750	1,842,632	1,000 SF OF GLA	$T = 10.42 (X) / 1000 + 409.04$	19,609	0.00%	0.00%	19,609
2013I-007A	AGR-II / AGR	86.62	210	2	DUs	$T = 9.52 (X)$	19	0.00%	0.00%	19
2013I-007B	AGR-III / AGR	48.59	210	5	DUs	$T = 9.52 (X)$	48	0.00%	0.00%	48
2013I-008	BP / IBP	68.31	750	1,041,454	1,000 SF OF GLA	$T = 10.42 (X) / 1000 + 409.04$	11,261	0.00%	0.00%	11,261
Total Section 2										73,489

### Section 3

LUA	Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
2013I-001	CGC / CCG-1	12.38	820	188,745	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	10,263	0.00%	34.00%	6,773
2013I-002	LDR / RLD-50	87.85	210	439	DUs	$LnT = 0.92 Ln(X) + 2.72$	4,096	0.00%	0.00%	4,096
2013I-003A	CGC / CCG-1	42.54	820	648,565	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	22,893	0.00%	34.00%	15,110
2013I-003B	CGC / CCG-1	3	820	45,738	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	4,084	0.00%	34.00%	2,696
2013I-004	CGC / CCG-1	67.42	820	1,027,885	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	30,882	0.00%	34.00%	20,382
2013I-005	CGC / CCG-1	23.19	820	353,555	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	15,432	0.00%	34.00%	10,185
2013I-006	LI / IL	120.86	130	2,105,865	1,000 SF OF GLA	$T = 4.99 (X) / 1000 + 678.25$	11,187	0.00%	0.00%	11,187
2013I-007A	LDR / RLD-50	86.62	210	433	DUs	$LnT = 0.92 Ln(X) + 2.72$	4,044	0.00%	0.00%	4,044
2013I-007B	LDR / RLD-50	48.59	210	243	DUs	$LnT = 0.92 Ln(X) + 2.72$	2,377	0.00%	0.00%	2,377
2013I-008	CGC / CCG-1	68.31	820	1,041,454	1,000 SF OF GLA	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	31,146	0.00%	34.00%	20,556
Total Section 3										97,406
*Net New Trips = Section 3 - Section 2 - Section 1										23,917

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

# ATTACHMENT E (continued)

## Traffic Analysis:

2/6/2014

Produced by: Planning and Development Department  
Application Number: 2013I-Series Cumulative

LB  
Date: 1/22/2014  
Mobility Zone / Development Area: 1 / Suburban  
Planning District: 3  
Council District: 13

Table B

### Net New Daily External Trip Distribution

	a 23,917	= Total Net New External Trips (Table A)	b	(a*b)
Link ID Number	Roadway Name	From / To	Percent of Total Net New Daily Amendment Trips	Net New Daily External Amendment Trips
545	BAYMEADOWS RD (SR 152)	SOUTHSIDE BLVD TO SR 9A	37.10%	8,873
643	I-295 (SR 9A)	GATE PKWY TO BAYMEADOWS RD (SR 152)	19.43%	4,647
558	I-295 (SR 9A)	BAYMEADOWS RD (SR 152) TO PHILLIPS HWY (US 1)	16.06%	3,841
<b>739</b>	<b>SR 9B</b>	<b>I-295/SR 9A TO PHILLIPS HWY</b>	<b>17.48%</b>	<b>4,181</b>
740	SR 9B	PHILLIPS HWY TO I-95	8.46%	2,023
<b>717</b>	<b>BAYMEADOWS RD E</b>	<b>GATE PARKWAY TO SR 9A</b>	<b>56.42%</b>	<b>13,494</b>

BOLD

Indicates Directly Accessed Segment(s)



# ATTACHMENT E (continued)

## Traffic Analysis:

Produced by: Planning and Development Department  
2013I-Series Cumulative

LB  
Date: 1/22/2014  
Mobility Zone / Development Area: 1 / Suburban  
Planning District: 3  
Council District: 13

**Table C**

### Roadway Link Analysis

Link ID Number	Road Name	Termini	Roadway Classification	State or City Road	Numbers of Lanes	Adopted Service Volume Daily	Background Traffic			Amended Trips Daily External	Total Trips Daily External	Percent Capacity Used with Amended Trips
							Daily Volumes	1 Year Growth %*	Volumes w/ 5 yr Growth			
						a	b	c	d	e	f	g
545	BAYMEADOWS RD (SR 152)	SOUTHSIDE BLVD TO SR 9A	Arterial I	State	4/D	39,800	27,500	1.00%	28,903	8,873	37,776	94.91%
643	I-295 (SR 9A)	GATE PKWY TO BAYMEADOWS RD (SR 152)	Freeway	State	6/D	116,600	83,000	1.00%	87,234	4,647	91,881	78.80%
558	I-295 (SR 9A)	BAYMEADOWS RD (SR 152) TO PHILLIPS HWY (US 1)	Freeway	State	4/D	77,900	75,500	1.00%	79,351	3,841	83,192	108.79%
739	SR 9B	I-295/SR 9A TO PHILLIPS HWY	Freeway	State	4/D	77,900	54,070	1.00%	56,828	4,181	61,009	78.32%
740	SR 9B	PHILLIPS HWY TO I-95	Freeway	State	4/D	77,900	33,808	1.00%	35,533	2,023	37,556	48.21%
717	BAYMEADOWS RD E	GATE PARKWAY TO SR 9A	Arterial I	City	4/D	37,611	6,631	5.37%	8,613	13,494	22,107	58.78%

\* As determined from Trend Analysis or FDOT LOS Report, dated 8/13/2013  
Data from City of Jacksonville Road Most recent Links Status Report dated 11/1/2013  
**BOLD** Indicates Directly Accessed Segment (s)

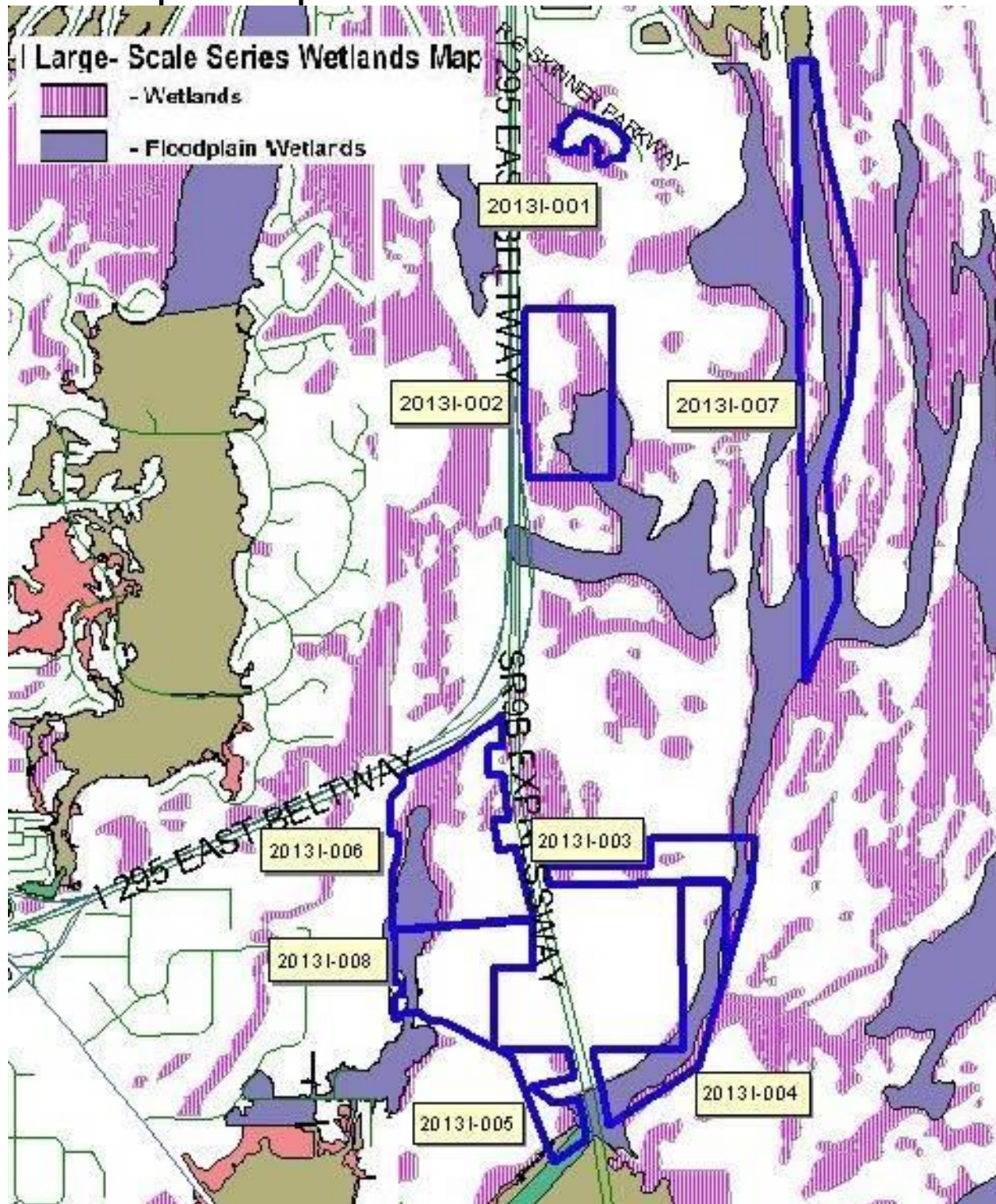
### Major Intersections List

SIS Interchanges/ SHS Intersections within Impact Area
Baymeadows Rd (SR 152) / I-295 (SR 9A)

LUA 2013I-CUM tables.xls


## ATTACHMENT F

### Wet Land Reports / Map:



# **ATTACHMENT G**

## **Land Use Amendment Application:**

		<b>APPLICATION FOR LARGE SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
<b>Date Submitted:</b>	10/3/13	<b>Date Staff Report is Available to Public:</b>	2/7/2014
<b>Land Use Transmittal Ordinance #:</b>	2014-049	<b>1st City Council Public Hearing:</b>	2/11/2014
<b>JPDD Application #:</b>	2013I-001	<b>Planning Commission's LPA Public Hearing:</b>	2/13/2014
<b>Assigned Planner:</b>	Helena Parola	<b>LUZ Committee's Public Hearing:</b>	2/19/2014
		<b>2nd City Council Public Hearing:</b>	2/25/2014
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> PAUL HARDEN LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 Ph: 904-396-5731 Fax: 904-399-5461 Email: PAUL_HARDEN@BELLSOUTH.NET		<b>Owner Information:</b> JED DAVIS ESTUARY CORPORATION 4310 PABLO OAKS COURT JACKSONVILLE, FL 32224	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	12.38	<b>General Location:</b>	ON THE SOUTH SIDE OF RG SKINNER PARKWAY, EAST OF I-295
<b>Real Estate #(s):</b>	167761 0015, a portion of	<b>Address:</b>	0 R G SKINNER PKWY
<b>Planning District:</b>	3		
<b>Council District:</b>	13		
<b>Development Area:</b>	SUBURBAN AREA		
<b>Between Streets/Major Features:</b>	BAYMEADOWS ROAD and PHILIPS HIGHWAY		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b>	VACANT		
<b>Current Land Use Category/Categories and Acreage:</b>	LDR 12.38		
<b>Requested Land Use Category:</b>	CGC	<b>Surrounding Land Use Categories:</b>	LDR
<b>Justification for Land Use Amendment:</b>	TO DEVELOP INTO COMMERCIAL USES.		
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b>	JEA	<b>Sanitary Sewer:</b>	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b>	RR-Acre 12.38		
<b>Requested Zoning District:</b>	CCG-1		
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coj.net/luzap/">http://maps.coj.net/luzap/</a>			