

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



**OVERVIEW**

**ORDINANCE:** 2014-056

**APPLICATION:** 2013I-008-3-13

**APPLICANT:** PAUL HARDEN

**PROPERTY LOCATION:** West of State Road 9B, South of I-295

**Acreage:** 68.31

**Requested Action:**

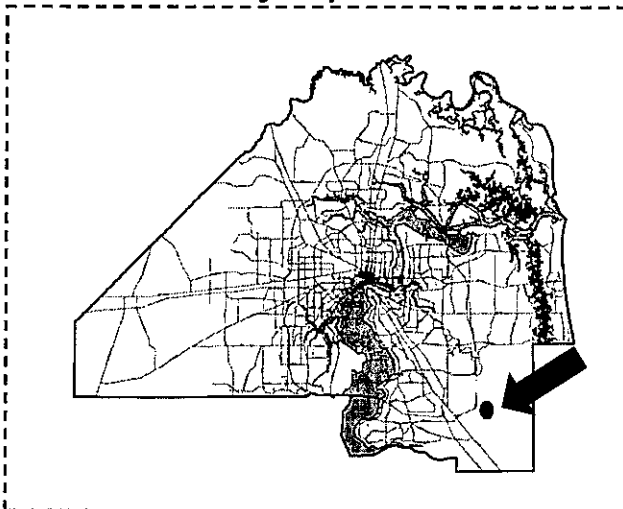
	Current	Proposed
<b>LAND USE</b>	<b>BP</b>	<b>CGC</b>
<b>ZONING</b>	<b>IBP</b>	<b>CCG-1</b>

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
BP	CGC	N/A	N/A	1,041,454 Sq Ft Business Park Uses / .35 FAR	1,041,454 Sq Ft Commercial Uses / .35 FAR	N/A	N/A

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

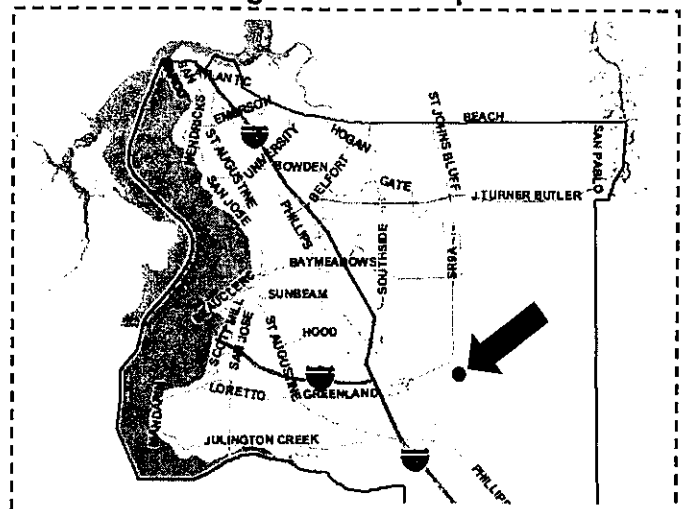
**LOCATION MAPS:** Arrows point to location of proposed amendment.

**Duval County Map**



City of Jacksonville  
Planning and Development Department  
Land Use Amendment Report – February 7, 2014

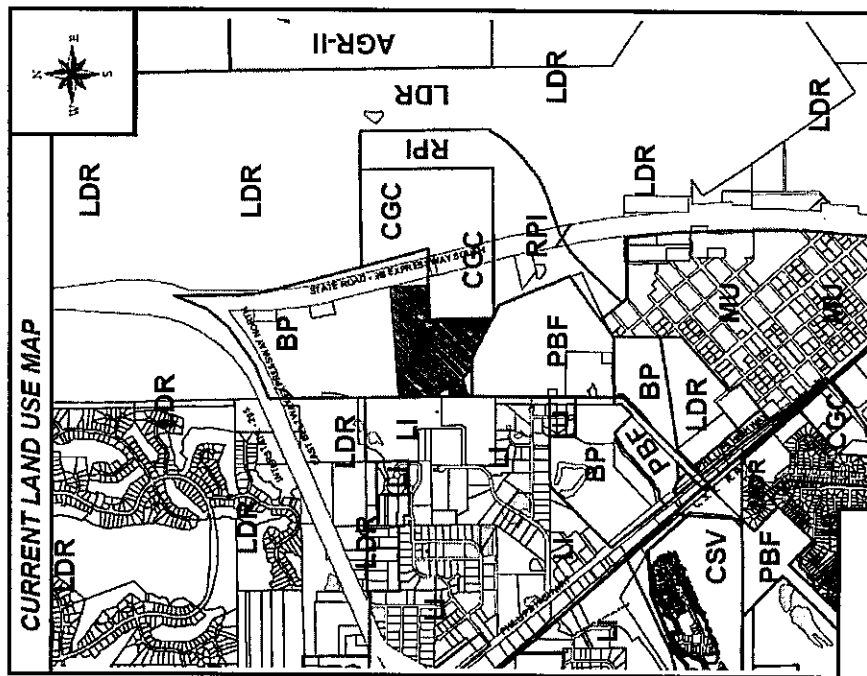
**Planning District 3 Map**



Ordinance # 2014-056  
Application # 2013I-008-3-13  
Page 1 of 28

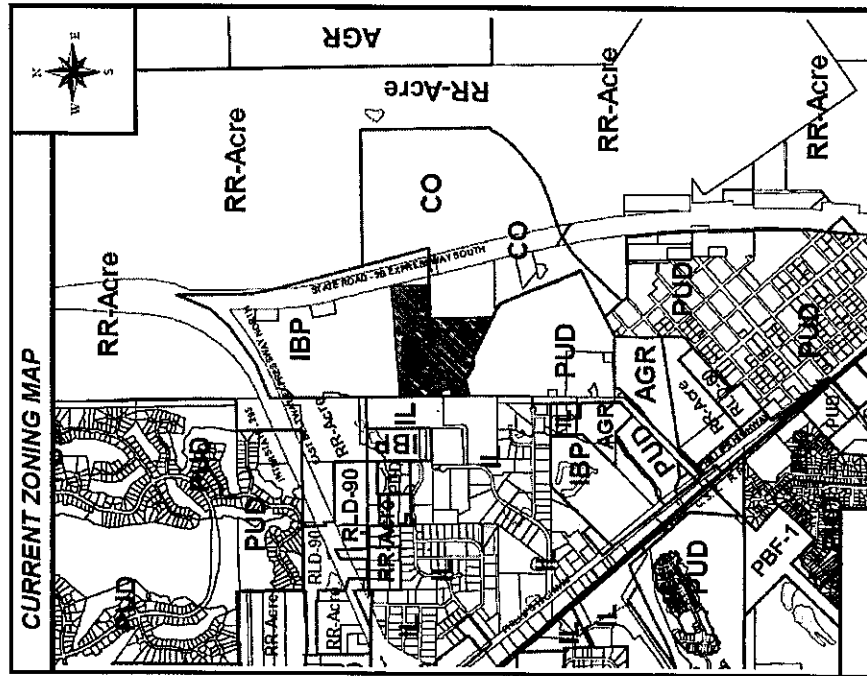
# DUAL MAP PAGE

## LARGE SCALE LAND USE APPLICATION 2013I-008



Existing FLUM Land Use Categories: Business Park (BP)

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



Current Zoning District(s): Industrial Business Park (IBP)

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-008 Amendment:**

The 68.31 acre property is located south of the intersection of I-295 and the recently opened section of State Road 9B. 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 Business Park (BP) to Community/General Commercial (CGC), and a rezoning from Industrial Business Park (IBP) to Commercial Community/General-1 (CCG-1) in order to develop the property with commercial uses. The rezoning application is not required for the transmittal round of legislation and therefore, has not yet been submitted. The rezoning application will be processed during the adoption round of this Large Scale Future Land Use Amendment series.

The land use amendment request is located directly south of application site 2013I-006 which is an undeveloped 122.12 acre site going from BP to Light Industrial (LI). Application 2013I-006 is being processed concurrently with this amendment pursuant to Ordinance 2014-054. Areas to the west of the subject site are undeveloped land in the LI Future Land Use Category, a portion of which belongs to the Duval County School Board. A power line easement runs along the western boundary of the site and the recently opened State Road 9B borders the eastern boundary of the subject site.

According to the applicant, the site will be located in close proximity to a planned interchange at State Road 9B and the extension of R.G. Skinner Parkway. The conversion from BP to CGC land use is intended to provide a commercial node at the new interchange.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Development Area" of the City. The applicant is proposing development of commercial uses in the CGC Future Land Use Category so school capacity will not be impacted by the proposed land use amendment.

### **Impacts 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 E) and determined that the proposed amendment results in 9,295 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 piecemeal 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.

### **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 amendment 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 (Impact of Amendment 2013I-008)**

A wetlands survey map has been submitted by the applicant for the 68.31 acre land use amendment site. According to the survey there are approximately 10.10 acres of "Category II" riverine wetlands on the application site. The wetlands are located in the western portion

of the property are classified as "Mixed Wetland Hardwoods" (approximately 90%) and "Bay Swamps" (10%) by the Florida Land Use Classification System (FLUCCS). The wetlands are subject to flooding and have an extremely high functional value due to its flood storage capacity and water filtration capabilities. The wetlands are a portion of a larger wetland system draining from north to south and are part of the City's natural waterways. The high functional value of the wetland provides an argument for its preservation. Any alteration of this wetland will require mitigation by the St. Johns River Water Management District.

The United States Department of Agriculture, Natural Resource Conservation Service "Soil Survey" classifies the wetlands as "Lynn Haven fine sand" and "Rutlege mucky fine sand". The Lynn Haven series consist of nearly level and gently sloping, very poorly drained, sandy soils. They are located on flats and in seep areas on side slopes and generally have a high water table at or near the ground surface. The Rutlege series consists of nearly level; very poorly drained; sandy soils formed in thick sandy marine sediments located on flood plains and have a high water table at or near the ground surface.

The requested land use change from BP to CGC is considered a more intense use and development of the site could impact this wetland system. 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.

### **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.

**Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly low, some high probability for the presence of archaeological resources. An Archaeological Reconnaissance Survey should be performed due to this area's high sensitivity to archaeological resources in order to determine if a Phase 1 Survey is needed. Section 654.122 of the Code of Subdivision Regulations should be followed if resources are discovered during development of the site.

# IMPACT ASSESSMENT

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

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
Site Utilization	Undeveloped	Commercial Uses
Land Use Category	BP	CGC
Development Standards For Impact Assessment	0.35 FAR	0.35 FAR
Development Potential	1,041,454 sq. ft. business park uses	1,041,454 sq. ft. commercial uses
Population Potential	None	None
SPECIAL DESIGNATIONS AREAS		
	YES	NO
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X (but directly adjacent to Sit. Compat to the west)
Cultural Resources	X	
Archaeological Sensitivity	X	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 9,295 Net New Daily Trips	
Water Provider	JEA	
Potential Water Impact	Potential Decrease of 21,012 Gallons Per Day	
Sewer Provider	JEA	
Potential Sewer Impact	Potential Decrease of 15,759 Gallons Per Day	
Potential Solid Waste Impact	No Change in Tons Per Year	
Drainage Basin / Sub-Basin	Big Davis Creek	
Recreation and Parks	None	
Mass Transit	None	
NATURAL FEATURES		
Elevations	30 – 45 Feet	
Soils	Leon fine sand, 0 to 2% slopes; Rutledge muck fine sand, 0 to 2% slopes, frequently flooded; Evergreen-Wesconnett complex, depressional, 0 to 2 % slopes; Lynn Haven fine sand, 0 to 2% slopes; Hurricane and Ridgewood soils, 0 to 5% slopes; Ortega fine sand, 0 to 5% slopes; Kershaw fine sand, 2 to 8% slopes	
Land Cover	Upland Coniferous Forests, Longleaf pine, xeric oak; Tree Plantations, Coniferous plantations; Wetlands, Bay swamps and Mixed wetland hardwoods	
Flood Zone	AO along the western boundary of property, Inundated by 100-year flood, 1-3 feet flood depths; average depths determined	
Wet Lands	Wetlands Map Provided, See the Impacts Assessment Section for Details	
Wild Life	Gopher Tortoise	



## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 6, 2013, the required notices of public hearing signs were not posted correctly. Some signs were posted, but the total number of signs required by ordinance and the signs for all of the amendments were not posted. The applicant was notified of the sign posting deficiencies. However, in this unique situation the signs need to be posted on limited access interstates as there is no alternative road access to the site. Due to the inherent dangers of parking and walking along limited access facilities, the Department feels that sufficient notice has been provided in the form of newspaper advertisements and the mailing of notices to the SE CPAC, registered neighborhoods and all property owners within 350 feet of the subject property. Eight (8) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Preview Workshop was held on December 16, 2013. There were no speakers in support or opposition to the proposed amendment.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

The proposed amendment is **inconsistent** with the following Goal, Objectives 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.*

The BP Future Land Use category is intended to accommodate commercial office and light industrial uses. Commercial offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. 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 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 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 **inconsistent** with the following Goals, Objective and Policies of the 2030 Comprehensive Plan, Conservation Coastal Management Element (CCME):

- GOAL 1**                      *Protect, conserve and appropriately manage the natural resources of the City in order to maintain or enhance environmental quality for present and future generations.*
- Objective 2.7**              *The City shall protect the hydrological and ecological benefits of flood plain areas, such as water quality, fish and wildlife habitat, and prevention of downstream flooding.*
- Policy 3.3.3**                *The City shall encourage landowners and developers to protect or preserve Environmentally Sensitive Lands within developments, where feasible. Developers will be informed, through development review processes, and provided options for preservation of these areas.*
- 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 4.4.1**                *The City shall encourage the placement of all watercourses, water bodies, buffer areas, and wetlands having high functional values to be placed in a Conservation land use category, Conservation zoning district and/or conservation easement as part of an application for a land use amendment, rezoning and/or site plan approval process.*
- 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: 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...*

**Policy 4.1.5**

*The permitted uses within Category .... II 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):*

*(2) Residential uses, provided the following standards are met: (a) Density/Dredge and fill: Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:*

- i density shall not exceed one (1) dwelling unit per five (5) acres; and*
- ii buildings shall be clustered together to the maximum extent practicable; and*
- iii dredging or filling shall not exceed 5% of the wetlands on-site;....*

There is a considerable amount of high functional value wetlands on seven of the eight land use amendment application sites. Therefore, there is a great potential for significant impact to the wetlands themselves and water quality of the St. Johns River and its tributaries. Presently there are no provisions to place these high valued wetlands in protection such as "Conservation" thereby rendering inconsistency with CCME Goal 1, Objective 2.7, Policy 3.3.3, and Policy 4.4.1.

There is no way of knowing what the proposed potential loss of wetlands will be or what the mitigation plan will be to address the "no net loss of wetlands" and their functions in the City. Therefore, the proposed land use developments are inconsistent with Goal 4, Objective 4.1, and Policy 4.1.3 at this time.

Six of the eight subject sites have "Category II" wetlands. Therefore, according to Policy 4.1.5 only residential dwelling units at one unit per five acres are allowed. Any other use of these wetlands would be inconsistent with this policy.

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.*

The proposed amendment provides for commercial development at a proposed interchange at State Road 9B and the R.G. Skinner Parkway extension. The provision for commercial uses in this location will be consistent with FLUE Objective 3.2 and Policy 3.2.1 once the parkway and interchange construction is completed.

## **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.

While the Plan does not master plan the future development of these lands bordering the 9B expansion or the land of the neighboring Dee Dot Ranch, the proposed land use amendment could be consistent with the intent of the Plan. However, 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.

## Strategic Regional Policy Plan

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

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.

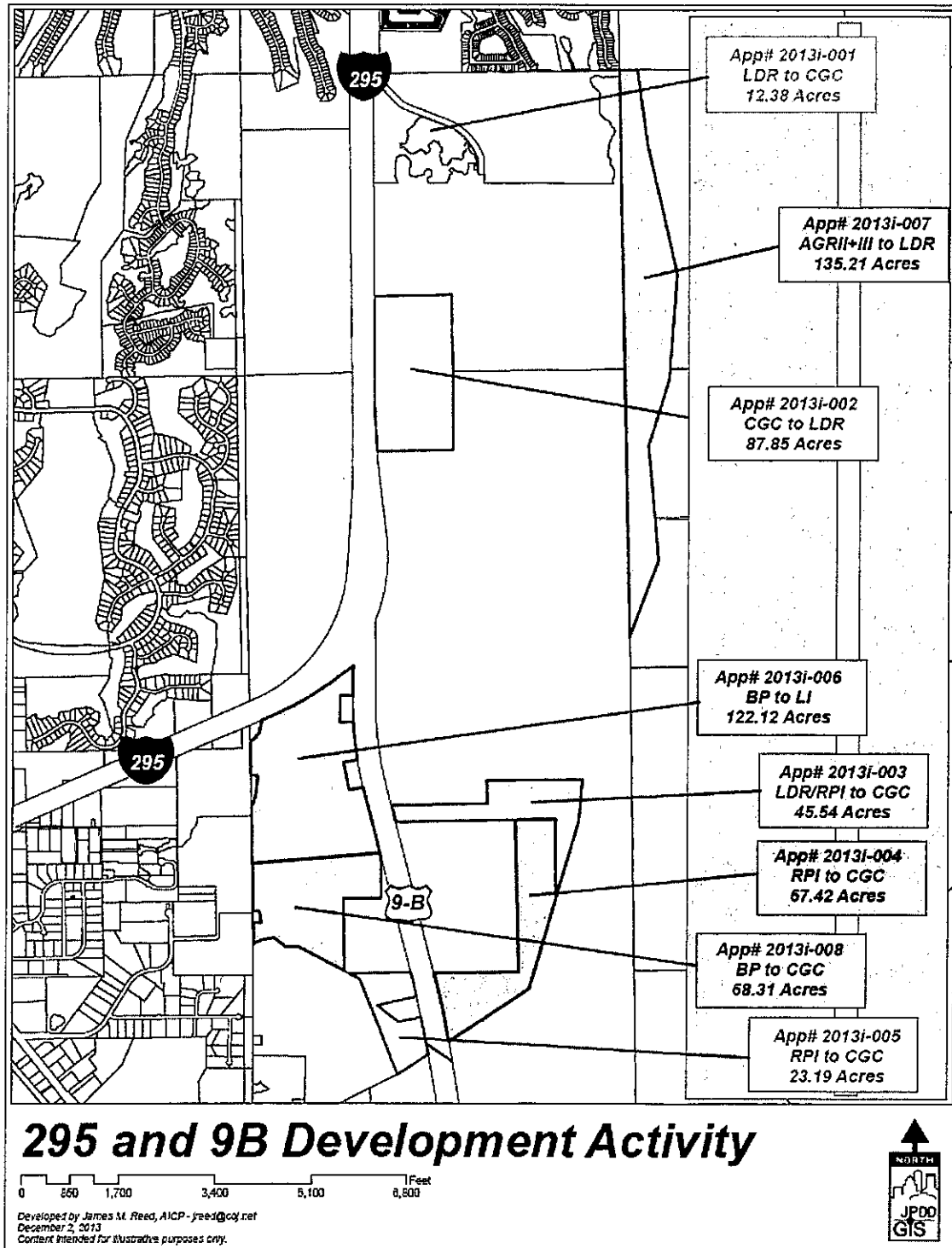
The proposed amendment from BP to CGC would increase opportunities for the creation, expansion or relocation of commercial/retail businesses in northeast Florida, consistent with Goal 2.3 of the Strategic Regional Policy Plan Economic Development Element. Therefore, the proposed amendment is consistent with the aforementioned Strategic Regional Policy Plan.

## 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.

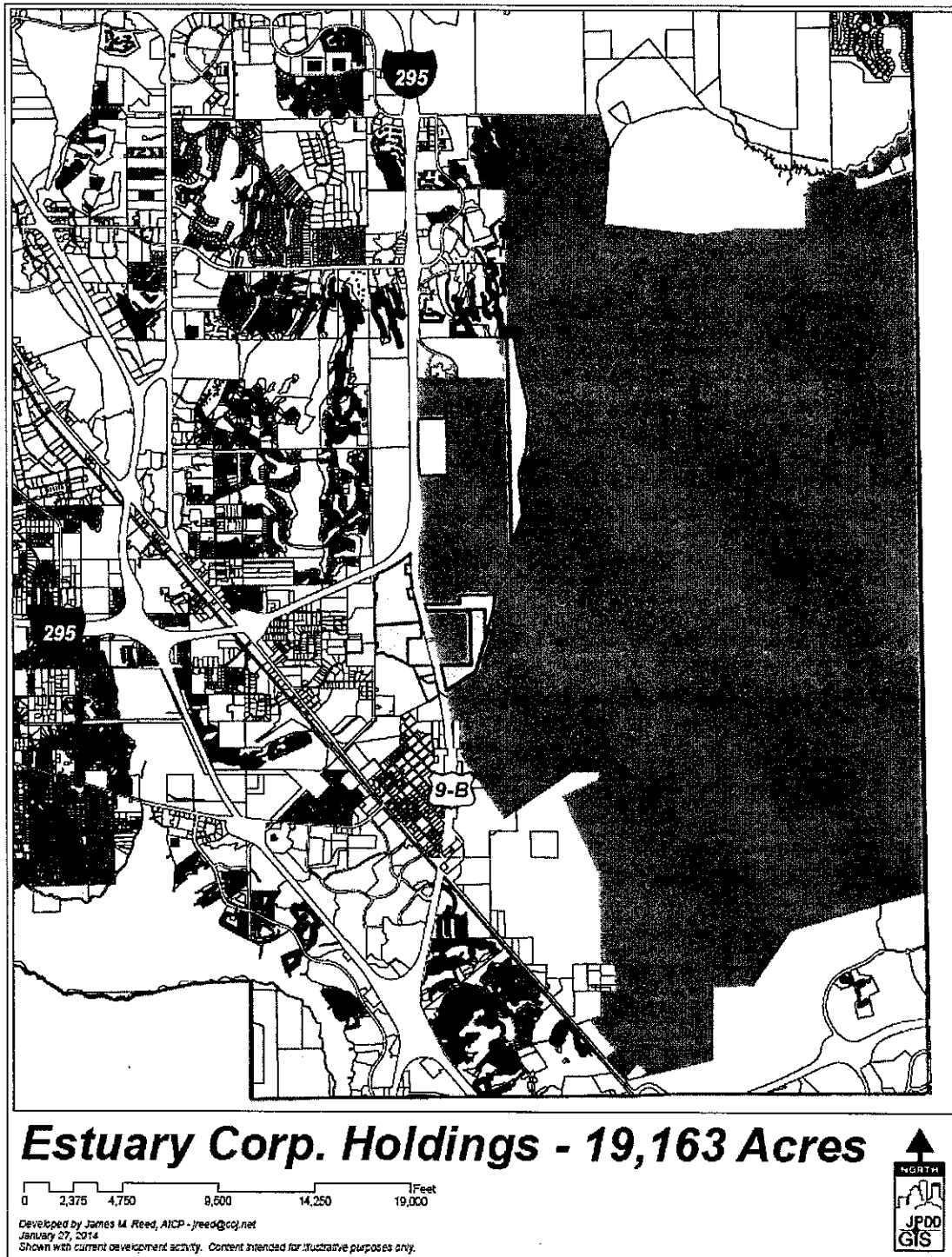
## ATTACHMENT A

### Location Map of 2013i Series



## ATTACHMENT B

### Land Holdings Under Common Ownership:





## **ATTACHMENT C**

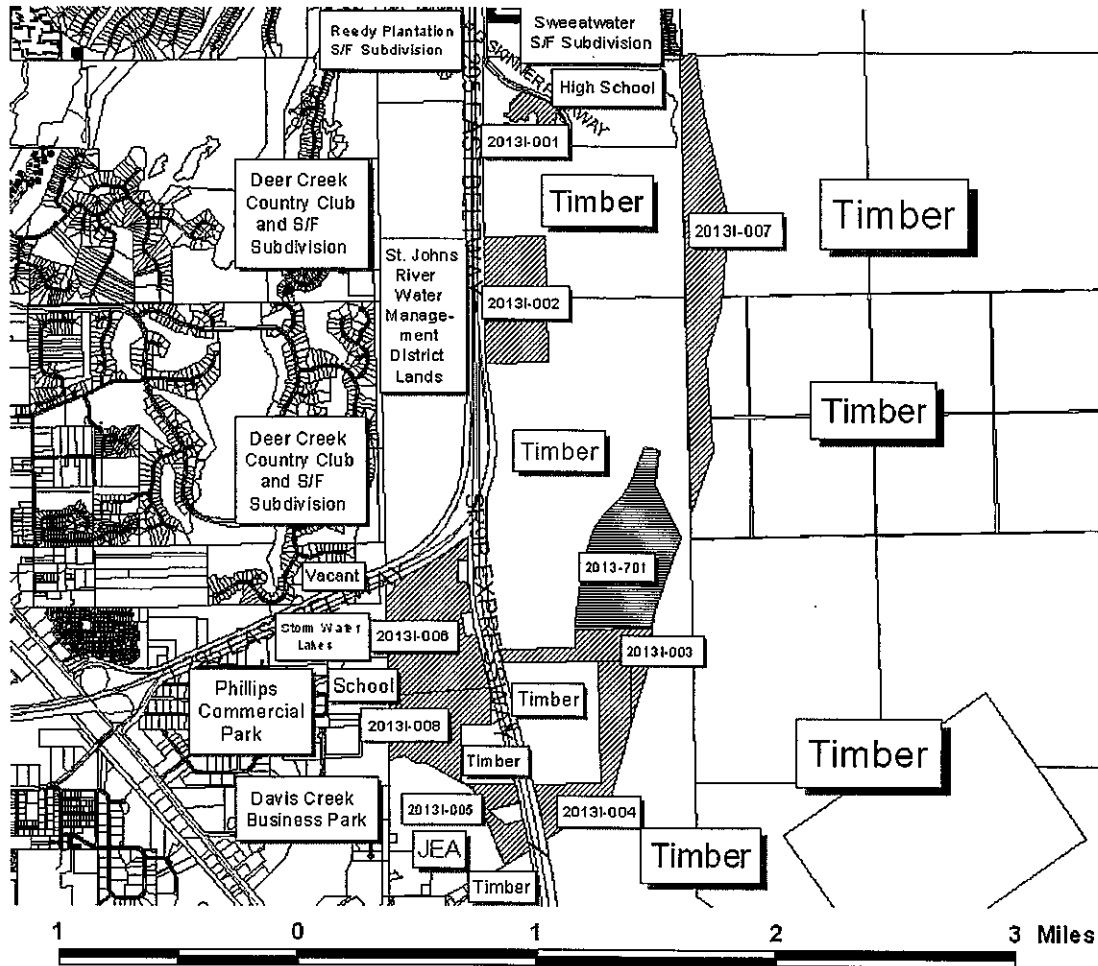
### **Cumulative Impact Table for 2013I Series:**

#### **CUMMLATIVE IMPACTS OF PROPOSED LARGE SCALE LAND USE CHANGES**

Application #	Current LU	Proposed LU	Total Acreage	Wetland Acreage	# of Residences	Commercial/ Industrial Sq. Ft.	Net New Daily Trips
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:

PLANNING AND DEVELOPMENT DEPARTMENT



### MEMORANDUM

**DATE:** January 30, 2014

**TO:** Gary Kresel  
Chief, Community Planning Division

**FROM:** Lurise Bannister  
City Planner II, Transportation Section

**SUBJECT:** TRANSPORTATION REVIEW: Large Scale 2013I-008

This traffic impact analysis was conducted for 68.31 +/- acres of vacant land located to the west of SR 9B and south of I-295/SR 9A the suburban area Jacksonville, Florida. The real estate number for the parcel as identified by the City of Jacksonville Property Appraiser's office is 167871-0005. The current site is undeveloped with an existing land use of Business Park (BP). The proposed land use amendment is to allow Community/General Commercial (CGC) on the entire site. There are 7 additional land use amendments which encompass over 500 +/- 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 BP nonresidential land use allows for 0.35 FAR per acre. There is no existing development currently generating traffic on the site. However the existing site has the potential to be developed with 1,041,454 SF of office/light industrial space (ITE Land Use Code 750), generating **11,261 average daily trips**. The subject site is planned for 1,041,454 square feet of commercial space and could generate **20,556 average daily trips** which include an average pass-by trip rate of 34%. The difference in trips would result in a net increase of **9,295 average daily trips** if the land use is amended from BP 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 Concurrence 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**.

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

## ATTACHMENT E (CONTINUED)

### PLANNING AND DEVELOPMENT DEPARTMENT



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 Philips 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.

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

## **ATTACHMENT E (CONTINUED)**

### **PLANNING AND DEVELOPMENT DEPARTMENT**



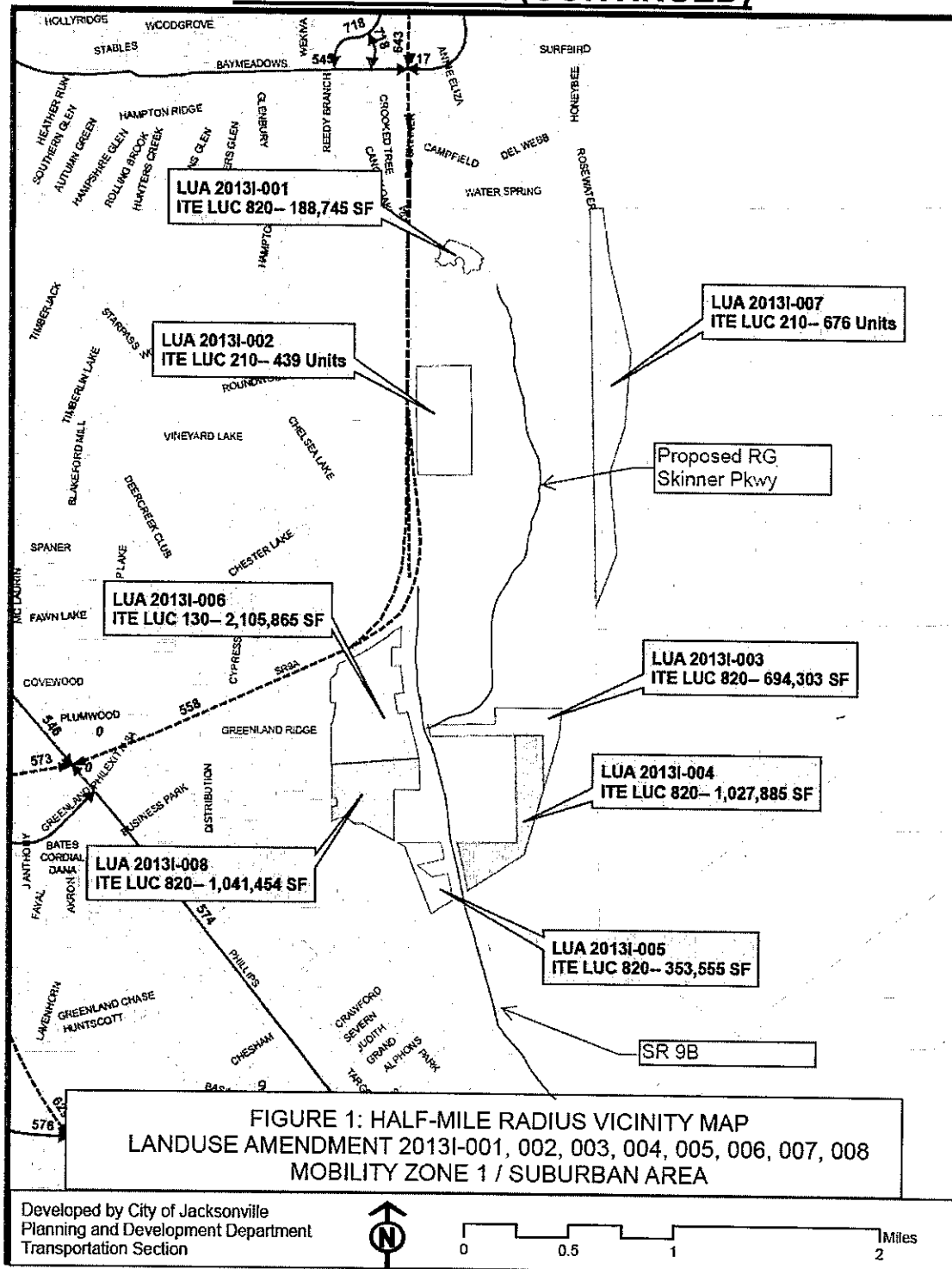
interconnectivity between parcels causes residents to have to utilize R. G. Skinner Parkway in order to:

- 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.

## ATTACHMENT E (CONTINUED)



## ATTACHMENT E (CONTINUED)

Produced by: Planning and Development Department  
Application Number: 2013I-008

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

**Table A-1**

## Trip Generation Estimation

[illegible]

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

# ATTACHMENT E (CONTINUED)

Produced by: Planning and Development Department  
Application Number: 2013-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	1,339,961	1,000 SF OF GLA	$Ln(T) = 0.55 Ln(X) / 1000 + 5.83$	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	1,459,408	1,000 SF OF GLA	$Ln(T) = 0.76 Ln(X) / 1000 + 3.68$	10,116	0.00%	0.00%	10,116
2013I-006	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 PMDaily	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	$Ln(T) = 0.65 Ln(X) / 1000 + 5.83$	10,253	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	46.59	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%	20,566
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)

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**

	<b>a</b> 23,917	<b>= Total Net New External Trips (Table A)</b>	<b>b</b>	<b>(a*b)</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
739	SR 9B	I-295/SR 9A TO PHILLIPS HWY	17.48%	4,181
740	SR 9B	PHILLIPS HWY TO I-95	8.46%	2,023
717	<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)

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		Background Traffic			Amended Trips Daily External	Percent Capacity Used with Amended Trips					
						Daily Volume	a	Daily Volume	b	1 Year Growth %			c	Volumes w/ 5 yr Growth			
														d	e		
545	BAYMEADOWS RD (SR 152)	SOUTHSIDE BLVD TO SR 9A	Arterial I	State	4/D	39,800	a	27,500	b	1.00%	c	28,903	d	8,873	e	77,776	94.91%
643	I-295 (SR 9A)	GATE PKWY TO BAYMEADOWS RD (SR 152)	Freeway	State	6/D	116,600	a	83,000	b	1.00%	c	87,234	d	4,647	e	91,881	76.80%
558	I-295 (SR 9A)	BAYMEADOWS RD (SR 152) TO PHILLIPS HWY (US 1)	Freeway	State	4/D	77,900	a	75,500	b	1.00%	c	79,351	d	3,841	e	83,192	106.79%
739	SR 9B	I-295/SR 9A TO PHILLIPS HWY	Freeway	State	4/D	77,900	a	54,070	b	1.00%	c	56,828	d	4,181	e	61,009	76.32%
740	SR 9B	PHILLIPS HWY TO I-95	Freeway	State	4/D	77,900	a	33,808	b	1.00%	c	35,533	d	2,023	e	37,566	48.21%
717	BAYMEADOWS RD E	GATE PARKWAY TO SR 9A	Arterial I	City	4/D	37,611	a	6,631	b	5.37%	c	8,613	d	13,494	e	22,107	58.79%

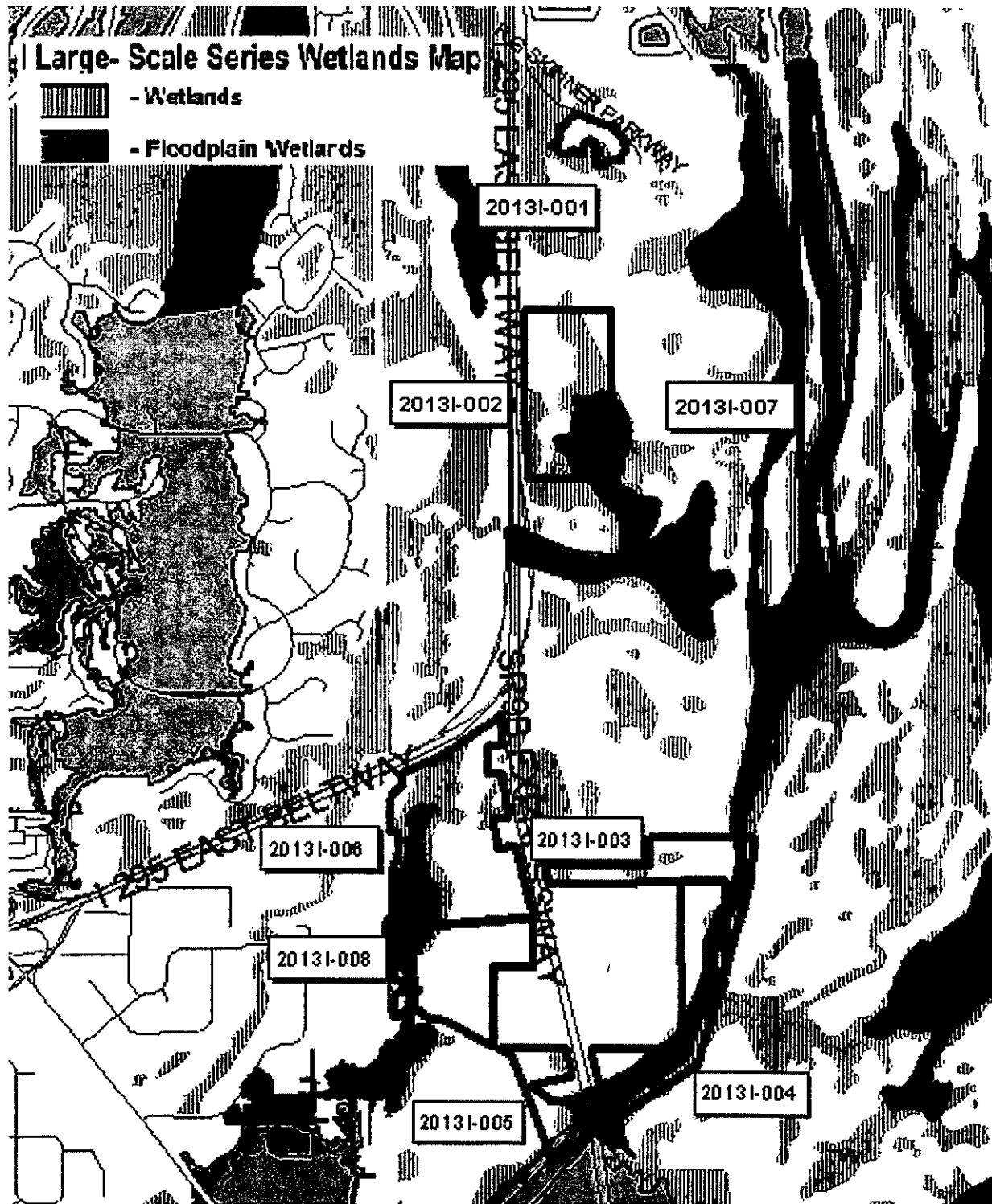
\* As determined from Trend Analysis or PDOT LOS Report, dated 8/13/2013  
 Data from City of Jacksonville Road Most Recent Link Status Report dated 11/1/2013  
 BOLD indicates Capacity Accessed Segment (S)

## Major Intersections List

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


## ATTACHMENT F

### WetLands 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>	
Date Submitted:	10/4/13	Date Staff Report is Available to Public:	02/07/2014
Land Use Transmittal Ordinance #:	2014-056	1st City Council Public Hearing:	02/11/2014
JPDD Application #:	2013I-008	Planning Commission's LPA Public Hearing:	02/13/2014
Assigned Planner:	Kristen Reed	LUZ Committee's Public Hearing:	02/19/2014
		2nd City Council Public Hearing:	02/25/2014
<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> GREGORY BARBOUR WESTLAND TIMBER, LLC 4310 PABLO OAKS COURT JACKSONVILLE, FL 32224	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b> 68.31 <b>Real Estate #(s):</b> A portion of 168060 0150		<b>General Location:</b> ON THE WEST SIDE OF 9B, SOUTH OF I-295	
<b>Planning District:</b> 3 <b>Council District:</b> 13 <b>Development Area:</b> SUBURBAN AREA <b>Between Streets/Major Features:</b> I-295 and PHILLIPS HIGHWAY		<b>Address:</b> 0 PHILLIPS HWY	
<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> BP 68.31			
<b>Requested Land Use Category:</b> CGC <b>Justification for Land Use Amendment:</b> TO DEVELOP INTO COMMERCIAL USES.		<b>Surrounding Land Use Categories:</b> BP,CGC,PBF,RPI	
<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> IBP 68.31			
<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>			