

Report of the Jacksonville Planning and Development Department

**Application for Change (AFC) to the
Flagler Center Development of Regional Impact (DRI)**

Ordinance No.: 2020-346

General Location of DRI: The DRI is located in the southwest quadrant of Old St. Augustine Road and Philips Highway; south of Old St. Augustine Road, west of Philips Highway, east of I-95 and north of the Bartram Springs community.

Planning District: District 3, Southeast

City Council District: District 11

Development Area: Suburban

Applicant: Raymond Spofford, England-Thims & Miller, Inc.

Requested Action: This request would modify the minimum/maximum table of allowable uses with an increase to the maximum allowable multi-family residential dwelling units resulting in an increase from a maximum of 2,600 dwelling units to a maximum of 3,200 dwelling units; the approved development rights would be modified to incorporate recognized land use conversions. No increase or decrease in development rights of the DRI is proposed and the minimum/maximum table continues to include required minimums for non-residential uses in order to ensure development of a broad mix of uses within the DRI.

RECOMMENDATION: APPROVE

APPLICANT'S JUSTIFICATION FOR THE APPLICATION FOR CHANGE TO THE DRI

Increasing the potential for multi-family dwelling units will allow for housing options in proximity to employees within the DRI without any increase in off-site traffic impacts.

BACKGROUND

The Flagler Center Development of Regional Impact (DRI) is approximately 939 acres in total size with DRI approval received from the City of Jacksonville in 1989. The Flagler Center DRI was originally titled the Gran Park at Bayard DRI and subsequently changed to the Gran Park at Jacksonville DRI before its final name change used today, the Flagler Center DRI. The DRI includes a mix of uses with light industrial, office, commercial, residential, hotel, hospital, senior care and senior housing uses. The DRI is

located off of Old St. Augustine Road in the southwest quadrant of Old St. Augustine Road and Philips Highway with Philips Highway and the CSX rail line running along the DRIs eastern boundary. Just west and south of the DRI is the Bartram Park DRI which encompasses approximately 2,628 acres and includes a mix of office, hotel, residential and retail commercial uses. North of the DRI across Old St. Augustine Road is mostly commercial, office, residential and vacant land. East of the DRI across Philips Highway is the Bayard community which includes small commercial businesses and residential uses. This area of Philips Highway also includes large amounts of undeveloped land however, the current future land use south of the Bayard community and east of Philips Highway allows future potential for residential, commercial and light industrial development.

The proposed changes to the DRI require an application adopted through local legislation. Companion changes to the Planned Unit Development (PUD) zoning will be made through Minor Modification Application 20-07 which has been scheduled for a public hearing with the Planning Commission on August 6, 2020. The changes proposed in the companion Minor Modification are consistent with the changes proposed in the subject application.

A similar change to the DRI was approved with Ordinance 2018-518-E and Ordinance 2019-489-E. These applications were approved for changes to the maximum allowable development potential of multi-family residential land uses. Ordinance 2018-518-E increased the maximum allowable multi-family residential dwelling units from 2,150 to 2,350 dwelling units, and Ordinance 2019-489-E increased the maximum allowable from 2,350 dwelling units to 2,600 dwelling units.

The Flagler Center DRI includes areas in the Conservation (CSV), Community/General Commercial (CGC) and Multi-Use (MU) Land Use Categories. The majority of the developable land within the DRI is in the Multi-Use (MU) Land Use Category which is incorporated in the Future Land Use Element of the 2030 Comprehensive Plan with Policy 4.3.9 that delineates all land uses allowed in this specific Multi-Use Land Use Category:

4.3.9

That part of Gran Park at Jacksonville DRI, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Community/General Commercial (CGC), Business Park (BP), Light Industrial (LI), and Conservation (CSV), and shall be consistent with the Multi-Use Land Use Category.

The proposed modification does not change the current types of uses within the DRI.

The modification to the City's Flagler Center DRI Development Order includes the following:

Land Use Conversion Minimums and Maximums Table – Proposed Modifications

The Land Use Conversion Minimums and Maximums Table would be modified with changes in the maximum allowable development potential of multi-family residential land uses. The maximum allowable multi-family residential dwelling units would increase from 2,600 dwelling units to 3,200 dwelling units. An increase in the multi-family residential development rights would only be allowed by a land use conversion utilizing the development order's approved conversion ratios for the DRI. The Minimums and Maximums Table would continue to include minimum requirements for non-residential uses to ensure the development of a broad mix of uses within the DRI.

Flagler Center is home to the major employers Citigroup and Baptist Medical Center South. According to the applicant, "Increasing the potential for multi-family dwelling units will allow for housing options in proximity to employees within the DRI without any increase in off-site traffic impacts."

The applicant provided a traffic review to determine if there would be any increase in off-site traffic associated with the proposed increase in the maximum number of multi-family units. The traffic review looked at two different conversion scenarios for the continued development and mix of uses of the DRI. In both scenarios, the analysis showed that any increase in residential uses will help maximize the potential for internal traffic in addition to having the potential to decrease the net external traffic.

Approved Development Rights Modified to Incorporate Recognized Land Use Conversions

The development order would be modified to incorporate the current amount of development rights for each approved land use. Pursuant to documented conversions of uses that are allowable under the development order, the total amount of multi-family development rights has increased and the total amount of office development rights has decreased. All notifications of conversion utilized the approved conversion ratio in the development order that allows the Developer to interchange land use types. The conversions have been recognized and acknowledged by the Planning and Development Department; the proposed changes to the development rights within the development order are consistent with these conversions.

CONSISTENCY EVALUATION

Transportation Division of the Planning and Development Department

The application does not include a change to the currently approved development rights of the DRI. However, the Transportation Division reviewed the application's proposal to ensure the change to increase the maximum allowable development potential of the Multi-Family residential land uses would not negatively affect external traffic to the DRI. The applicant submitted a traffic analysis with the application to address these concerns. The traffic analysis looked at two different conversion scenarios for the continued development and mix of uses of the DRI. In both scenarios, the analysis showed a decrease in number of external trips when converting either office or commercial space to allow for additional multi-family residential units. After reviewing the Applicant's traffic analysis and supporting documentation, the Transportation Division was satisfied that the analysis supports the amendment and will not cause a substantial deviation to the Development Order. The Transportation Division supports the proposed amendment as requested.

Duval County Public Schools

Duval County Public Schools (DCPS) provided a review of the proposed changes. In accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

- Elementary School
 - Concurrency Service Area (CSA) 5
 - 2019/2020 enrollment: 8,816
 - Current utilization: 89%
 - New student development from amendment: 100
 - 5-year utilization: 94%
 - Available seats in CSA 5: 181
 - Available seats in adjacent CSA(s): 3 and 4 is 850

- Middle School
 - CSA 5

- 2019/2020 enrollment: 2,529
 - Current utilization: 90%
 - New student development from amendment: 44
 - 5-year utilization: 88%
 - Available seats in CSA 5: 22
 - Available seats in adjacent CSA(s): 3 and 4 is 234
- High School
 - CSA 5
 - 2019-2020 enrollment: 7,771
 - Current utilization: 100%
 - New student development from amendment: 56
 - 5-year utilization: 98%
 - Available seats in CSA 5: 64
 - Available seats in adjacent CSA(s): 3 and 4 is 95

The analysis of the proposed residential development does not reveal a deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Supplemental School Information

The following additional information regarding the capacity of the assigned neighborhood schools is provided by the Duval County School Board. This information is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

- Bartram Springs Elementary School #161
 - CSA 5
 - Amendment student generation: 100
 - School Capacity including permanent spaces and portables: 964
 - Current enrollment 20 day county for 2019/2020: 1008
 - Percent Occupied: 105%

- 4-year projection: 116%
- Twin Lakes Middle School #253
 - CSA 4
 - Amendment student generation: 43
 - School Capacity including permanent spaces and portables: 1,462
 - Current enrollment 20 day county for 2019/2020: 1226
 - Percent Occupied: 84%
 - 4-year projection: 72%
- Atlantic Cost High School \$268
 - CSA 5
 - Amendment student generation: 56
 - School Capacity including permanent spaces and portables: 2,443
 - Current enrollment 20 day county for 2018/2019: 2,373
 - Percent Occupied: 97%
 - 4-year projection: 97%

Emergency Preparedness Division of the Fire and Rescue Department

The Emergency Preparedness Division of the Fire and Rescue Department provided a review of the proposed Application for Change. Flagler Center DRI, the development area, is not located in an evacuation zone. The Emergency Preparedness Division found that “the modification will not result in an increase in the evacuating population or expected population requiring emergency sheltering. Therefore, the proposed modification to the Flagler Center DRI should have a minimal impact, if any, on evacuation timing or evacuation shelter populations within Duval County.”

Vision Plan

The site is located within the boundaries of the Southeast Jacksonville Vision Plan. The Vision Plan describes the surrounding area of the Flagler Center DRI as a “New Area” where development can occur without affecting existing neighborhoods. The Plan encourages cluster development to create an opportunity for land preservation and the creation of open space, protect conservation areas and maintain a large network of open space. As a mixed use master planned community, the Flagler Center DRI is consistent with the intent of the Plan which emphasizes compact mixed-use contiguous development in the “New Areas” of the Southeast District with a strong emphasis on maintaining conservation areas.

Objectives and Policies

The proposed AFC to the DRI is consistent with the following Objective and Policies of the **Future Land Use Element** of the 2030 Comprehensive Plan.

Policy 1.2.1 The City shall ensure that the location and timing of new development and redevelopment will be coordinated with the ability

to provide public facilities and services through the implementation of growth management measures such as the Development Areas and the Plan Category Descriptions of the Operative Provisions, development phasing, programming and appropriate oversizing of public facilities, and zoning and subdivision regulations.

Policy 3.4.2 The City will evaluate opportunities to promote and encourage development and redevelopment opportunities for mixed and multi-use projects. The Land Development Regulations should be amended, as appropriate, to incorporate such incentives.

Policy 4.3.9 That part of Gran Park at Jacksonville DRI, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Community/General Commercial (CGC), Business Park (BP), Light Industrial (LI), and Conservation (CSV), and shall be consistent with the Multi-Use Land Use Category.

The proposed Application for Change to the DRI is consistent with the following Policy of the **Transportation Element** of the 2030 Comprehensive Plan.

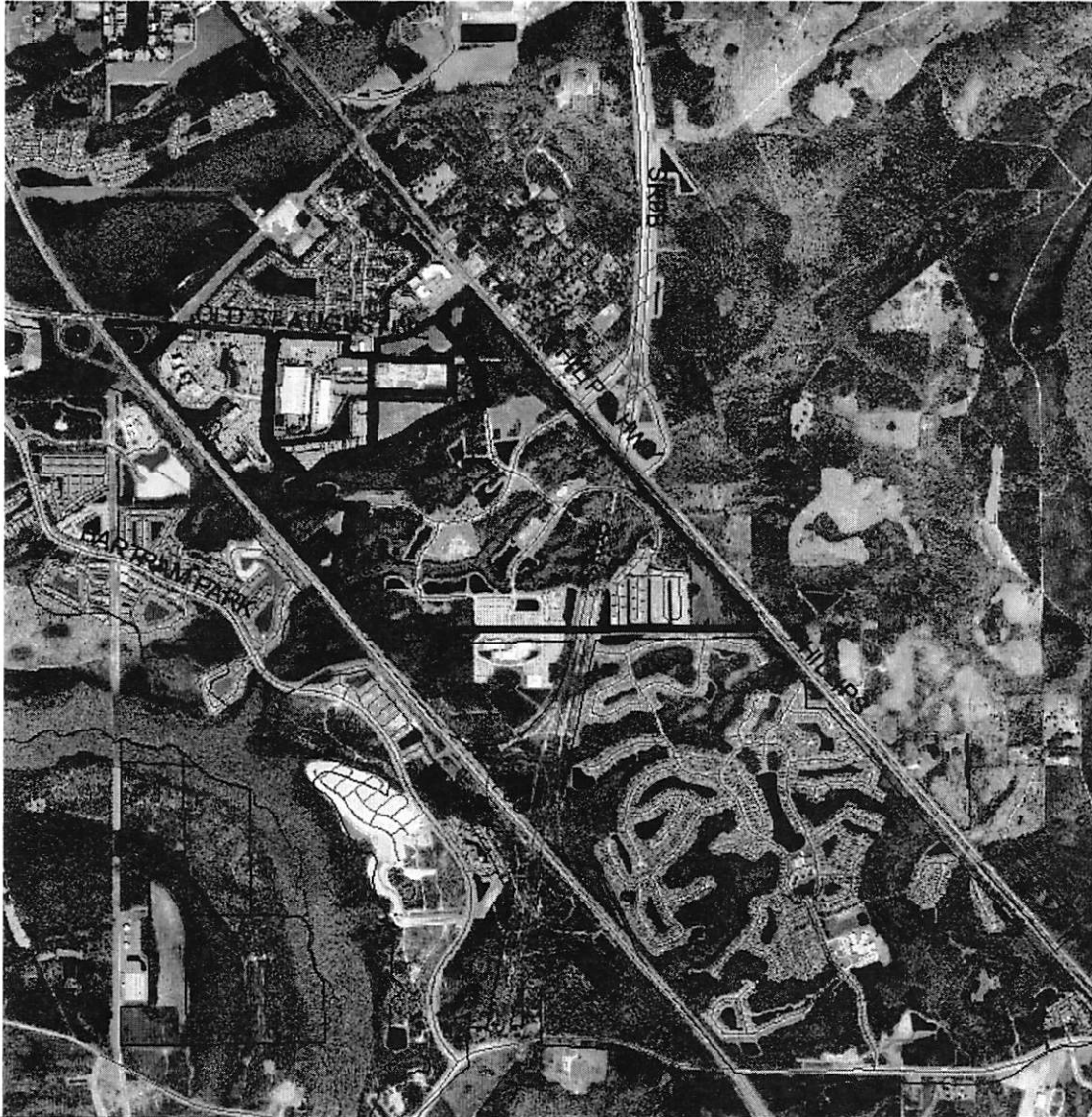
Policy 2.3.8 The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas, and encouraging planned unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

The change to the land use conversion minimums and maximums table of allowable uses would allow more flexibility in the maximum allowable multi-family residential dwelling units. This change would better allow the evolution of the DRI to be based on potential need and would therefore, encourage development. The proposed changes permit a continued development of the Multi-Use DRI while offering a change in the allowable amount of approved multi-family residential uses. Any changes to the set amount of approved development rights of the DRI would require a compensation of uses based on the approved conversion table in the development order to the DRI. The use of the conversion table would create a net effect of zero traffic impacts because any increase in one use would be accompanied by a proportional decrease in another. Therefore, the proposed DRI changes are consistent with FLUE Policies 1.2.1, 3.4.2 and 4.3.9.

Additionally, the changes in the potential amount of the multi-family residential land use within the DRI continue the original plan to provide a mix of uses to serve the habitants of the Flagler Center DRI. The traffic analysis submitted by the Applicant and reviewed

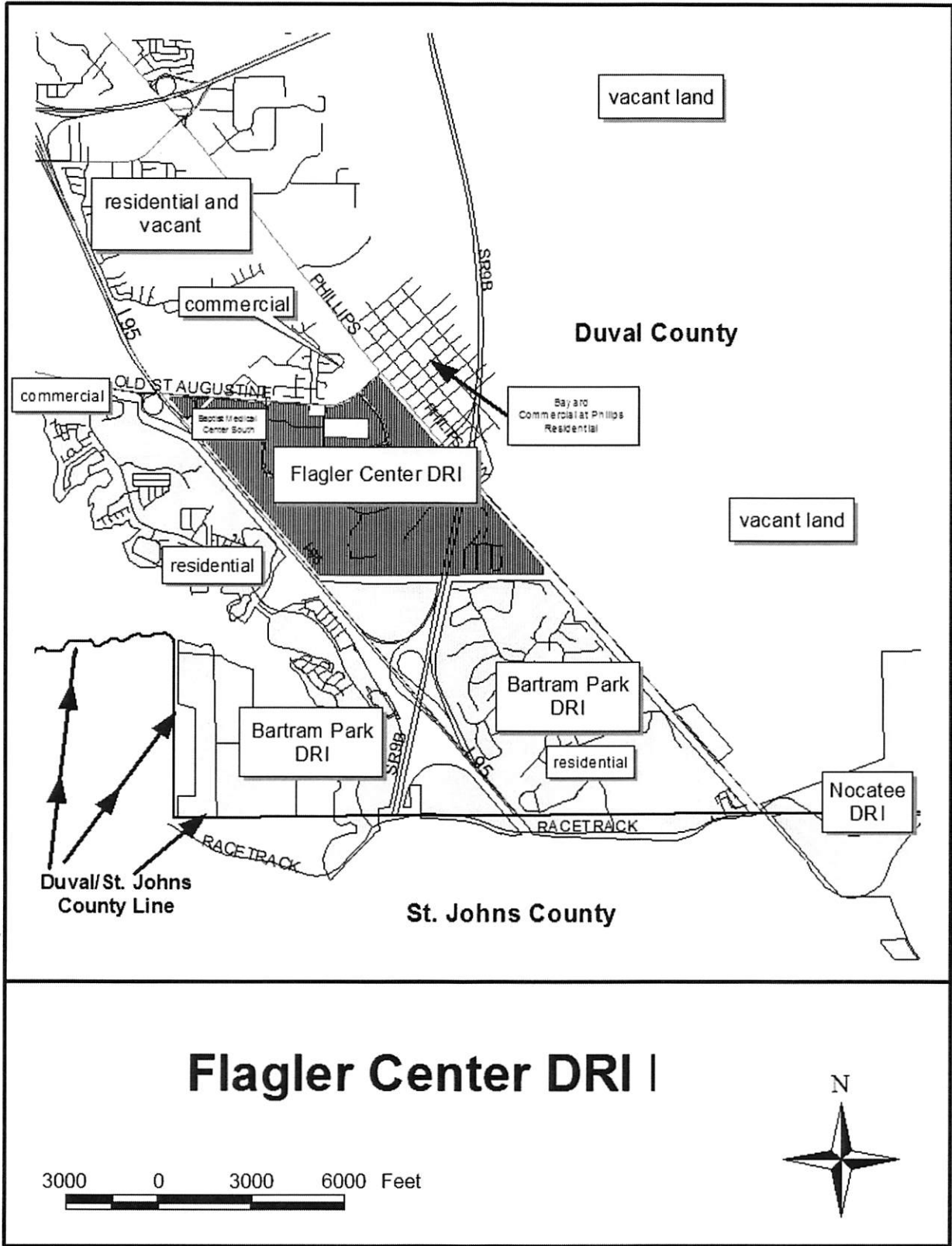
by the Planning and Development Department's Transportation Division concluded that the proposed changes would decrease external trip generation. Therefore, the proposed DRI amendment is consistent with Policy 2.3.8 of the Transportation Element.

AERIAL



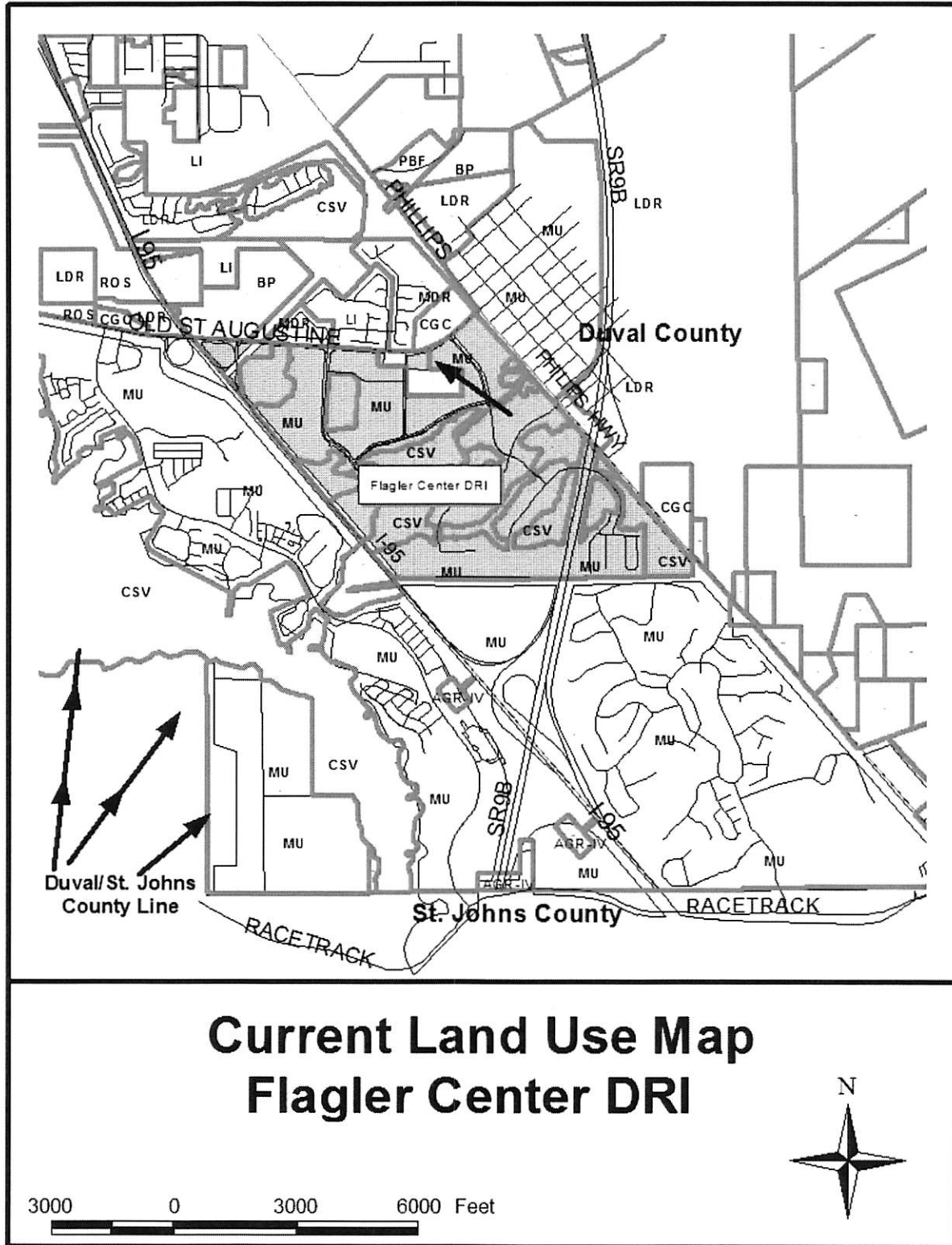
**Flagler Center DRI
Ordinance 2020- 346**

LOCATION/ FIELD MAP



Flagler Center DRI I

CURRENT LAND USE MAP



**Current Land Use Map
Flagler Center DRI**

