Report of the Jacksonville Planning and Development Department

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

Ordinance No.:	**2025-497**
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 3,200 dwelling units to a maximum of 3,950 dwelling units. 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. Additional changes include a revision to the Map H Master Plan from Retail/LI Office to Multi-Use (MU) on a section at the southern portion of the DRI; and the extension by five (5) or ten (10) years certain phasing, downzoning protection, buildout and termination dates of the DRI.

RECOMMENDATION: ***APPROVE***

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

Flagler Center has developed into a mixed use development consisting of light industrial, office, residential, hotel, retail and hospital uses. 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 25-03 which has been scheduled for a public hearing with the Planning Commission on August 21, 2025. 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 2020-346-E. This ordinance was approved for a change to the maximum allowable development potential of multi-family residential land uses from a maximum of 2,600 dwelling units to a maximum of 3,200 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 2045 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 modifications do not change the current types of uses within the DRI.

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

Land Use Conversion Minimums and Maximums Table

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 3,200 dwelling units to 3,950 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 review found that any increase in residential uses will help maximize the potential for internal traffic.

A Modification to the Master Plan Map H

The Map H Master Plan to the DRI would be amended to allow a mixed use designation on a parcel at the southern boundary of the DRI. The Map H would change from Retail/Light Industrial/ Office to Multi-Use (MU) at this location. The proposed mixed use designated parcel would allow a mixture of approved uses within that mixed use designated area. According to the application, multi-family residential is intended for the site.

Extension of Certain Phasing, Downzoning Protection, Buildout and Termination Dates

The phase II, buildout, termination and downzoning protection dates of the DRI would be extended by five (5) years from May 21, 2028 to May 21, 2033. The buildout of the Combined Parcel would be extended by ten (10) years from November 24, 2023 to November 24, 2033 and the expiration date of the Combined Parcel would be extended by five (5) years from March 25, 2030 to March 25, 2035.

CONSISTENCY EVALUATION

Transportation Planning Division

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 applicant provided a trip generation analysis based on Trip Generation, 10th Edition by the Institute of Transportation Engineers (ITE) dated June 12, 2025. Tables 2 and 3 show the reduction for the office and commercial land use square footage equivalency to allow for an additional 750 multi-family land use conversion within the DRI. The Transportation Planning Division agrees that the land use conversion has the potential to decrease the net external trips due to an increase in potential internal capture and therefore will not cause a substantial deviation to the Development Order. The Transportation Planning Division supports the amendment as requested. See full Transportation Planning Division review attached.

Duval County Public Schools

Duval County Public Schools (DCPS) provided a review of the proposed changes. The review indicates that the proposed changes do not affect the mitigation already in effect for the Flagler DRI and VPAC.

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

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.

2045 Comprehensive Plan 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 2045 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 2045 Comprehensive Plan.

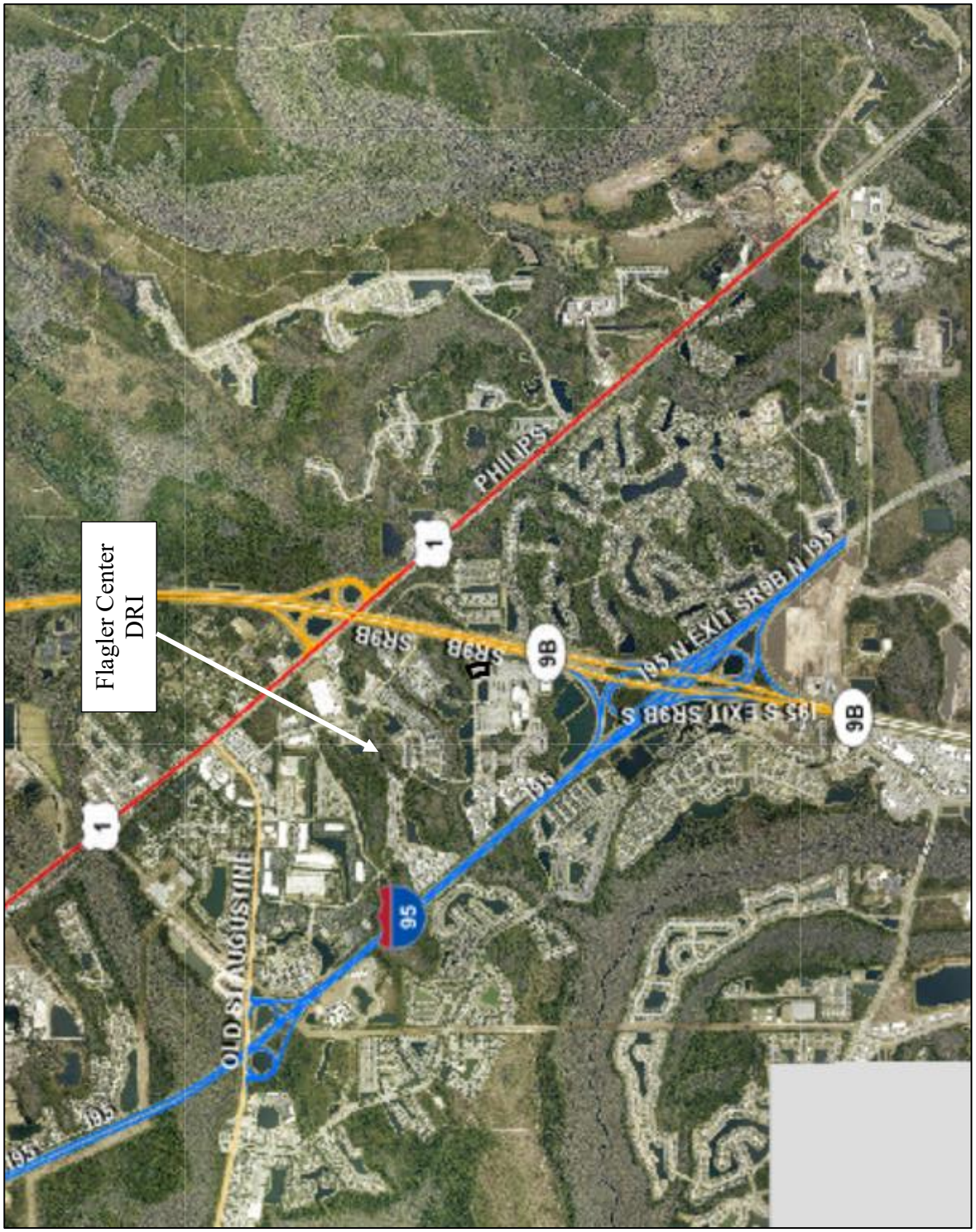
Policy 2.3.7 The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas.

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 compensation of use 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 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 Department's Transportation Planning Division concluded that the proposed increase in multi-family residential has the potential to decrease the net external trips due to an increase in potential internal capture. Therefore, the proposed DRI amendment is consistent with Policy 2.3.7 of the Transportation Element.

AERIAL


Flagler Center DRI
PHILIPS
SR9B
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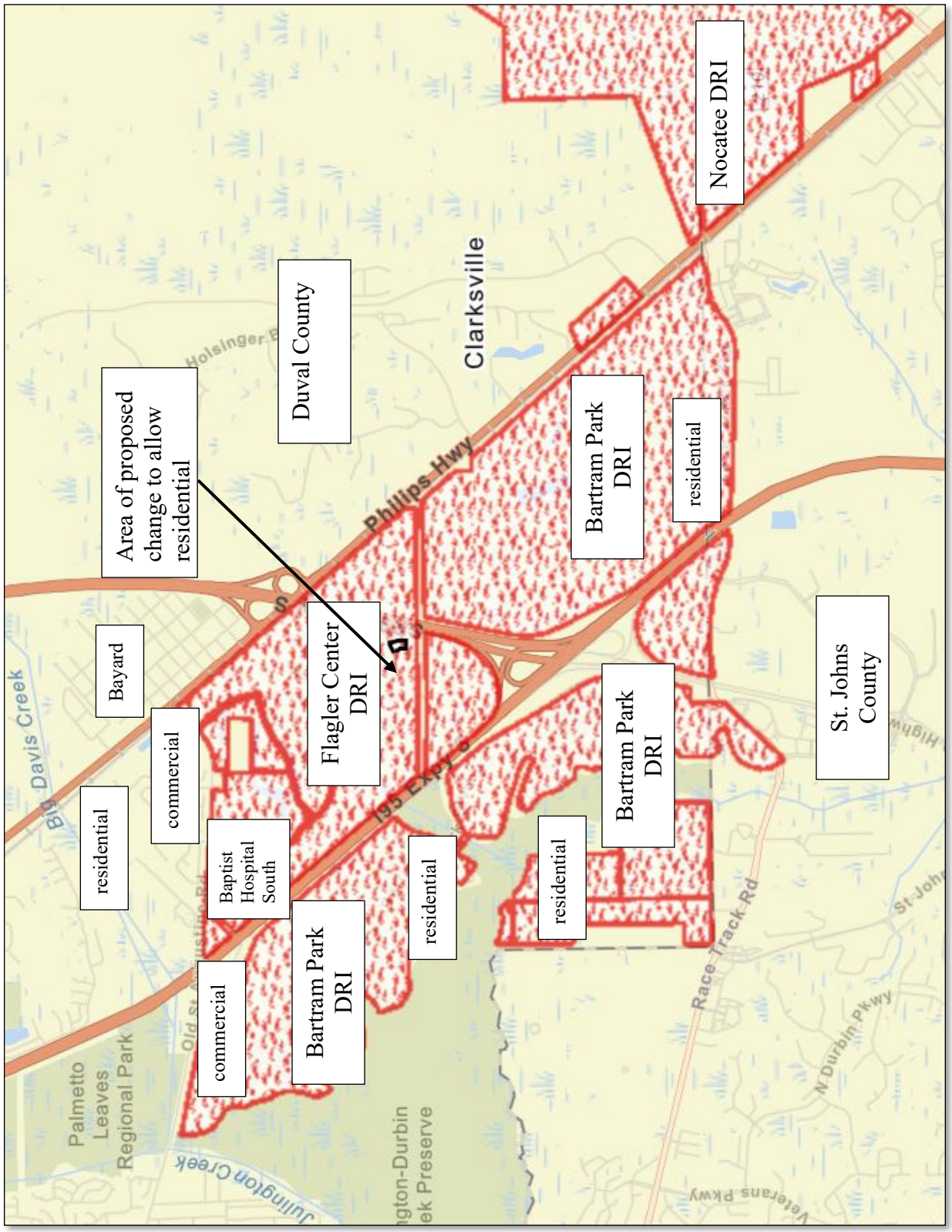
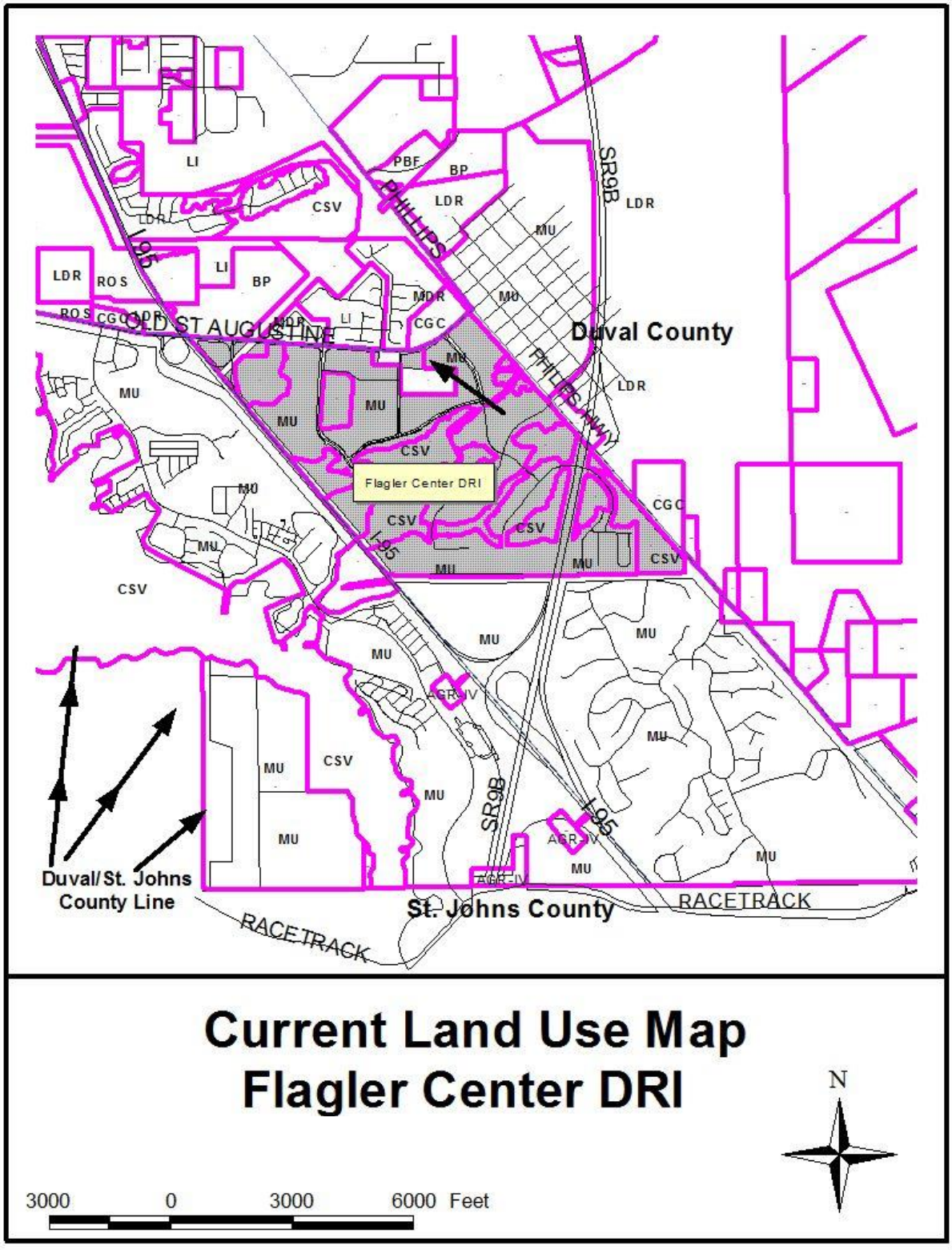
95

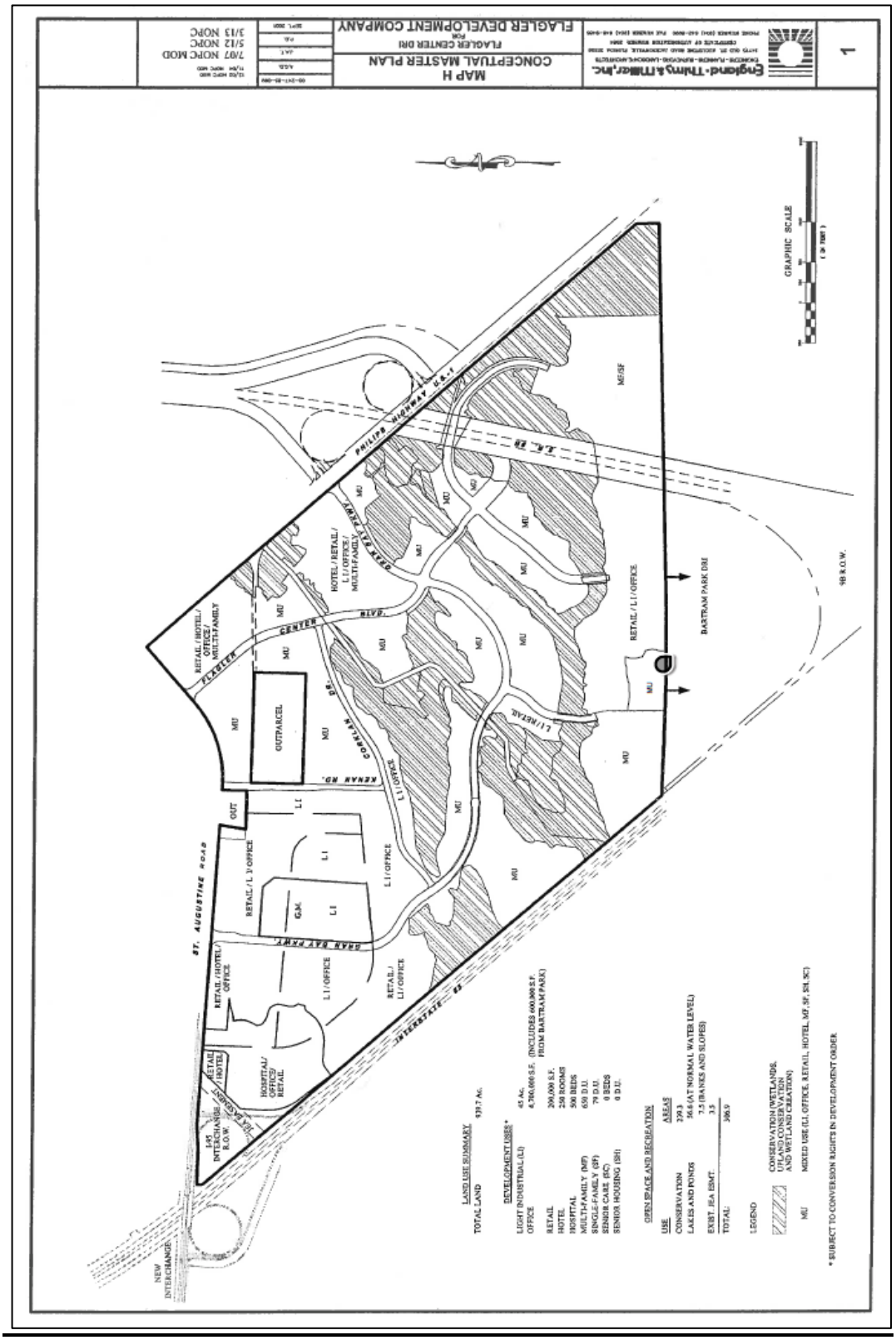
LOCATION/ FIELD MAP



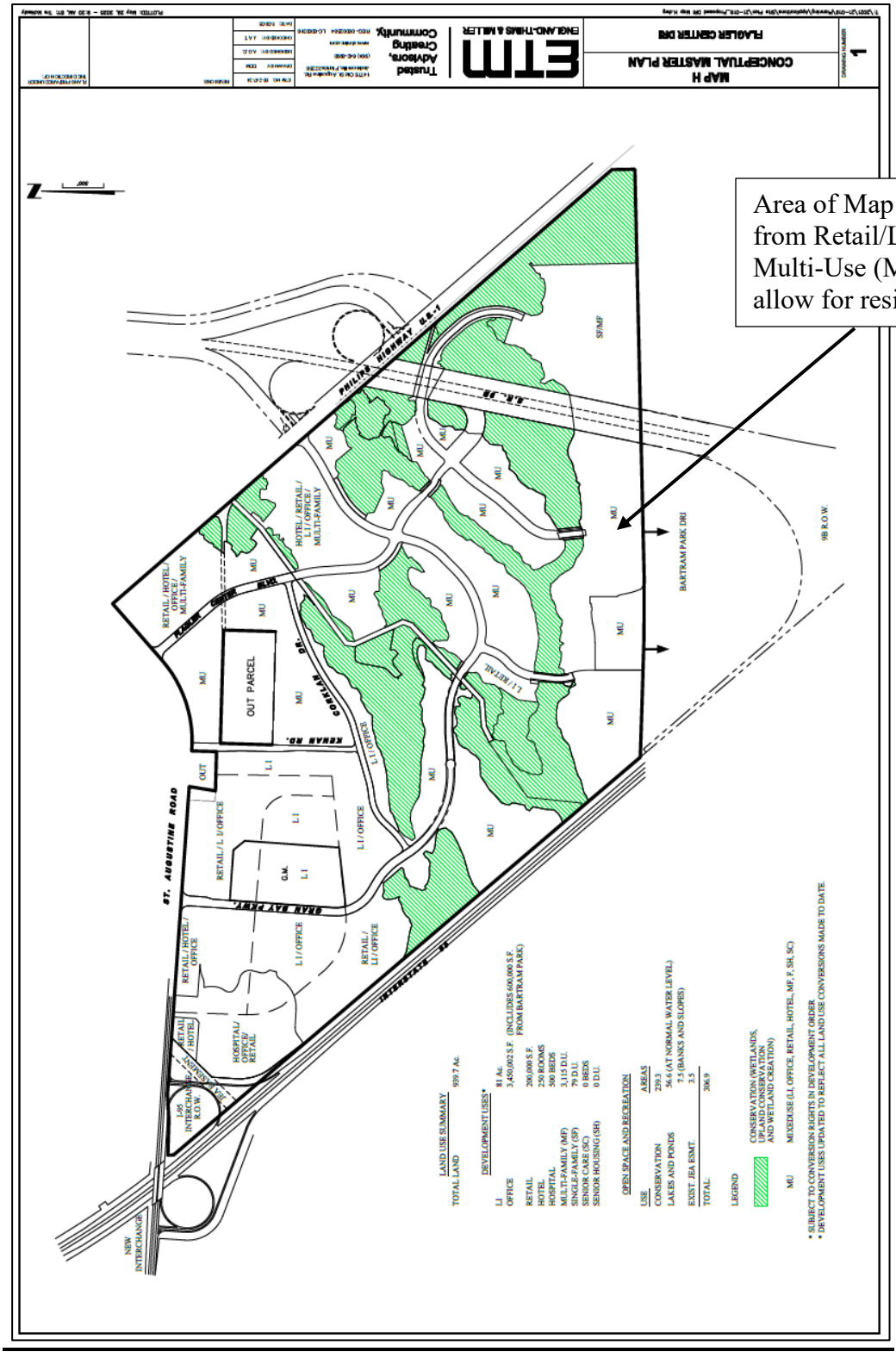
CURRENT LAND USE MAP



CURRENT MASTER PLAN MAP H



PROPOSED MASTER PLAN MAP H



TRANSPORTATION PLANNING DIVISION REVIEW

A NEW DAY.

City of Jacksonville, Florida
Donna Deegan, Mayor

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MEMORANDUM

TO: Helena Parola
Interim Director Planning Department

FROM: Laurie Santana
Chief of Transportation Planning

SUBJECT: Transportation Review Flagler

DATE: July 14, 2025

The Transportation Planning Division has reviewed the DRI Amendment Application for the Flagler Center DRI. The application is to allow for (i) revising Map H Conceptual Master Plan to add Residential as a permitted use on the Property; (ii) increase the maximum amount of multi-family residential development allowed by the land use conversion minimums and maximums table; (iii) extend by five (5) years the phase II, buildout, termination and downzoning protection dates for all lands in the DRI other than the Combined Parcel; (iv) extend by ten (10) years the buildout date for the Combined Parcel; and (v) extend by five (5) years the expiration date for the Combined Parcel.

The applicant provided a trip generation analysis based on *Trip Generation*, 10th Edition by the Institute of Transportation Engineers (ITE) dated June 12, 2025. Tables 2 and 3 show the reduction for the office and commercial land use square foot equivalency to allow for an additional 750 multi-family land use conversion.

- Table 1 – trip generation calculation of net external trips for approved uses equals **6,363** Net External PM Peak Hour trips;
- Table 2 Scenario – trip generation calculation of net trips to include the reduction of office use by 312,000 SF (conversion rate of 1MF = 416 SF of office space) for the additional 750 multi-family dwelling units equals **6,301** Net External PM Peak Hour trips;
- Table 3 Scenario – trip generation calculation of net trips to include the reduction of commercial use by 123,750 SF (conversion rate of 1MF = 165 SF of commercial space) for the additional 750 multi-family dwelling units equals **6,218** Net External PM Peak Hour trips;

The Transportation Planning Division agrees that the land use conversion has the potential to decrease the net external trips due to an increase in potential internal capture and therefore will not cause a substantial deviation to the Development Order. The Transportation Planning Division supports the proposed amendment as requested.