



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

OVERVIEW

ORDINANCE: ORD # 2018-068
APPLICANT: MICHAEL HOLBROOK

APPLICATION: L-5275-18C-3-11

PROPERTY LOCATION: 5239 Racetrack Road, east of Bartram Park Boulevard and on both sides of State Road 9B Expressway on the county line.

Acreage: 6.43

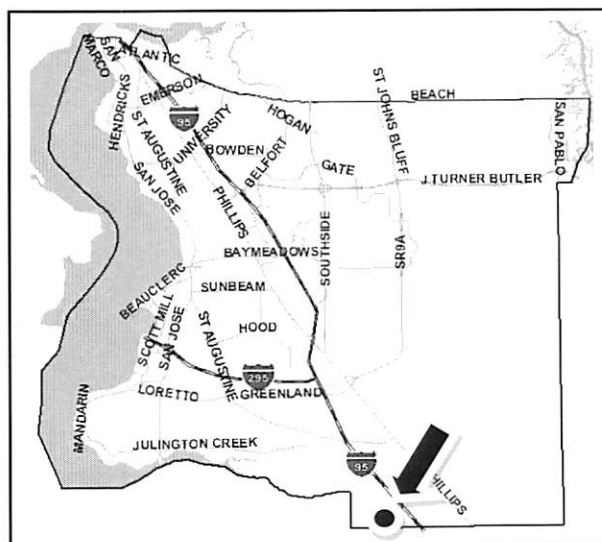
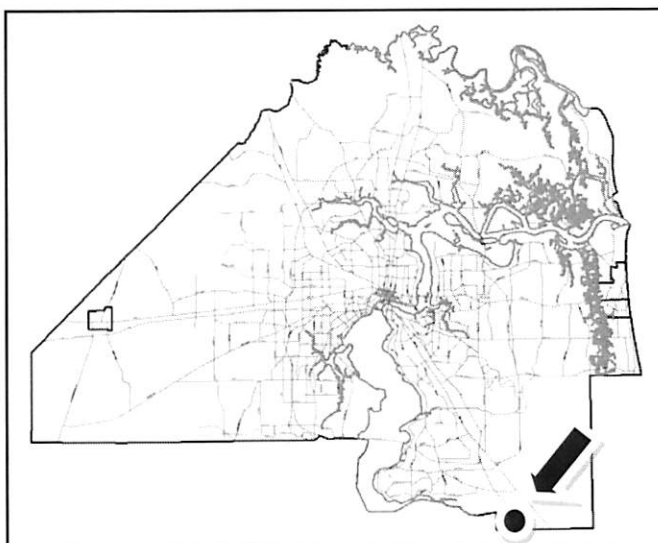
Requested Action:

	Current	Proposed
LAND USE	AGR-IV	NC
ZONING	AGR	PUD

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (0.5 FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
AGR-IV	NC	2 Single-family Dwelling Units	N/A	N/A	126,041 Sq. Ft. Commercial Space	Decrease in 2 Single-family Dwelling Units	Increase in 126,041 Sq. Ft. Commercial Space

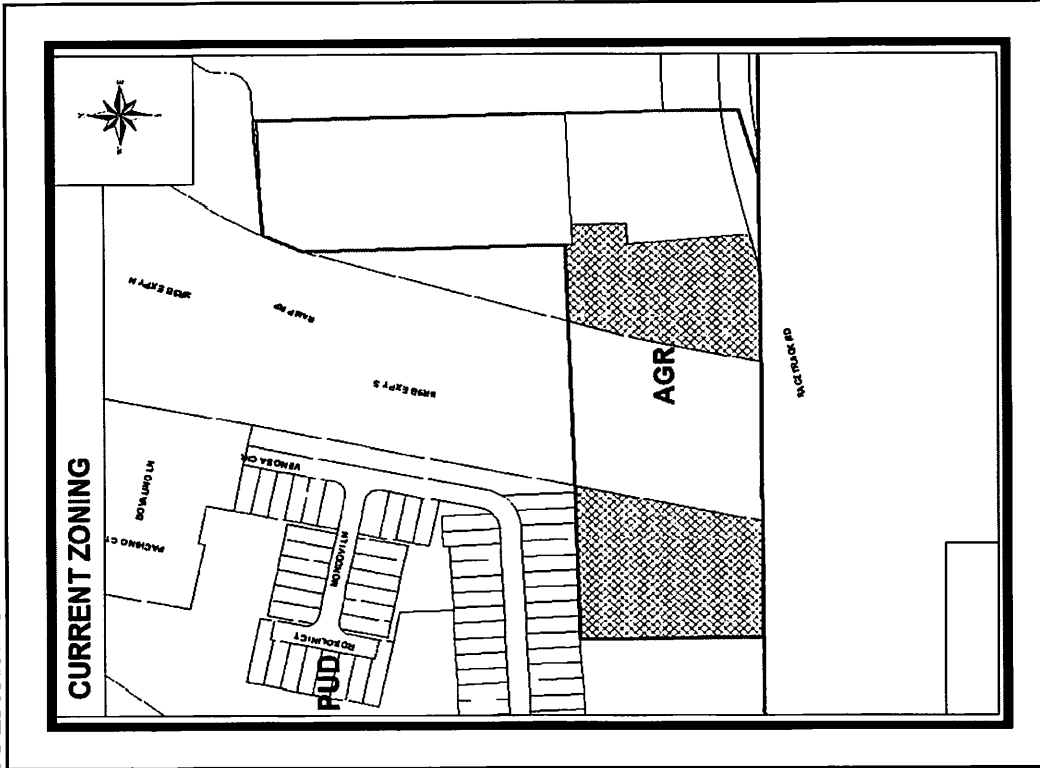
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:

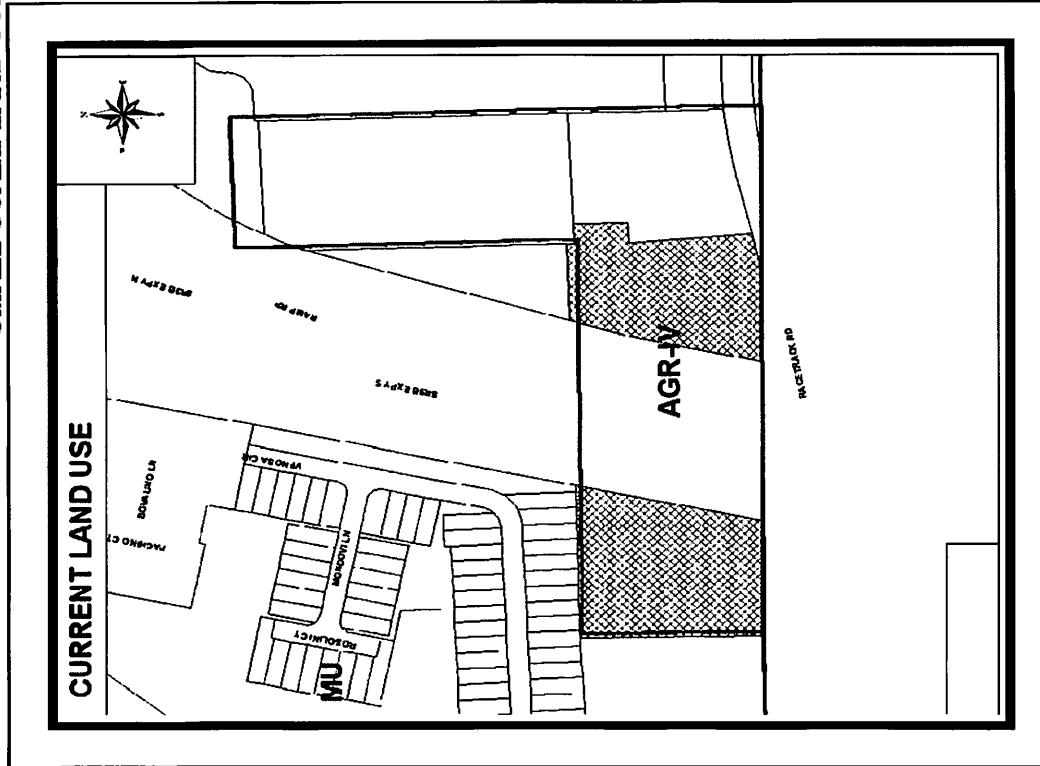


DUAL MAP PAGE

SMALL SCALE LAND USE APPLICATION L-5275-18C



Current Zoning District(s): Agriculture (AGR)
Requested Zoning District(s): Planned Unit Development (PUD)



Existing FLUM Land Use Categories: Agriculture-IV (AGR-IV)
Requested FLUM Land Use Category: Neighborhood Commercial (NC)

ANALYSIS

Background:

The 6.43 acre land use amendment site consists of two parcels located on the north side of Race Track Road, just north of the Duval/St. Johns County line. The two parcels are also separated by the State Road 9B Expressway (SR 9B) overpass and the closest parcel subject to the land use amendment is approximately 500 feet east of the Bartram Park Boulevard/Race Track Road intersection. The application site is located in Council District 11 and Planning District 3. Access to the site is through St. Johns County from Race Track Road which is classified as a major collector road according to the St. Johns County 2025 Comprehensive Plan Road Classification Map.

The applicant proposes a future land use amendment (Ordinance 2018-068) from Agriculture-IV (AGR-IV) to Neighborhood Commercial (NC) to allow for commercial development and a rezoning (Ordinance 2018-069) from Agriculture (AGR) to Planned Unit Development (PUD).

The area surrounding amendment site is a mix of vacant land and single-family residential with SR 9B separating the two subject parcels. The Bartram Park DRI surrounds the parcels to the north, east and west. The DRI is a planned mixed use development of over 2,500 acres located east and west of SR-9B and I-95. A small portion of the DRI also is within St. Johns County on the north side of Race Track Road west and east of the land use amendment site. The land use designation on the south side of Race Track Road in St. Johns County is Intensive Commercial (IC) and Community Commercial (CC). The St. Johns County 2025 Comprehensive Plan defines the IC land use as highway commercial or high intensity commercial along with large office institutional and tourist-oriented uses which are generally incompatible with residential uses. Similarly, the CC land use is defined as commercial and office uses intended to serve the surrounding community with a larger market area than neighborhood commercial (see Attachment "D").

See "Attachment A" for the specific uses surrounding the site. The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property(s)	Land Use	Zoning District	Current Use(s)
North	MU & AGR-IV	AGR, & PUD	Single-family, Vacant land, Mobile home
South	IC (St. Johns County)		Racetrack Road & Intensive Commercial Development
East	AGR	RLD-60	Poultry/bees/fish farm & Vacant land
West	MU	PUD	Vacant land

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

Although the site is located in the Rural Development Area, the area surrounding the site to the north, east and west is within the Suburban Development Area and planned for mixed use suburban scale development pursuant to the Bartram Park DRI. Likewise, future land use

designations for property in St. Johns County allow for suburban scale commercial development.

Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition). See Policy 1.2.9 of the Sanitary Sewer Sub-Element of the Infrastructure Element below:

Policy 1.2.9 Septic tanks shall be permitted in Rural Areas, provided they meet the requirements of Chapter 64E-6, F.A.C., and that all lots created after shall have a minimum of 1 acre of un-submerged property.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 5,252 new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles

traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 1 with no direct access to City of Jacksonville roadway network.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the *Maximum Service Volumes (MSV)* from the current *FDOT Quality/Level of Service Handbook (2012)* for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 1 is **0.67**.

Bartram Park Boulevard between County Line and Old St. Augustine Road is the first functional classified road that would be impacted by the proposed development. Bartram Park Boulevard is a 4-lane divided roadway and has a maximum daily capacity of 35,820 vpd. The proposed commercial development could generate approximately 5,252 net new daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.84 with the inclusion of the additional traffic from this land use amendment.

It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Map, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

IMPACT ASSESSMENT

L-5275-18C

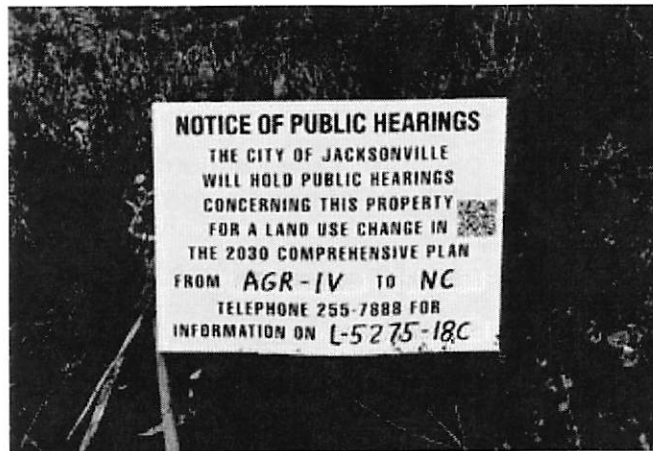
6.43 Acres

DEVELOPMENT ANALYSIS		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Vacant	Neighborhood Commercial
Land Use /Zoning	AGR-IV/AGR	NC/PUD
Development Standards For Impact Assessment	1 Single-family DU/2.5 Acres	0.45 FAR
Development Potential	2 Single-family DUs	126,041 Sq. Ft. Commercial Space
Population Potential	5 People	0 People
SPECIAL DESIGNATIONS AREAS		
	<u>YES</u>	<u>NO</u>
Plans/Studies		X
Aquatic Preserve		X
Airport Environ Zone		X
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X - Low
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X – Discharge Area
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
PUBLIC FACILITIES		
Potential Roadway Impact	Increase of 5,252 new daily external trips	
Potential School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Increase of 5,504.1 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 4,128.0 gallons/day	
Potential Solid Waste Impact	Increase in 193.87 tons/year	
Drainage Basin / Sub-Basin	Julington Creek Drainage Basin and Durban Creek Sub-basin	
Recreation and Parks	Julington-Durban Creek Preserve	
Mass Transit	No bus service at this location	
NATURAL FEATURES		
Elevations	Approximately 21 feet above mean sea level	
Soils	(70%) 51 Pelham fine sand & (30%) 56 – Pottsburg fine sand	
Land Cover	1100 – Residential low density	
Flood Zone	N/A	
Wetlands	N/A	
Wildlife	N/A	

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on February 16, 2018, the required notices of public hearing signs were posted. Forty-four (44) notices were mailed out to adjoining property owners, the Southeast Citizens Planning Advisory Committee and the St. Johns County Growth Management Department informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on Tuesday, February 20, 2018. Seven citizens and the applicant attended the meeting and spoke on the proposed land use map amendment. Citizens expressed concerns and opposition to development of a gas station on the site. They also do not want dumpsters located within the 100 foot building setback as depicted on the PUD site plan and requested a natural landscape buffer within the building setback area. They also voiced concerns regarding lighting and access/safety issues. Two neighbors supported the application, one opposed, and one was indifferent.



CONSISTENCY EVALUATION

2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goals, Objectives and Policies of the 2030 Comprehensive Plan, Future Land Use Element:

- Objective 1.1 Ensure that the type, rate and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination

- Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements
- Objective 3.2 Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
- Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.4 The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.
- Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The AGR future land use category land use category permits agricultural uses such as farming, horticulture, forestry and logging, storage, processing and wholesale distribution of farm supplies and products. The AGR-IV category also permits low density residential development at a density of one unit per 2.5 acres.

The NC Future Land Use Category is intended to provide for commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of vehicle miles traveled.

The subject property is agriculturally designated land located in the midst of lands designated for a wide variety of suburban scale commercial, residential and office development. The area is supplied with full urban services and the site straddles SR 9B with frontage along Race Track Road, which is classified as a major collector road. The proposed amendment to NC allows for commercial development that is intended to serve nearby residential and is consistent with the scale and nature of future planned development of the immediate area. Therefore, the proposed amendment facilitates a compact and compatible land use pattern and an efficient urban service delivery system consistent with FLUE Objectives 1.1 and 6.3 and Policies 1.1.22 and 3.1.3.

The companion PUD site plan can be used as a tool to provide for a gradation of uses and to provide for appropriate buffering, setback, lighting and access management requirements to protect adjacent residential development. The NC designation is intended to provide for neighborhood scale commercial and office development which is of a lesser scale than the IC and CC land use designations for properties located to the south and across Race Track Road in St. Johns County. Therefore, the proposed amendment is consistent with FLUE Policies 1.1.10, 3.2.1, 3.2.7. Additionally, access to the site is from Race Track Road, a major collector road, across from commercially designated land and thus will not negatively impact the character of existing residential development as called for in FLUE Policy 3.2.4.

The proposed amendment continues to promote, increase and sustain the viability of commercial areas along a major corridor that supports nearby residential areas and encourages use of an underutilized property achieving FLUE Objectives 3.2 and 6.3 as well as Policies 3.2.1, 3.2.4 and 3.2.7.

Southeast Jacksonville Vision Plan

The subject property is located within the boundaries of the Southeast Jacksonville Vision Plan. The Plan addresses this area as a Green Fields/Undeveloped "New Area" with development entitlements. Action Item for Sub-Principle 2.2 of the vision plan, #4 states; "Protect neighborhoods from potential impacts by providing a gradation of uses and intensity".

The consistency evaluation section of this report clarifies how the proposed amendment along with the companion PUD rezoning, serve to protect the adjacent residential uses. Therefore, the proposed amendment does not conflict with the principles identified in the Vision Plan.

Strategic Regional Policy Plan

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

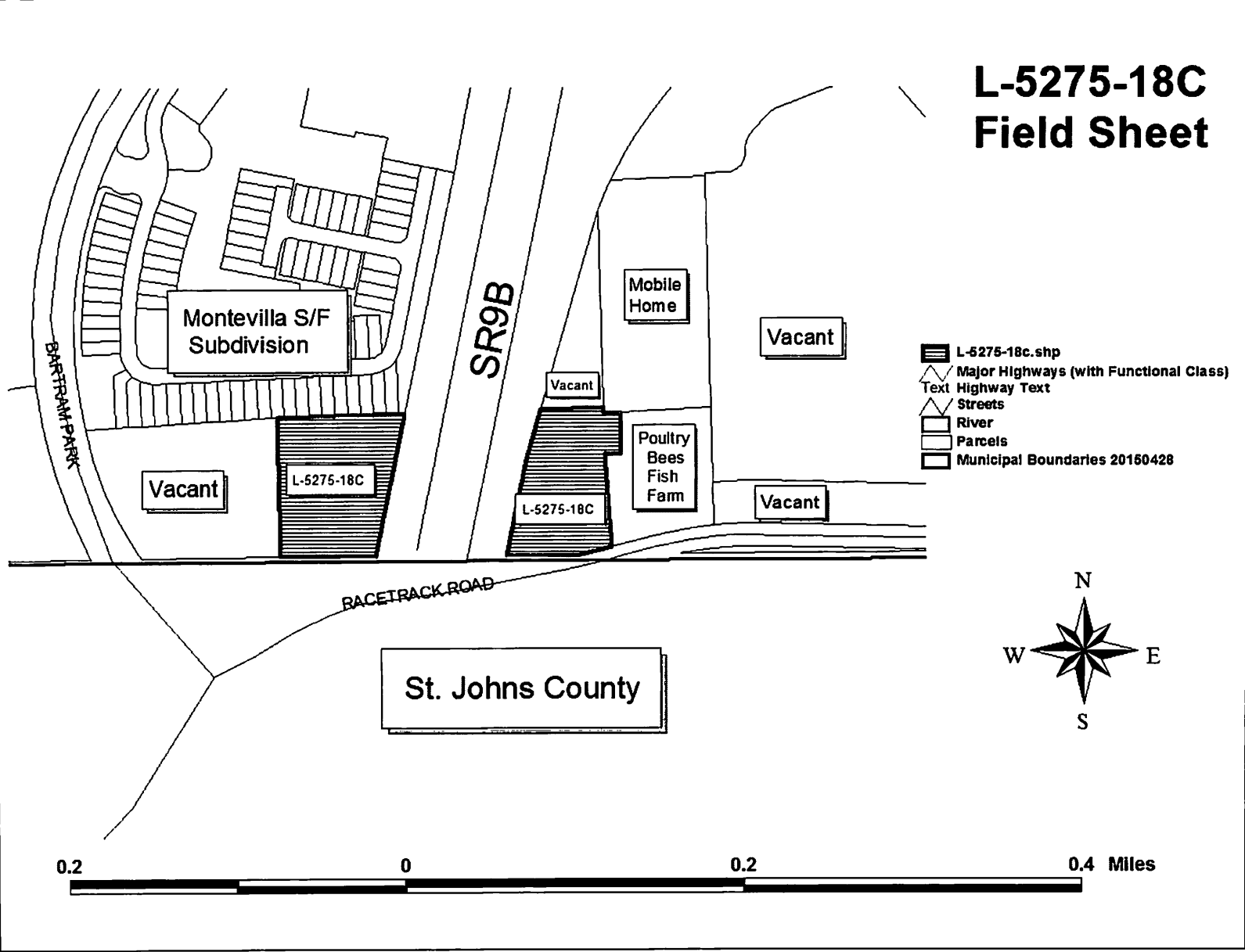
Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan, as it would provide an additional location for the creation of business opportunities in the northeast Florida region.

RECOMMENDATION

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan.

L-5275-18C Field Sheet



ATTACHMENT B

Traffic Analysis:



ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida

Lenny Curry, Mayor

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

MEMORANDUM

DATE: February 16, 2018

TO: Edward Lukacovic
Community Planning Division

FROM: Lurise Bannister
Transportation Division

SUBJECT: Transportation Review: Land Use Amendment L-5275-18C

A trip generation analysis was conducted for Land Use Amendment L-5275-18C, located north of Race Track Road and Duval/St. Johns County Line between Bartram Park Boulevard and SR 9B Expressway in the Suburban Development Area of Jacksonville, Florida. The subject site is undeveloped and has an existing Low Density Residential (LDR) land use category. The proposed land use amendment is to allow for Neighborhood Commercial (NC) development on approximately 6.43 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10th Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the LDR land use category development impact assessment standards allows for 5 single-family dwelling units per acre, resulting in a development potential of 3 residential units (ITE Land Use Code 210) which could generate 28 daily vehicular trips. The proposed the NC land use category allows for 0.45 FAR per acre resulting in a development potential 126,041 SF commercial space (ITE Land Use Code 814), generating 5,280 net new daily vehicular trips. This will result in 5,252 net new daily vehicular trips if the land use is amended from LDR to NC, as shown in Table A.

Table A

Trip Generation Estimation

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
LDR	210	3 SFDUs	T = 9.44 (X)	28	0.00%	28
Total Section 1						28
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
NC	814	126, 041SF	T=63.47 (X) / 1000	8,000	34.00%	5,280
Total Section 2						5,280
Net New Daily Trips						5,252

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

Additional Information:

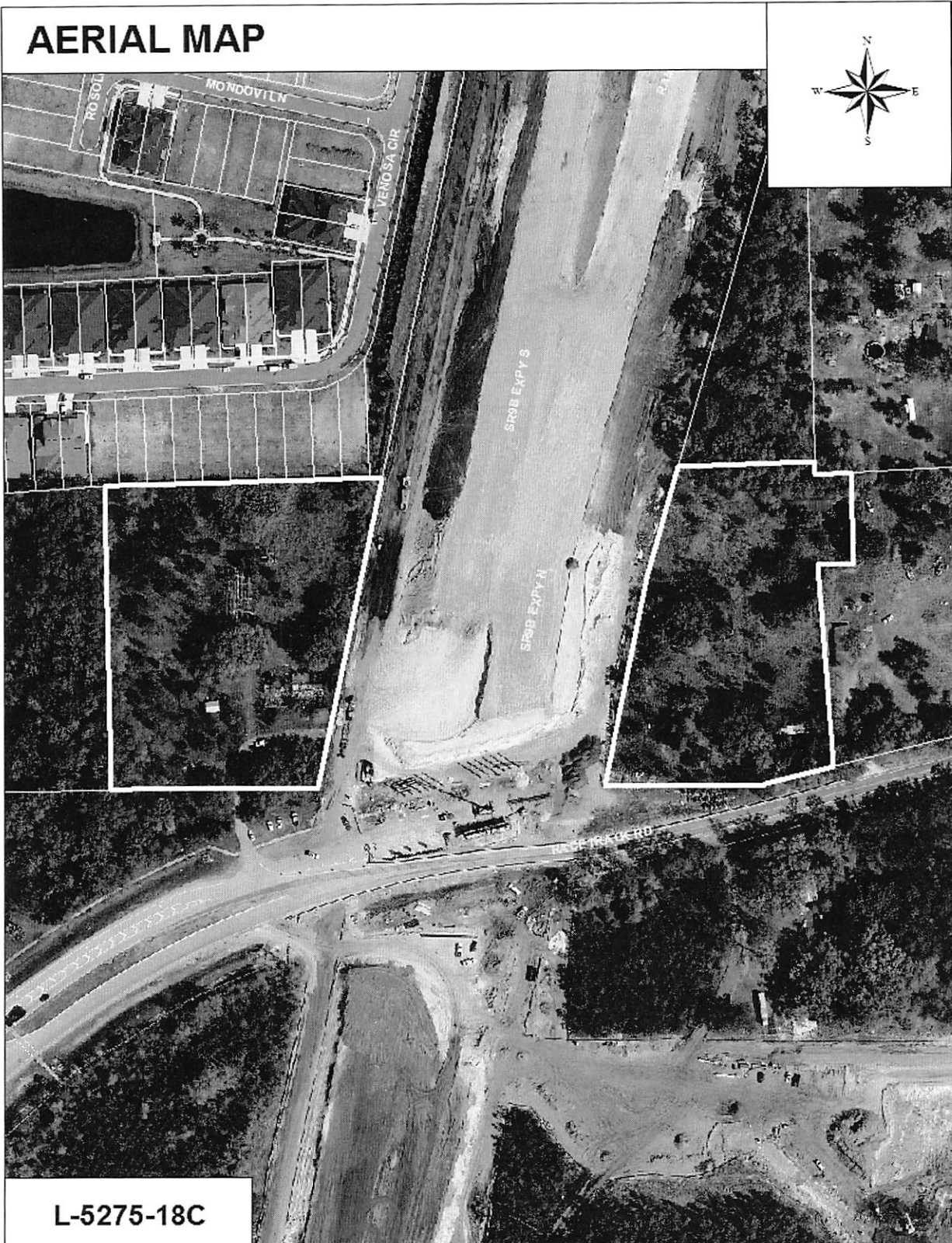
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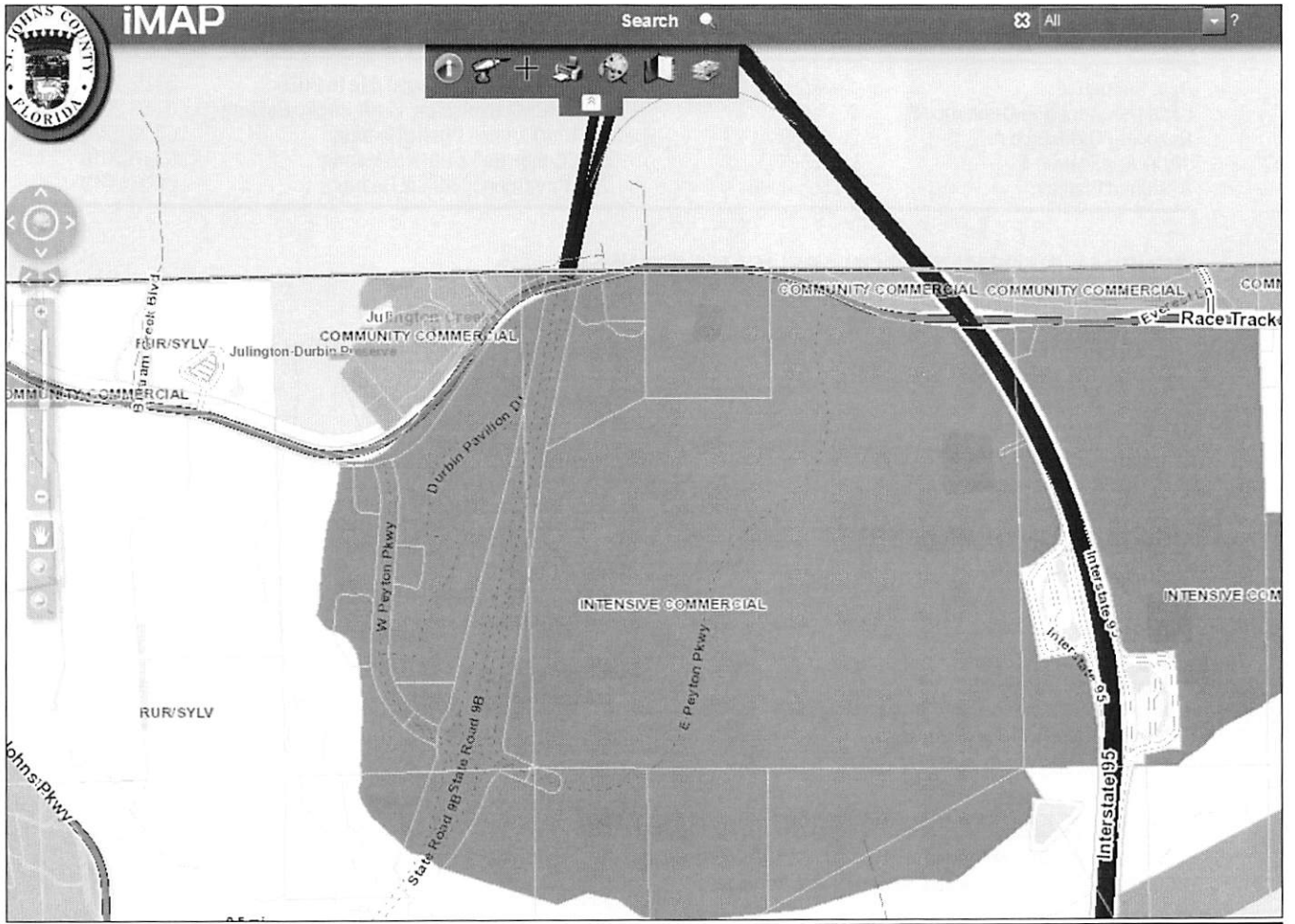
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ATTACHMENT C



ATTACHMENT D

St. Johns County Land Use Map:



ATTACHMENT E

Land Use Amendment Application:



APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN

Date Submitted:	12/26/2017	Date Staff Report is Available to Public:	03-02-2018
Land Use Adoption Ordinance #:	2018-068	Planning Commission's LPA Public Hearing:	03-08-2018
Rezoning Ordinance #:	2018-069	1st City Council Public Hearing:	03-13-2018
JPDD Application #:	L-5275-18C	LUZ Committee's Public Hearing:	03-20-2018
Assigned Planner:	Ed Lukacovic	2nd City Council Public Hearing:	03-27-2018

GENERAL INFORMATION ON APPLICANT & OWNER

Applicant Information:

MICHAEL HOLBROOK
CONNELLY & WICKER, INC.
10060 SKINNER LAKE DRIVE, SUITE 500
JACKSONVILLE, FL 32246
Ph: (904) 265-3030
Email: MHOLBROOK@CWIENG.COM

Owner Information:

SIAMIC MASHOD
NEW ERA DEVELOPMENT CO., INC.
2217 ALICIA LANE
ATLANTIC BEACH, FL 32233
Ph: (904) 704-0296
Fax: (904) 280-4400

DESCRIPTION OF PROPERTY

Acreage: 6.43
Real Estate #(s): 168142 0000

General Location:

EAST OF BARTRAM PARK BLVD. ON THE COUNTY LINE AT THE
9B OVERPASS

Planning District: 3
Council District: 11
Development Area: SUBURBAN AREA
Between Streets/Major Features:
BARTRAM PARK BLVD. and BARTRAM SPRINGS
PARKWAY

Address:

5239 RACETRACK RD

LAND USE AMENDMENT REQUEST INFORMATION

Current Utilization of Property: VACANT - AGRICULTURE
Current Land Use Category/Categories and Acreage:
AGR-IV 6.43

Requested Land Use Category: NC

Surrounding Land Use Categories: MU

Justification for Land Use Amendment:

THE SUBJECT PROPERTY IS LOCATED ON THE COUNTY'S SOUTHERN BOUNDARY AND IS ACCESSED FROM RACE TRACK ROAD (ST. JOHNS COUNTY) AND IS BIASECTED STATE ROAD 9B OVERPASS. THE PROPERTY IS DIRECTLY NORTH OF THE DURBAN PARK TOWN CENTER. THE CURRENT FUTURE LAND USE AND ZONING IS AGRICULTURE (AGR). THIS APPLICATION IS TO UPDATE THE FLU TO A COMPATIBLE CATEGORY OF NEIGHBORHOOD COMMERCIAL (NC) AND TO REZONE THE PROPERTY TO PLANNED UNIT DEVELOPMENT (PUD) WITH NC USES.

UTILITIES

Potable Water: JEA

Sanitary Sewer JEA

COMPANION REZONING REQUEST INFORMATION

Current Zoning District(s) and Acreage:
AGR 6.43

Requested Zoning District: PUD

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>