

# 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

July 1, 2021

The Honorable Samuel Newby, President  
The Honorable Rory Diamond, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-303/Application No. L-5548-21C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2021-303 on June 17, 2021.

P&DD Recommendation

**APPROVE**

PC Issues:

None

**PC Vote:**

**6-0 APPROVE**

Joshua Garrison, Chair

Aye

Dawn Motes, Vice-Chair

Absent

David Hacker, Secretary

Aye

Marshall Adkison

Aye

Daniel Blanchard

Absent

Ian Brown

Aye

Alexander Moldovan

Aye

Jason Porter

Aye

Planning Commission Report  
July 1, 2021  
Page 2

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

*Kristen D. Reed*

Kristen D. Reed, AICP  
Chief of Community Planning Division  
City of Jacksonville - Planning and Development Department  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7837  
[KReed@coj.net](mailto:KReed@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – June 11, 2021**

**Ordinance/Application No.:** 2021-303 / L-5548-21C

**Property Location:** 5255 Racetrack Road. Located at the northeast corner of SR 9B and Racetrack Road.

**Real Estate Number(s):** 168141 0000  
168142 0000, a portion of  
168142 0025, a portion of

**Property Acreage:** 9.42 Acres

**Planning District:** District 3, Southeast

**City Council District:** District 11

**Applicant:** Emily Pierce, Esquire, Rogers Towers, P.A.

**Current Land Use:** Agriculture-4 (AGR-4) (5.61 acres),  
Neighborhood Commercial (NC) (3.81 acres)

**Development Area:** Undesignated

**Proposed Land Use:** Multi-Use (MU) subject to FLUE SSP 4.3.2 for the Bartram Park DRI (9.42 acres)

**Proposed Development Area:** Suburban

**Current Zoning:** Agriculture (AGR) (5.61 acres)  
Planned Unit Development (PUD) (5.29 acres)

**Proposed Zoning:** Planned Unit Development (PUD)

**RECOMMENDATION:** **APPROVE**

**APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

The land use amendment is being sought to incorporate 3 parcels into the larger Bartram Park DRI property, to change the designation to MU and to permit development of a multi-family use. The incorporation of these parcels will also allow the Bartram Park Master Developer to acquire the right-of-way necessary to widen Racetrack Road in the future.

The MU designation is consistent with the surrounding land uses. Application will also include a development boundary area extension of the Suburban Development Area.

## **BACKGROUND**

The applicant proposes a future land use map amendment from Agriculture-4 (AGR-4) and Neighborhood Commercial (NC) that is not within the boundaries of a Development Area to Multi-Use (MU) in the Suburban Development Area to allow for multi-family residential development. The proposed MU land use designation is subject to Future Land Use Element (FLUE) Site Specific Policy 4.3.2 for the Bartram Park DRI Multi-Use Area. Companion Ordinance 2021-304 expands the boundaries of the Bartram Park DRI to incorporate the 9.42 acre subject land use amendment site. Additionally, a companion rezoning has been filed, Ordinance 2021-305, for a change from Agriculture (AGR) and Planned Unit Development (PUD) to PUD.

Multi-Use Site Specific Policy for the Bartram Park DRI allows a mix of uses subject to the requirements of the DRI development order. The site would be incorporated into this site specific policy with the subject land use amendment and incorporated into the DRI Development Order with companion Ordinance 2021-304. FLUE Site Specific Policy 4.3.2 will remain unchanged with the subject legislation and is shown below:

### **4.3.2**

The Bartram Park DRI, which is a Multi-Use Area on the Future Land Use Map, shall allow the following land use categories: Low Density Residential (LDR), Residential-Professional-Institutional (RPI), Neighborhood Commercial (NC), Community/General Commercial (C/GC), Business Park (BP), Light Industrial (LI), Recreation and Open Space (ROS), Public Buildings and Facilities (PBF), and Conservation (CSV), Wetlands and Water consistent with the Multi-Use Land Use Category.

The property is located on Racetrack Road at the Northeast corner of Racetrack Road and SR 9B and just north of the Duval and St. Johns County line. Racetrack Road is classified as a major collector roadway in St. Johns County. The inclusion of the subject site into the Bartram Park DRI and the MU land use category will allow the Master Developer of the DRI to dedicate the associated right-of-way toward the widening of this portion of Racetrack Road fulfilling a condition of the DRI development order and providing consistency with the rest of the roadway as a four-lane facility.

The 9.42 acre land use amendment site is currently vacant. On the north side of Racetrack Road, the property is surrounded by the Bartram Park DRI in the MU land use category subject to FLUE site specific policy 4.3.2. The west side of the site abuts State Road 9B. Further west just beyond SR 9B are single family residential developments in the Bartram Park DRI. Undeveloped land north and east of the site is in the MU land use category and the Bartram Park DRI. Directly south of the site across Racetrack Road in St. Johns County is undeveloped land. A large commercial area is southwest of the site

in St. Johns County. Additionally, the site is not within the boundaries of a Development Area. The Suburban Development Area directly abuts the site to the north, east and west with St. Johns County across Racetrack Road to the south.

The adjacent land use categories, zoning districts and property uses of the land use amendment site are as follows:

North: Land Use: Multi-Use (M U)  
Zoning: Planned Unit Development (PUD) and Agriculture (AGR)  
Property Use: vacant undeveloped land that is part of the Bartram Park DRI and SR 9B

South: Land Use: St. Johns County  
Zoning: St. Johns County  
Property Use: Racetrack Road and Undeveloped land in St. Johns County

East: Land Use: Multi-Use (M U)  
Zoning: A G R and PUD  
Property Use: Undeveloped land that is part of the Bartram Park DRI

West: Land Use: M U and NC  
Zoning: PUD  
Property Use: State Road 9B and a single family residential development that is part of the Bartram Park DRI

## **IMPACT ASSESSMENT**

Potential impacts of the 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.

The land use amendment application will expand the existing development entitlements from the current boundaries of the Bartram Park DRI to the proposed boundary of the Bartram Park DRI (Ordinance 2021-304) which includes the subject site, making no increase in entitlements to the property. While the subject site will lose the current entitlements with the land use amendment from the existing AGR-4 and NC land use designations over the property, the change to MU, subject to the Bartram Park DRI development order, spreads the DRI entitlements over the site without increasing current entitlements and therefore, has no affect in impacts to the surrounding area.

### Impact Assessment Baseline Review

<b>Development Analysis of 9.42 acres/ 410,335.2 square feet</b>		
Development Boundary	Not included in a Development Area	
Roadway Frontage Classification / State Road	Racetrack Road – St. Johns County roadway major collector	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Undeveloped	Proposed: Multi-Family residential
Land Use / Zoning	Current: AGR-4 (5.61 acres) and NC (3.81 acres) / AGR and PUD	Proposed: Expand the abutting MU subject to existing FLUE SSP 4.3.2 for the Bartram Park DRI/ PUD
Development Standards for Impact Assessment	Current: Scenario 1: AGR-4: 1 Dwelling Unit / 2.5 acres NC: 0.45 FAR  Scenario 2: AGR-4: 1 Dwelling Unit / 2.5 acres NC: 90% at 15 Dwelling Units/acre; 10% at .45 FAR	Proposed: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI
Development Potential	Current: Scenario 1: AGR-4: 2 Dwelling Units NC: 74,683.62 square feet  Scenario 2: AGR-4: 2 Dwelling Units NC: 51 Dwelling Units and 7,468.36 square feet	Proposed: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI – there are no changes to allowable uses or entitlements in the Bartram Park DRI, therefore, the land use change creates no additional impacts
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 2 Dwelling Units Scenario 2: Decrease of 2 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 74,683.2 sq. ft. of NC uses	

<b>Development Analysis of 9.42 acres/ 410,335.2 square feet</b>		
	Scenario 2: Decrease of 7,468.36 sq. ft. of NC uses	
Population Potential	Current: Scenario 1: 5 people Scenario 2: 124 people	Proposed: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge Area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
<b>Public Facilities</b>		
Potential Roadway Impact	Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI	
Potential Public School Impact	Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI Scenario 2: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI Scenario 2: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI	
Potential Solid Waste Impact	Scenario 1: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI Scenario 2: Pursuant to existing FLUE Policy 4.3.2 and the Bartram Park DRI	
Drainage Basin/Sub-basin	Julington Creek Basin / Durbin Creek Sub-Basin	
Recreation and Parks	Julington-Durbin Creek Preserve	
Mass Transit Access	St. Johns Express Select – Route on Racetrack Road	

<b>Development Analysis of 9.42 acres/ 410,335.2 square feet</b>	
<b>Natural Features</b>	
Elevations	21-26 feet above mean sea level
Land Cover	2430: Ornamentals
Soils	51: Pelham fine sand; 56: Pottsburg fine sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not Applicable

**Utility Capacity**

The applicant provided a JEA Availability letter dated April 27, 2020, for the subject site. The letter identifies a potable water connection with an existing water main on Racetrack Road. Additionally, the letter identifies a sewer connection with an existing 16 inch force main at Bartram Park Boulevard. The JEA letter contains a special condition, providing that “connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

**Future Land Use Element**

Policy 1.2.9      Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

**PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on May 28, 2021, the required notices of public hearing signs were posted. Eleven (11) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. An additional notice and application summary was sent to St. Johns County Planning Department to review and comment on the proposed land use amendment.

The Citizen Information Meeting was held on June 1, 2021. No one from the public attended the meeting.



# **CONSISTENCY EVALUATION**

## **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

### Future Land Use Element (FLUE)

#### *Development Areas*

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as further described in each land use plan category.

Goal 1                      To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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 proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.5              The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

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 1.1.12            Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the

standards of this element and all applicable local, regional, State and federal regulations.

**Policy 1.1.20** Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

**Policy 1.1.20A** Extensions of the Development Areas will be noted in each land use amendment where an extension is needed or requested concurrent with a Future Land Use Map Amendment. In addition, plan amendments shall meet the requirements as set forth in Policy 1.1.21 and 1.1.22.

**Policy 1.1.20B** Expansion of the Development Areas shall result in development that would be compatible with its surroundings. When considering land areas to add to the Development Areas, after demonstrating that a need exists in accordance with Policy 1.1.21, inclusion of the following areas is discouraged;

1. Preservation Project Lands
2. Conservation Lands
3. Agricultural Lands, except when development proposals include Master Planned Communities or developments within the Multi-Use Future Land Use Category, as defined in this element

The following areas are deemed generally appropriate for inclusion in Development Areas subject to conformance with Policy 1.1.21:

1. Land contiguous with the Development Area and which would be a logical extension of an existing urban scale and/or has a functional relationship to development within the Development Area.
2. Locations within one mile of a planned node with urban development characteristics.
3. Locations within one-half mile of the existing or planned JTA RTS.
4. Locations having projected surplus service capacity where necessary facilities and services can be readily extended.
5. Public water and sewer service exists within one-half mile of the site.
6. Large Scale Multi-Use developments and Master Planned Communities which are designed to provide for the internal capture of daily trips for work, shopping and recreational activities.
7. Low density residential development at locations up to three miles from the inward boundary of the preservation project lands. Inward is measured from that part of the preservation project lands closest

to the existing Suburban Area such that the preservation lands serves to separate suburban from rural. The development shall be a logical extension of residential growth, which furthers the intent of the Preservation Project to provide passive recreation and low intensity land use buffers around protected areas. Such sites should be located within one-half mile of existing water and sewer, or within JEA plans for expansion.

**Policy 1.1.21** Future amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

**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 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

**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.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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.

According to the Category Description in the Future Land Use Element (FLUE), the Agriculture (AGR) functional land use categories accommodate primarily agriculture activities with some single family dwellings and are intended to preserve the existing rural character of outlying areas of the City.

According to the Category Description in the FLUE, Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods.

The Multi-Use (MU) land use category is intended to accommodate, in a more innovating fashion, development or redevelopment of areas in a larger size and scale. Development of Regional Impacts are areas that are considered appropriate for the Multi-Use designation.

Companion Ordinance 2021-304 would expand the boundaries of the Bartram Park DRI and incorporate the subject site. The proposed Master Plan Map H to the DRI identifies this site for "Office /Commercial /Residential /Hotel" uses. According to the application for the change to the DRI, the site is intended for multi-family residential development with existing multi-family development rights allocated from the DRI. Additionally, companion Ordinance 2021-305 would rezone the site to PUD limiting allowed uses consistent with the residential land use categories.

The 9.42 acre subject site is not located within the boundaries of a Development Area but is surrounded by properties in the MU land use category and the Suburban Development Area. According to the locational criteria of the operative provisions in the FLUE, low density with some medium density development of lands is encouraged within the Suburban Development Area. The site would be incorporated into the Multi-Use land use

category subject to FLUE Site Specific Policy 4.3.2 of the Bartram Park DRI which allows for low density development consistent with the Suburban Development Area. The site is located at the intersection of two major roads, Racetrack Road and SR 9B, and has access to full public facilities and services. The site is contiguous with and would be a logical extension of the Suburban Development Area boundary. The proposed amendment demonstrates the need for the change in the Development Area boundary meeting FLUE Policies 1.1.20, 1.1.20A, 1.1.20B and 1.2.1.

The proposed MU land use is consistent with the future development trends and land use patterns in the area while contributing additional lands for residential development and increasing the amount of land available to accommodate anticipated growth and the projected population as called for in FLUE Objectives 1.1 and 3.1 and Policies 1.1.5, 1.1.21 and 3.1.6. The companion PUD rezoning provides for an opportunity for innovative site planning and development strategies that integrate the proposed residential development into this area fulfilling FLUE Policy 1.1.12.

Given the surrounding MU land use categories subject to FLUE Site Specific Policy 4.3.2 and the Bartram Park DRI, the proposed land use amendment is a logical extension of MU resulting in a compatible and appropriate transition of land use for the area. The change to MU encourages development of the site while incorporating the project into the larger mixed use area, meeting FLUE Goals 1 and 3 and Policies 1.1.10 and 3.4.2.

Providing consistency with FLUE Policy 1.2.9, the applicant provided a JEA Availability letter dated April 27, 2020, for the subject site. The letter identifies a potable water connection with an existing water main on Racetrack Road. Additionally, the letter identifies a sewer connection with an existing 16 inch force main at Bartram Park Boulevard. The JEA letter contains a special condition, providing that "connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main.

### **Vision Plan**

The site is located within the boundaries of the Southeast Jacksonville Vision Plan. The Vision Plan describes the surrounding area of the Bartram Park 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 Bartram Park 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.

### **Strategic Regional Policy Plan**

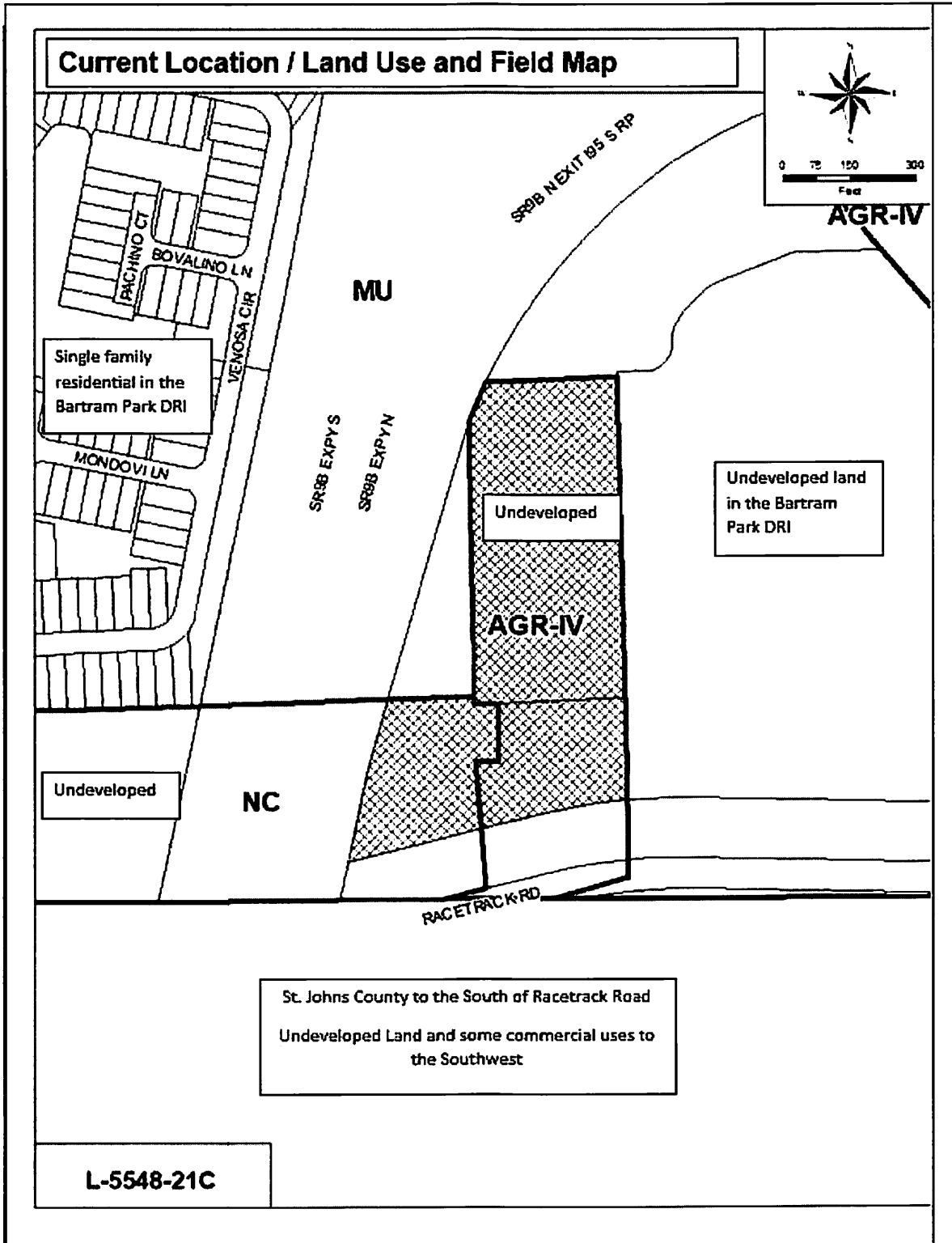
The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan:

Objective: Housing options that provide choices to all of our residents and promote demographic and economic diversity as one way to ensure that our communities are viable and interesting places for the long term.

Policy 21: The Region supports diverse and sufficient housing stock to provide choices for all households, from single persons to extended families with children.

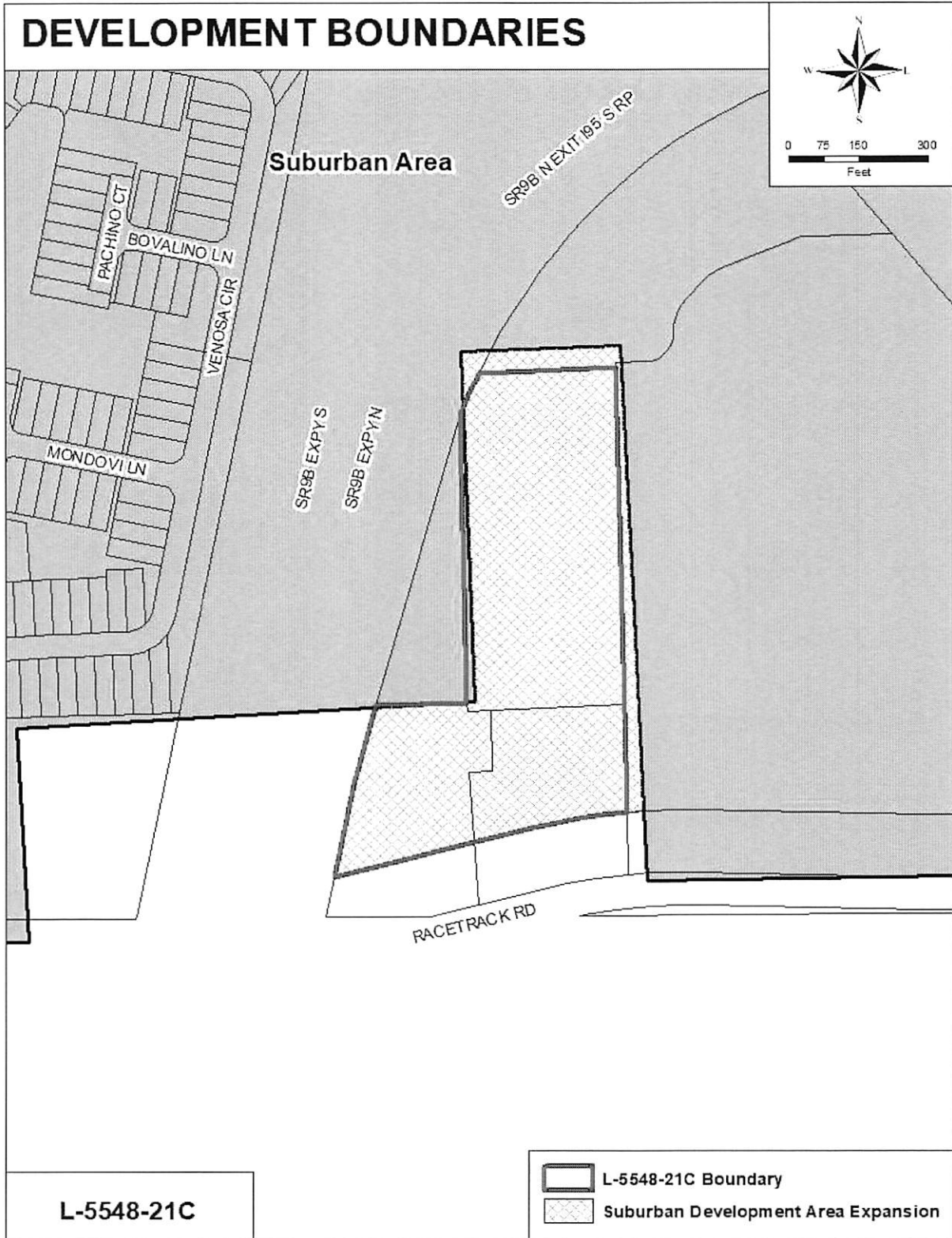
The proposed land use amendment would create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with Policy 21 of the Strategic Regional Policy Plan, Regional Health Element.

**LAND USE AMENDMENT**  
**CURRENT LOCATION / LAND USE / FIELD MAP**



**L-5548-21C**

**LAND USE AMENDMENT  
DEVELOPMENT BOUNDARY MAP**





**LAND USE AMENDMENT**  
**APPLICANT'S JUSTIFICATION REGARDING THE SUBURBAN**  
**BOUNDARY EXTENSION**

Justification/Explanation for Expansion of Suburban Development Area:

The three parcels identified in this application are currently undesignated Development Areas. They are surrounded by the Suburban Development Area and inclusion of this property represents a logical extension of the Suburban Development Area. The property is contiguous with existing Suburban Development Areas, has a functional relationship to existing development nearby, is located at the intersection of two major roads, State Road 9B and Racetrack Road, is served by water and sewer from JEA and will be incorporated into the larger Bartram Park DRI which provides for internal capture of daily trips for work, shopping, and recreational activities. The extension of the Suburban Development Area to include these parcels is consistent with the Goals, Policies and Objectives of the Future Land Use Element of the 2030 Comprehensive Plan and the Plan Category Descriptions of the Operational Provisions for the MU – Suburban Development Area category.

# LAND USE AMENDMENT

## Site Location within the Proposed Boundaries of the Bartram Park DRI

