

City of Jacksonville, Florida

Lenny Curry, Mayor

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June 9, 2022

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. 2022-339/Application No. L-5668-22C

Dear Honorable Council President Newby, Honorable Council Member and LUZ Chairman Diamond 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 2022-339 on June 9, 2022.

P&DD Recommendation	APPROVE
PC Issues:	None
PC Vote:	6-0 APPROVE

David Hacker, Chair	Aye
Alexander Moldovan, Vice-Chair	Aye
Ian Brown, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Joshua Garrison	Absent
Jason Porter	Aye
Jordan Elsbury	Absent

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
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Report of the Jacksonville Planning and Development Department

Small-Scale Future Land Use Map Amendment – June 3, 2022

Ordinance/Application No.: 2022-339 / L-5668-22C

Property Location: 0 Racetrack Road and 0 Interstate-95. Located between I-95 and SR 9B, north of Racetrack Road.

Real Estate Number(s): 168139 0105, a portion of
168139 0115, a portion of
168139 0550, a portion of
168139 0540, a portion of

Property Acreage: 11.40 Acres

Planning District: District 3, Southeast

City Council District: District 11

Applicant: Staci Rewis, Esquire

Current Land Use: Agriculture-4 (AGR-4)

Development Area: Suburban

Proposed Land Use: Multi-Use (MU) subject to FLUE SSP 4.3.2 for the Bartram Park Development of Regional Impact (DRI)

Current Zoning: Agriculture (AGR) (5.55 acres)
Planned Unit Development (PUD) (33.38 acres)

Proposed Zoning: Planned Unit Development (PUD) (38.93 acres)

RECOMMENDATION: APPROVE

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant’s justification for the land use amendment is included with the application and is attached to this report.

BACKGROUND

The applicant proposes a future land use map amendment from Agriculture-4 (AGR-4) to Multi-Use (MU) in the Suburban Development Area to allow for multi-family residential

development. The site is currently used for a stormwater pond. 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 2022-341 expands the boundaries of the Bartram Park DRI to incorporate the 11.40 acre subject land use amendment site into the boundaries of the DRI. Additionally, a companion rezoning has been filed, Ordinance 2022-340, for a change from Agriculture (AGR) and Planned Unit Development (PUD) to PUD. The PUD rezoning includes a larger area than the land use amendment site.

FLUE Multi-Use Site Specific Policy 4.3.2 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 2022-341. 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 currently used as a stormwater pond and is located just south of the intersection of I-95 and SR 9B. The development project plans to relocate the stormwater pond and use the subject site as part of a larger development for multi-family residential. While the site is located at the interior of the Bartram Park DRI Multi-Use Area, the pond was never included in the MU land use category for the DRI or within the legal description and boundary of the DRI. The inclusion of the subject site into the Bartram Park DRI (Ordinance 2022-341) and the MU land use category will allow the proposed development without changing entitlements to the Bartram Park DRI.

The subject site is located north of Racetrack Road and is surrounded by property in the Bartram Park DRI in the MU land use category subject to FLUE site specific policy 4.3.2. The intersection of I-95 and SR 9B are north of the site with undeveloped land immediately surrounding the site in the MU land use category. Further west just beyond SR 9B are single family residential developments in the Bartram Park DRI. 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.

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

North: Land Use: Multi-Use (MU)

Zoning: Planned Unit Development (PUD) and Agriculture (AGR)

Property Use: I-95, SR 9B, vacant undeveloped land that is part of the Bartram Park DRI and the ramp to SR 9B

South: Land Use: MU

Zoning: PUD

Property Use: Racetrack Road and undeveloped land that is part of the Bartram Park DRI

East: Land Use: MU

Zoning: AGR and PUD

Property Use: Stormwater pond and undeveloped land that is part of the Bartram Park DRI

West: Land Use: MU

Zoning: PUD

Property Use: Undeveloped land that is part of the Bartram Park DRI and SR 9B

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 2022-341) 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 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

Development Analysis of 11.40 acres		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	None. South of the I-95 and SR 9B intersection. North of Racetrack Road – St. Johns County roadway	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Stormwater pond	Proposed: Multi-Family residential

Development Analysis of 11.40 acres		
Land Use / Zoning	Current: AGR-4 / AGR and PUD	Proposed: MU with FLUE SSP 4.3.2 for the Bartram Park DRI/ PUD
Development Standards for Impact Assessment	Current: AGR-4: 1 Dwelling Unit / 2.5 acres	Proposed: Pursuant to FLUE Policy 4.3.2 and the Bartram Park DRI
Development Potential	Current: 4 Dwelling Units	Proposed: Pursuant to 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	Pursuant to FLUE Policy 4.3.2 and the Bartram Park DRI	
Net Increase or Decrease in Potential Floor Area	N/A	
Population Potential	Current: 10 people	Proposed: Pursuant to FLUE Policy 4.3.2 and the Bartram Park DRI
Special Designation Areas		
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	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	Discharge Area	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No Impact	
Potential Public School Impact	De minimus	

Development Analysis of 11.40 acres	
Water Provider	JEA
Potential Water Impact	Pursuant to FLUE Policy 4.3.2 and the Bartram Park DRI
Sewer Provider	JEA
Potential Sewer Impact	Pursuant to FLUE Policy 4.3.2 and the Bartram Park DRI
Potential Solid Waste Impact	Pursuant to 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
Natural Features	
Elevations	19-22 feet above mean sea level
Land Cover	5300: Reservoirs - pits, retention ponds, dams
Soils	SIN 99
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 January 18, 2022, 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 along Bartram Park Boulevard at Racetrack Road. 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, JEA 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 13, 2022, the required notices of public hearing signs were posted. 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 Citizen Information Meeting was held on May 16, 2022 via virtual Zoom. 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 1.1.21 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.

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. Development in the Multi-Use land use category is subject to a policy listing permitted uses within the development.

Companion Ordinance 2022-341 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 companion PUD rezoning and 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.

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 January 18, 2022, 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 along Bartram Park Boulevard at Racetrack Road. 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, JEA owned and maintained pump station, and a JEA dedicated force main. Consistent with FLUE Policy 1.2.1, the subject site will have access to full public facilities as this site is in the Suburban Development Area and will be part of the Bartram Park DRI development.

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

APPLICANT'S JUSTIFICATION FOR THE LAND USE AMENDMENT

Small Scale Comprehensive Plan Amendment

Revised March 4, 2022

This Small Scale Comprehensive Plan Amendment ("CPA") to the 2030 City of Jacksonville Comprehensive Plan ("Comp Plan") proposes to change the future land use designation on approximately 11.4 acres from Agriculture-IV ("AGR-IV") to Multi-Use ("MU") within the Bartram Park Development of Regional Impact ("DRI") and within the Suburban Development Area and subject the parcel to Comp Plan Future Land Use Element Policy 4.3.2, which is a site specific policy for the DRI (the "Policy").

The property has Real Estate #s 168139-0540, 168139-0550 and 168139-0115 ("Chadbourne Property") and a portion of 168139-0105 ("POA Property") with addresses of 0 Racetrack Road and 0 Interstate 95. The Chadbourne Property and the POA Property may collectively be referred to as the Property. The Property is generally surrounded and adjacent to the DRI and located between I-95 and State Road 9B (a/k/a 295) north of Racetrack Road. A companion Application for Changes to a Development of Regional Impact to the DRI is being submitted contemporaneously with this CPA to add the Property to DRI Parcel 31 and designate it as Office/Commercial/Residential/Hotel (the "DRI Amendment"). In addition, a companion Planned Unit Development rezoning to the Bartram Park Planned Unit Development (the "PUD") is also being submitted simultaneously with this CPA application.

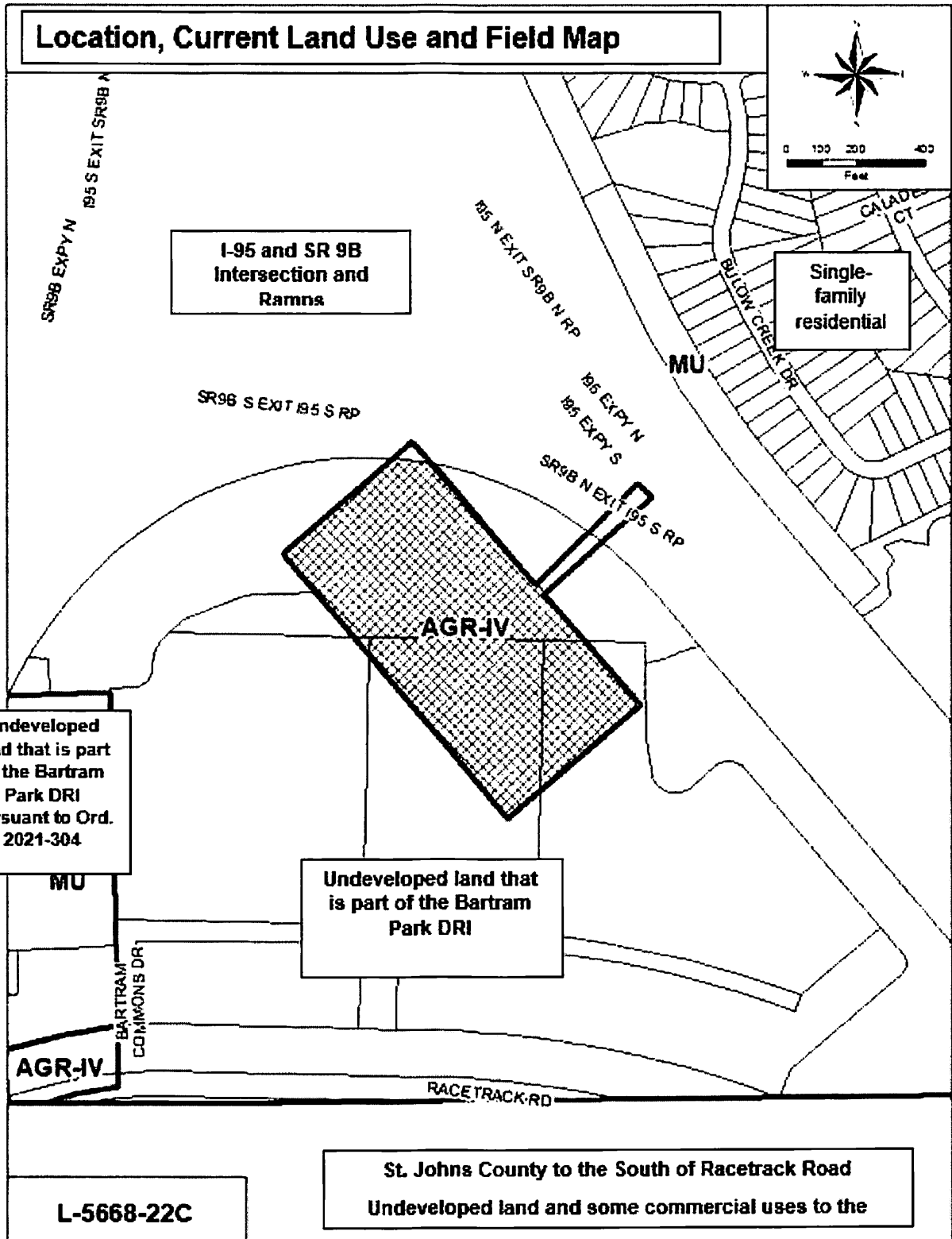
The Chadbourne Property is proposed to be developed as part of a 1,069 unit multi-family project with associated amenities located within a portion of DRI Parcels 28, 29, 30 and 31 on approximately 38.93 acres (the "Project").

The Property is currently a stormwater pond. The DRI Master Developer intends to reconfigure the stormwater pond. As a result of the reconfiguration, the Chadbourne Property will be filled and developed as part of the Project. The POA Property, the remainder of the reconfigured stormwater pond, will provide drainage to the Project, surrounding DRI lands and I-95.

The Property is proposed to be incorporated into DRI Parcel 31 as Office/Commercial/Residential/Hotel within a mixed use DRI. This CPA will allow the Project to be developed at a gross density of 30 units per acre consistent with the MU future land use designation and the Policy, and the DRI and the PUD. It will also allow the reconfiguration of the stormwater pond in order to serve the Project, surrounding DRI lands and I-95. No new DRI development rights are proposed to be added to the DRI and/or the PUD. Rather, existing DRI multi-family residential development rights will be utilized to develop the Project. Therefore, there will be no increase in intensity or density to the DRI, the PUD or the Comp Plan.

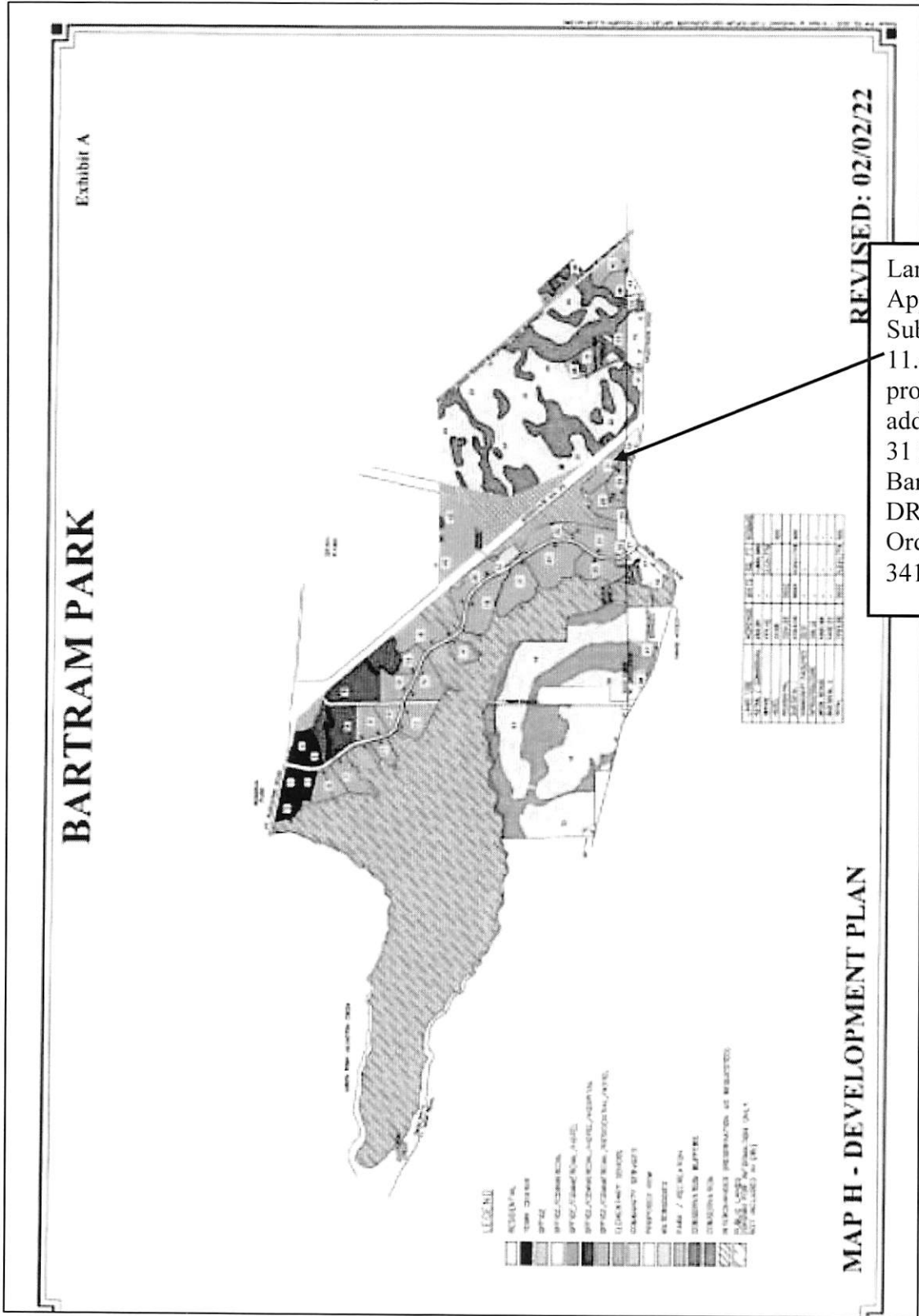
The designation of the Property as MU within the DRI and the Suburban Development Area and subject to the Policy is consistent with the surrounding Bartram Park DRI lands with a future land use designation of MU within the Suburban Development Area and such lands are also subject to the Policy.

LAND USE AMENDMENT
CURRENT LOCATION / LAND USE / FIELD MAP



LAND USE AMENDMENT

Site Location within the Proposed Boundaries of the Bartram Park DRI



Land Use Application Subject Site / 11.40 acres proposed to be added to Parcel 31 in the Bartram Park DRI with Ordinance 2022-341.