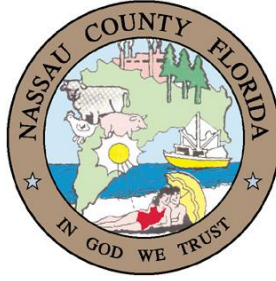


Nassau County  
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Date of Hearing: October 2, 2018

**Public Hearing Number: CPA18-002**

A. General Information

Applicant: Zachary Miller, Esq., Agent.

Owners: Greene & Grogan Properties LLC  
Angel Lakes Gated, Inc.

Request: Future Land Use Map amendment to change the classification of Low Density Residential (LDR) to Recreation (REC) for approximately 265 acres.

Applicable Regulations: Policies FL.01.02 (B,E), FL.03.02, Objective ED.04 of the 2030 Nassau County Comprehensive Plan; Sec. 163.3174, et. seq. F.S.

Related Application: R18-002, Rezoning from OR and RS-2 to PUD

B. Site Information

Lot Size: +-265 acres

Location: On the west side of Lem Turner Road between Lawhon Road South and Dornbush Road Parcel ID #s 37-1N-25-0000-0004-0010, 37-1N-25-0000-0004-0020, 37-1N-25-0000-0004-0060, 37-1N-25-0000-0004-0080, 37-1N-25-2375-0001-0000, 37-1N-25-2375-0002-0000, 37-1N-25-2950-0001-0150

Directions: From the intersection of US 1 and Lem Turner Road. Head south on Lem Turner Road. Subject property is on the west side of Lem Turner Road.

C. Existing Land Uses

Subject Site: Golf Course

Surrounding: North: SF Residential  
South: SF Residential  
East: SF Residential  
West: SF Residential

D. Existing Zoning

Subject Site: Open Rural (OR)  
Residential Single Family 2 (RS-2)

Surrounding: North: Residential Single Family 1 (RS-1)  
South: Open Rural (OR)  
East: Residential Mixed (RM)  
Residential Single Family 2 (RS-2)  
West: Open Rural (OR)

E. FLUM Designation

Subject Site: Low Density Residential (LDR)

Surrounding: North: Agriculture (AGR)  
South: Agriculture (AGR)  
East: Agriculture (AGR)  
West: Low Density Residential (LDR)

F. Analysis

1. *Background and Standards for Review.*

The proposed amendment to the Future Land Use Map (FLUM) of the Comprehensive Plan is comprised of seven (7) parcels totaling approximately 265 acres. This application requests to change the existing FLUM designation from Low Density Residential (LDR) to Recreation (REC).

A proposed rezoning will be filed for the parcel from Open Rural (OR) and Residential Single-Family 2 (RS-2) to Planned Unit Development (PUD). The existing use of the property (golf course) and the proposed rezoning would be consistent the proposed Recreation (REC) FLUM designation, if approved (see # 3 in this section below).

2. *Brief description of existing property; include existing land cover and uses, any existing structures, infrastructure.*

The subject property is comprised of 265 acres. The property is currently occupied by the Deerfield Lakes golf course and country club (18 holes). It is located on the west side of Lem Turner Road between Lawhon Road South and Dornbush Road.

Parcel ID #s 37-1N-25-0000-0004-0010, 37-1N-25-0000-0004-0020, 37-1N-25-0000-0004-0060, 37-1N-25-0000-0004-0080, 37-1N-25-2375-0001-0000, 37-1N-25-2375-0002-0000, 37-1N-25-2950-0001-0150.

3. *Describe how the property is to be developed.*

The applicants have, in conjunction with this proposed amendment, filed for a rezoning to a Planned Unit Development (PUD) district (see application R18-002). Permitted uses would include up to 450 recreational vehicle (RV) slips and cabins; active recreation, including a 9-hole golf course; miniature golf; water park; play fields, tot lots, and other open space. Supporting uses may include an operational office, a clubhouse for guests and/or a restaurant; a small convenience store for guests; outdoor/farmers market and an on-site residence for the manager of the facility. Off-road motorized vehicles such as dirt bikes, four wheelers, ATVs, mud bogs, outdoor concerts, and any similar type noise nuisances are prohibited.

4. *Economic and Service Impacts.*

*Economic/Fiscal Impact*

The current FLUM designation of this property, Low Density Residential (LDR) could potentially allow for significant residential development of this property (500+ units). This amount of development could cause significant impacts to public facilities, including recreation and public school facilities. The property is currently used for recreation use (golf course). The proposed Recreation (REC) FLUM designation would limit the use of this property to recreational uses and would not permit residential development, limiting its impacts on these facilities. Although the applicants are seeking to add new and potentially more intensive uses to the site through a Planned Unit Development (PUD) zoning, these uses, if approved, would be limited by the PUD conditions and preliminary development plan, and the site would not be permitted to develop other intensive uses that may be permitted in commercial or industrial designations.

The proposed uses for the property have the ability to expand the economic base of the County by creating recreational uses that will attract visitors from outside the County. In contrast to the majority of tourism in Nassau County that is related to the beaches and Amelia Island, this new venue may attract visitors to the west side of Nassau County. The proposed uses have the potential to attract tourists on a year round basis who will spend money in the County. This can have potential multiplier effects for other businesses in the area such as shops, restaurants and other services.

### Water & Sewer

The property is located within JEA's secondary service area in which JEA has the right to serve water and sewer service. However, this area is not currently served by any central water and sewer system.

The uses proposed in the PUD will utilize on-site water and wastewater treatment facilities. It is the applicant's responsibility to obtain any necessary permits from the appropriate regulatory agencies for on-site systems prior to the commencement of construction.

### Transportation

A traffic analysis was submitted to the County for review as part of the proposed PUD zoning application, to assess what impacts the proposed development may have on the surrounding area (Buckholz Traffic, February 2018).

Based on this analysis, the following recommendations were made for transportation improvements:

1. One ingress lane and two egress lanes (an exclusive left turn lane and an exclusive right turn lane) should be provided for the new site entrance drive.
2. An exclusive left turn lane should be installed on Lem Turner Road at the new site entrance drive.

Additional operational improvements may be required as recommended by the Engineering Services Department and/or FDOT.

All improvements are to be constructed to County and/or FDOT standards and shall be reviewed as part of the site engineering plan approval process.

Future development on the site will be subject to fees assessed as part of the County's adopted Mobility Plan. Traffic operational issues that may be created by the new development will also need to be resolved at the developer's expense if required by Engineering Services.

### Recreation

The proposed REC land use designation typically allows only non-residential uses. It will not alter population density. It will not increase impacts to the current adopted Level of Service (LOS) for recreation established in Policy ROS.01.04 of the 2030 Comprehensive Plan.

Although the proposed uses for this property include a variety of recreational facilities that will be open to the public, this will be a privately owned and maintained facility and it will not officially affect the adopted Level of Service.

However, it should be noted that the proposed development plan would provide recreational opportunities and amenities to residents in the immediate area and a larger region that would otherwise not be available and can be considered beneficial to the County and its residents.

Specific requirements for the development of all recreation facilities will be included in the proposed Planned Unit Development (PUD) zoning for this site (see application R18-002).

#### Public School Facilities

The proposed REC land use designation typically allows only non-residential uses. It will not alter population density. It should have no impacts to the existing level of service for public school facilities.

5. *Consistency of the proposed land use amendment with the adopted Future Land Use Element objectives and policies and identification of any other amendments to other sections of the Comprehensive Plan and consistency of the Plan and Elements.*

#### **Future Land Use Element Policy FL.01.02 (E) Recreation (REC)**

*Land designated for recreation is intended for a variety of leisure time activities. Included in this land use classification are both resource-based and activity-based sites and facilities. Resource based sites and facilities are oriented toward natural resources; activity-based sites and facilities are those that require major development for the enjoyment of a particular activity. Activity-based site and facilities include ball fields, golf courses, tennis courts, etc.; resource-based facilities include lakes, hiking trails, wilderness campsites, etc. The impervious surface land coverage ratio (ISR) of recreation land use should not exceed .5 (50 percent) for active recreational development; .1 (10 percent) for passive recreational development.*

The site is currently developed as a recreation facility (18-hole golf course) It is the applicants intent to maintain 9 holes of the existing course and redevelop the site with both resource based and activity based recreational facilities. The proposed amendment rezoning to a Planned Unit Development (PUD) district (see application R18-002) would include up to 450 recreational vehicle (RV) slips and cabins; active recreation, including a 9-hole golf course; miniature golf; water park; play fields, tot lots, and a variety of supporting uses.

#### **Future Land Use Element Policy FL.03.02**

*Provisions in the Land Development Code (LDC) shall be adopted which set standards for buffering and separation between land uses of different densities or intensity of use so as to minimize interference between uses.*

Future uses on the subject property, including the proposed RV and cabin facilities, will be required, though the proposed PUD conditions and through the County's site plan review process, to provide adequate screening and buffering from any adjacent residential uses. This will, in the case of the proposed PUD, include existing heavily wooded buffers around the golf

course approximately 300 feet in width and other existing or additional proposed buffers surrounding the property from 50 to 100+ feet in width. These buffer will comprise approximately 80-85 acres of the site.

**Economic Development Element Objective ED.04**

***Promoting Tourism***

*Strengthen the economy of Nassau County by expanding visitor demand and promoting year-round tourism*

The proposed uses for the property have the ability to expand the economic base of the County by creating recreational uses that will attract visitors from outside the County. In contrast to the majority of tourism in Nassau County that is related to the beaches and Amelia Island, this new venue may attract visitors to the west side of Nassau County. The proposed uses have the potential to attract tourists on a year round basis who will spend money in the County. This can have potential multiplier effects for other businesses in the area such as shops, restaurants and other services.

**G. Staff Findings**

1. The existing use of the property (golf course) and the uses proposed in Application R18-002 for a rezoning to a PUD district would be compatible with the Recreation (REC) FLUM designation, if approved.
2. The proposed PUD conditions (see application R18-002) and/or Section 37.06 of the County's Land Development Code should be followed and enforced through the site plan review process in order to ensure adequate buffering and screening of future commercial uses on any of the surrounding property from existing residential uses.
3. The FLUM amendment is not sprawl as defined by Sec. 163.3177(6)(a)(9), F.S.
4. The amendment will encourage efficient development patterns, and is otherwise in compliance with the Goals, Objectives and Policies of the 2030 Comprehensive Plan.

**H. Recommendation**

Based on the findings above, the proposed amendment:

1. Shows no evidence of the indicators of urban sprawl as defined by Sec. 163.3177(9)(a), Florida Statutes; and
2. Is consistent with the Goals, Objectives and Policies of the 2030 Comprehensive Plan, in particular, Policies FL.01.02(E), FL.03.02, and Objective ED.04.

Staff recommends APPROVAL of application CPA18-002.

## Attachment A

### Impact Analysis Summary

**Application:** CPA18-002

**Area:** 265 acres

**From** Low Density Residential (LDR)

**To:** Recreation (REC)

	Current (LDR)	Proposed (REC)
Maximum Development Potential <sup>1</sup>	500 SF dwelling units	450 RV sites
ITE Code <sup>2</sup>	210	416

	Current (LDR)	Proposed (REC)	Net Impact
Population Projection- persons <sup>3</sup>	1,295	0	1,295 persons
<b>Transportation Impacts</b>			
Trip Generation- PM peak hour(pmph) <sup>2</sup>	SEE TRAFFIC STUDY (ATTACHMENT C)		
<b>Public Facilities Impacts</b>			
Water (JEA)- gallons per day (gpd) <sup>4</sup>	129,500	38,850	90,650 gpd
Sewer (JEA)- gallons per day (gpd) <sup>4</sup>	129,500	38,850	90,650 gpd
Solid Waste Disposal- tons per year (tpy) <sup>5</sup>	1,160	348	812 tpy
Recreation & Parks- acres (ac) <sup>6</sup>	15.5	0	15.5 ac
Public Schools- students <sup>7</sup>	284	0	284 students

<sup>1</sup> 2030 Comprehensive Plan, Nassau Crossing PUD Application (R18-002)

<sup>2</sup> , 2030 Comprehensive Plan, ITE Trip Generation Report, 8<sup>th</sup> ed.

<sup>3</sup> BEBR, Univ. of Florida, 2016

<sup>4</sup> JEA,2017; 64E-6.008 FAC

<sup>5</sup> Policy SOL.01.01, 2030 Comprehensive Plan

<sup>6</sup> Policy ROS.01.04, 2030 Comprehensive Plan

<sup>7</sup> Nassau County School District, 2017

## **Attachment B**

### **Indicators of Urban Sprawl**

Sec. 163.3177(9)(a), Florida Statutes

The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:

(I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

(II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.

(III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

(IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

(V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.

(VI) Fails to maximize use of existing public facilities and services.

(VII) Fails to maximize use of future public facilities and services.

(VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

(IX) Fails to provide a clear separation between rural and urban uses.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

(XI) Fails to encourage a functional mix of uses.

(XII) Results in poor accessibility among linked or related land uses.

(XIII) Results in the loss of significant amounts of functional open space.



**Attachment C**  
**DEERFIELD LAKES RV RESORT TRAFFIC ACCESS STUDY (Excerpt)**

Page 1

## **INTRODUCTION**

This development involves the construction of a 450 site recreational vehicle resort on the site of the existing Deerfield Lakes Golf Course. The new RV resort will include a swimming area and other water features that will also be open to the public. 9 holes of the existing 18-hole golf course will remain in use and the smaller golf course will be open to both campers and the public. Access to the development, including the golf course, will be provided from a single driveway on Lem Turner Road located approximately 400 feet south of the existing golf course entrance (Deerfield Country Club Road). Lem Turner Road (SR 115) is a two-lane undivided urban minor arterial with a posted speed limit of 50 mph in each direction and an access management classification of 4. Lem Turner Road has a general pavement width of 32 feet (two 12-foot lanes and two 4-foot paved shoulders) in the vicinity of the site. It is expected that the development will be completed and fully operational by the end of 2021. Consequently, 2021 has been chosen as the design year for this study. Appendix A contains the currently proposed site plan and Figure 1 shows the site location and surrounding road network.

## **EXISTING TRAFFIC VOLUMES**

Buckholz Traffic personnel conducted a weekday PM peak period (4:00 – 6:00 PM) manual turning movement count at the Lem Turner Road/Deerfield Country Club Road intersection during December of 2017. These counts, which are provided in Appendix B, were collected at 15-minute intervals and include a separate tabulation for commercial vehicles. The peak hour volumes obtained from these counts are shown in Figure 2. Appendix C contains FDOT traffic data which indicates that the Average Daily Traffic (ADT) along this section of Lem Turner Road is about 11,000 vehicles per day with the weekday PM peak hour being the critical period. A linear regression analysis of recent FDOT counts included in Appendix C reveals that traffic along Lem Turner Road has been growing at an average annual rate of 2.9% per year over the last 5 years. Nassau County traffic count seasonal adjustment factors are also included in Appendix C.

## **TRIP GENERATION**

Trip generation calculations were carried out using the 10th edition of ITE's Trip Generation Manual and referencing land use codes 416 (Campground/Recreational Vehicle Park) and 430 (Golf Course). Tables 1 and 2 contain the expected daily, weekday AM peak hour, and weekday PM peak hour trip generation calculations for the RV park and the golf course. The ITE data does not include daily trip generation information for an RV Park, and since there is some question as to the level of Friday PM peak hour trip-making for such a park, Buckholz Traffic personnel counted two local RV Parks – the Flamingo Lake RV Resort and the Pecan Park RV Resort. The collected traffic data and associated trip generation rate calculation (trips per occupied site) is provided in Appendix D. Machine counts using pneumatic tubes were conducted for a 10-day period in early February 2018 at both resorts and corresponding manual counts were conducted during the Friday PM peak period. Since tube counts are subject to errors when vehicles do not travel straight across the tubes, when vehicles with more than two axles cross the tubes, and when two different vehicles simultaneously activate the tube, the manual counts were used to modify the machine counts via a set of adjustment factors (0.91 for Flamingo Lake and 0.88 for Pecan Park). Table D-1 summarizes the results

## **BUCKHOLZ TRAFFIC**

**Attachment C**  
**DEERFIELD LAKES RV RESORT TRAFFIC ACCESS STUDY (Excerpt)**

**Page 2**

of the local counts. An average daily trip rate of 3.10 trips per occupied site is derived from the counts. The local weekday AM peak hour trip rate (0.18 trips per occupied site) is similar to the ITE rate for a large RV resort while the local weekday PM peak hour trip rate (0.32 trips per occupied site) is considerably higher than the ITE rate. The local Friday PM peak hour rate (0.33) and both the local Saturday (0.33) and local Sunday (0.34) peak hour rates are similar to the local weekday PM peak hour rate. Table D-2 provides the calculations for the composite weekday peak hour trip rates which are obtained by taking the weighted average of the local trip rates and the ITE trip rates. 0.17 trips per occupied site is the resulting weekday AM peak hour rate and 0.20 trips per occupied site is the resulting weekday PM peak hour rate. Table 3 contains estimated trip-making for the water features associated with the RV park. These trip generation values were taken from a trip generation study for swimming pools (natatoriums) conducted by Buckholz Traffic in 2015 (see Table 3 and Appendix E). For the purposes of this study all generated trips are considered new trips and, to be conservative, no reduction was made for internal trip-making although some would be expected. Also, the RV park was assumed to be 100% full for trip generation purposes, another conservative assumption. Finally, no trip reduction was made to reflect the down-sizing of the existing golf course, yet another item that can be expected to produce conservatively high trip generation results. Table 4 summarizes the trip generation results. During an average weekday, the development is expected to generate 2414 total trips (1207 entering and 1207 exiting) with 131 total trips (61 entering and 70 exiting) occurring during the AM peak hour, and 194 total trips (117 entering and 77 exiting) occurring during the PM peak hour.

**EXISTING ZONING TRIP GENERATION**

The existing zoning of the site would allow 251 single family dwelling units to replace the existing golf course. As is shown in Table 5, this development would be expected to produce 2424 daily trips in comparison to 2414 daily trips for the proposed RV Park. The number of weekday AM peak hour trips for the single family dwelling units would be 183 trips in comparison to 131 for the proposed RV park. The number of weekday PM peak hour trips would be 246 trips in comparison to 194 for the proposed RV park.

**TRIP DISTRIBUTION AND TRAFFIC ASSIGNMENT**

Peak hour trips were directionally distributed based on the results of an ABM (Activity Based Model) NERPM run. The 2025 NERPM roadway network with 2021 NERPM socio-economic data was used and both AM peak period and PM peak period runs were made. A new zonal centroid was added to the model at the location of the site with a centroid connector installed to Lem Turner Road. The new zone was loaded with 450 hotel units and a hotel population of 900. The model results are provided in Appendix F with the corresponding model trip distribution percentages summarized in Figure 3. The weekday AM peak hour and the weekday PM peak hour site traffic assignment for the development are provided in Figure 4. The values contained in this figure were obtained by multiplying the Table 4 total trip generation by the corresponding directional trip distribution percentages contained in Figure 3.

## **FUTURE TRAFFIC VOLUMES**

The year 2021 critical weekday PM peak hour No Build traffic volumes were obtained by multiplying our weekday PM peak hour counts by the appropriate seasonal adjustment factor (1.07) and then by the yearly growth factor (1.12). Year 2021 weekday PM peak hour Build traffic volumes were then obtained by adding the site traffic contained in Figure 4 to the corresponding 2021 peak hour No Build traffic volumes. The results are provided in Figure 5.

## **ACCESS EVALUATION**

A formal analysis was made to determine if a right turn lane is warranted on Lem Turner Road at the new site drive under 2021 Build conditions. The methodology contained in NCHRP Report #279 was used to conduct this analysis. The results indicate that traffic volumes on Lem Turner Road will not be high enough to warrant a right turn lane. The supporting calculations and associated graph are contained in Figure 6.

A formal analysis was also made to determine if a left turn lane is warranted on Lem Turner Road at the new site drive under 2021 Build conditions. The methodology contained in a paper written by M.D. Harmelink entitled: "Volume Warrants for Left Turn Storage Lanes at Unsignalized Grade Intersections" was used to conduct this evaluation. The results indicate that traffic volumes on Lem Turner Road will be high enough to warrant a left turn lane. The supporting calculations and associated graph are provided in Figure 7.

## **INTERSECTION CAPACITY ANALYSIS**

The new Lem Turner Road/Site Drive intersection was analyzed using the two-way stop control methodology contained in Chapter 19 of the 2015 update to the 2010 Highway Capacity Manual. Table 6 contains the capacity analysis results with the supporting calculations provided in Appendix G. Capacity analyses reveal that, under 2021 Build conditions, all minor movements are expected to operate at a good level of service during the weekday PM peak hour with minimal queuing and delay. Adding a second approach lane reduces the expected 95th percentile queue and the volume-to-capacity ratio for the side street approach.

## **RECOMMENDATIONS**

Based on our analysis the following recommendations are made:

- One ingress lane and two egress lanes (an exclusive left turn lane and an exclusive right turn lane) should be provided for the new site drive.
- An exclusive left turn lane should be installed on Lem Turner Road at the new site drive.

The site circulation and parking plan that is ultimately developed for the proposed development should be reviewed and approved by a traffic engineer prior to construction.