



# The CITY OF DAYTONA BEACH

— "THE WORLD'S MOST FAMOUS BEACH" —

## SUPPLEMENTAL MEMORANDUM

DATE: November 1, 2018  
TO: James V. Chisholm, City Manager  
FROM: Dennis Mrozek, AICP, Planning Director *DM*  
SUBJECT: Kirton Tract - Large Scale Comprehensive Plan Amendment (DEV2017-016)

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Attached are documents from the Florida Department of Transportation (FDOT) (Amendment No. 18-9ESR) and Volusia Growth Management Commission (VGMC) #18-063 review of this Large Scale Comprehensive Plan Amendment (LSCPA).

The applicant has provided additional language to the proposed Neighborhood Policy addressing FDOT and VGMC review on the potential traffic impacts from the proposed Future Land Use Map amendment. The revised language reduces the proposed FAR from 2 to 1 and caps the potential trips from this amendment to 1,854 trips. Additionally, it states any trips exceeding that threshold will require a Traffic Impact Analysis approved by the City, County and State to either demonstrate that roadway capacity is available or that mitigation would be required.

The Volusia Growth Management Commission (VGMC) issued a Certificate of Consistency for this large scale amendment application.

**(REVISED)**

**Neighborhood R - Development Policies:**

- (g) **Issue:** The City recognizes that the area west of I-95 and Beville Road near the I-95 interchange should promote development activity that complements the future urban character of the area and encourages a mixture of uses for development. The +/- 383 acres of undeveloped property known as the "Kirton Tract" with the following Short Parcel Numbers: 5234-00-00-0370, 6203-00-00-0060 and 6203-00-00-0010, is intended to provide a flexible arrangement suitable for promoting mixed use developments near I-95 to support the long-range growth and urbanization of the City of Daytona Beach. Such uses may include a mixture of commercial, light industrial and higher density residential.
- (1) Policy:** The land use designation for the Kirton Tract shall encourage higher density development, but may include a mixture of single, townhome and multi-family structure types. A subdivided lot on the property shall not exceed 20 dwelling units per acre.
- (2) Policy:** Total commercial space for a subdivided lot on the Kirton Tract may not exceed a FAR of ~~2.0~~ 1.0.
- (3) Policy:** Mixed uses may occur as well as commercial, office, financial, civic, cultural and related activities.
- (4) Policy:** Lands within the Potentially Environmentally Significant (PES) land use category (formerly in the Volusia County Environmental Systems Corridor (ESC) land use category) shall be preserved through development techniques including requiring Planned Unit Development rezoning, smart growth techniques, cluster zoning and implementing the City's wetland regulations.
- (5) Policy:** Lands within the PES land use category shall be maintained free of structures or other modifications to the natural landscape, excluding approved drainage conveyances; and excluding walkways, park benches and similar amenities for public use.
- (6) Policy:** Thoroughfare crossings, utility crossings, drainage conveyances when necessary and trails may be allowed.
- (7) Policy:** Non-agricultural uses which generate noxious and offensive gasses fumes or odors, including but not limited to Asphalt Plant, Cement Concrete Batching Plant or Recycling/Waste Facility, shall not be permitted on the Kirton Tract.
- (8) Policy:** The total trip generation by all development on the Kirton Tract shall not exceed 1,854 p.m. peak-hour two-way external trips unless the City receives a traffic impact analysis, based on a methodology approved by the City, the County of Volusia and FDOT, which demonstrates: (1) that the existing State and local roadway network can accommodate an increased number of trips, or (2) that mitigation will be required to address any roadway network impacts.



## Volusia Growth Management Commission

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October 31, 2018

Doug Gutierrez, AICP, Principal Planner  
City of Daytona Beach  
P.O. Box 2451  
Daytona Beach, FL 32115-2451

**RE: VGMC Case #18-063, City of Daytona Beach  
Large Scale Amendment—Kirton Tract, DEV2018-016  
Certificate of Consistency**

Dear Mr. Gutierrez,

VGMC Case #18-063 qualifies for certification in accordance with Chapter 90, Article II. of the Volusia County Code of Ordinances, Volusia Growth Management Commission Consistency Certification Rules and Organization. Based upon the absence of a petition for hearing filed by another unit of local government, VGMC Case #18-063 is hereby deemed certified as consistent without the need for a public hearing.

The Volusia Growth Management Commission appreciates the efforts of the City of Daytona Beach to further intergovernmental cooperation and coordination in Volusia County. If you have any questions regarding this matter, please do not hesitate to call me.

Sincerely,

A handwritten signature in blue ink that reads "Debbie Connors".

Debbie Connors  
VGMC Chair







<b>Direction</b>	<b>Existing Land Use</b>	<b>FLUM Designation</b>	<b>Zoning Districts</b>
West	Single Family Residential & Undeveloped	County: Rural (R)	County: A-2

5. The subject property has adopted future land use designations of County Low Impact Urban (LIU) and Environmental Systems Corridor (ESC) and is located within Neighborhood "R." The amendment proposes to change the future land use designations to City Mixed Use (MU) with Potential Environmentally Significant (PES) overlay. The amendment also includes a text amendment to Neighborhood "R" to limit the site's FAR and density to 2.0 and twenty (20) dwelling units per acre, respectively.
  - a. County LIU allows a maximum density of one (1) dwelling unit per acre and a maximum floor area ratio (FAR) of 0.35.
  - b. County ESC allows a maximum one (1) dwelling unit per twenty-five (25) acres and a maximum FAR of 0.10.
  - c. City MU allows a maximum density of twenty-five (25) dwelling units per acre and a maximum floor area ratio (FAR) of 3.0. However, the amendment to Neighborhood "R" would restrict the density and FAR on the site to twenty (20) dwelling units per acre and 2.0 FAR.
  - d. City PES overlay includes areas of highly valued habitat, which provide protection of functionally interconnected wetland and upland systems. The actual boundaries of the potential high value environmental systems are determined based on site-specific analysis.
6. There is a concurrent application to rezone the property from A-2 and RC to Planned Development General (PD-G).
7. Traffic impact analysis submitted with the application is inconsistent with the maximum intensity identified in the text amendment for Neighborhood "R," which is a 2.0 FAR. The traffic analysis only assumed a 1.0 FAR. Based on this inconsistency, the analysis is short by approximately 20,000 pm peak hour trips. With Tomoka Farms Road (CR 415) as the only form of access for the site, all of the project trips will impact this facility. The analysis also did not include any information on the current or adopted level of service for Tomoka Farms Road and what the potential impacts might be on the road network. According to the River to Sea TPO's Transportation Improvement Program (TIP) and Long Range Transportation Plan (LRTP), there are currently no planned improvements on Tomoka Farms Road.
8. Additionally, this amendment will result in a net increase of 6,050 residential units. However, there was no public schools impact analysis provided nor was there mention of any coordination with the school board regarding future capacity. VGMC strongly encourages the City to engage the school board to address the potential residential impacts associated with this amendment.
9. Volusia County submitted a letter to the City and VGMC on October 25, 2018 (see attached) requesting a transportation analysis to evaluate the potential impacts of the amendment. Although this request occurred outside of the 14-day request for additional information window, the VGMC strongly encourages the City to continue coordinating with the County on the potential impacts of this amendment.
10. Based on the inconsistency of the analysis and proposed amendment, VGMC suggests that the City consider withdrawing this amendment, revising the analysis to be consistent with the amendment, and bringing the



amendment through the hearing process again to ensure that the local planning agency has the benefit of reviewing the updated information.

## Findings

Upon review of the information provided by the City of Daytona Beach, it may be concluded that:

1. All adjacent and affected local governments have been properly notified by Daytona Beach of the changes to the City's Comprehensive Plan contemplated by the amendment.
2. The proposed future land use map and text amendments represent an increase in both residential density and non-residential intensity for the subject property as compared to the adopted future land use designation. The increase in FAR and density will result in a net increase of over 39,000 pm peak hour trips, with all project trips loading on to Tomoka Farms Road. Additionally, the analysis submitted with the application failed to address impacts on the adjacent road network.
3. With over 6,050 additional residential units, the impacts on the school system will be significant. However, the application failed to address potential impacts to the public school system. Therefore, it is determined that proposed City of Daytona Beach large scale future land use map amendment, VGMC Case No. 18-063 (DEV2018-016), has the potential to result in negative impacts on adjacent units of local government in Volusia County.

In accordance with Volusia County Code Section 90-35, units of local government had until October 25, 2018 (28 days from the date the application was deemed complete) to file an objection to this comprehensive plan amendment with the VGMC.



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**Growth and Resource Management  
Planning and Development Services**

October 25, 2018

Merry Chris Smith, Operations Manager  
Volusia Growth Management Commission  
140 S. Beach Street, Suite 305  
Daytona Beach, FL 32214

**RE: VGMC Case #18-063  
City of Daytona Beach  
Large Scale Amendment – Kirton Tract, DEV2018-016**

Dear Ms. Smith,

Volusia County appreciates the opportunity to review the large scale comprehensive plan amendment submitted by the City of Daytona Beach. This letter serves as a request for additional information with regard to a transportation analysis of the potential traffic impacts anticipated by the proposed amendment. Please see the attached memorandum provided by Volusia County Traffic Engineering detailing these concerns.

Additionally, upon initial review of the amendment, the county is concerned about the intensification of density and intensity in close proximity to the county's Tomoka Farms Road Landfill and within the adopted Airport Hazard Overlay zone. County staff requests that the city identify how they plan to address the potential incompatibility of the existing public facilities with the future residential development on the subject property. Although the county is not objecting to the amendment at this time, a response to these concerns is requested in order that we can further evaluate the amendment.

If there are any questions regarding the above request, please contact Susan Jackson at (386) 736-5959, ext. 2010.

Thank you,

A handwritten signature in blue ink that reads "Susan Jackson for Clay Ervin".

Clay Ervin,  
Growth and Resource Management Director



cc: George Recktenwald, Interim County Manager

Jamie Seaman, Deputy County Attorney  
James Morris, Assistant City Manager, City of Daytona Beach  
Dennis Mrozek, Planning Director, City of Daytona Beach  
Glenn Storch, Esq., Storch Law Firm  
Palmer Pantan, Planning and Development Services Director  
Susan Jackson, Senior Planning Manager



**TO:** Susan Jackson, AICP, Senior Planning Manager

**DATE:** October 24, 2018

**THRU:** Jon Cheney, P.E., Traffic Engineer

**FROM:** Melissa Winsett, Transportation Planner

A handwritten signature in blue ink, appearing to read "MW", is written over the "FROM:" line.

**SUBJECT:** Kirton Tract LSCPA

The City of Daytona Beach is seeking approval of a Large Scale Comprehensive Plan Amendment (LSCPA) on, what is referred to as, the Kirton Tract. The Kirton Tract consists of approximately 378 acres and is located east of Tomoka Farms Road south of I-4 and west of I-95. The amendment seeks changes from the county's Low Impact Urban and Environmental Systems Corridor land use categories to City Mixed Uses and Potential Environmentally Sensitive land use categories.

Though the city's staff report refers to a Traffic Data and Analysis section on page 8 (Attachment C), only the theoretical maximum trip generation calculations for the existing and proposed land use scenarios were provided (See Attached). This addresses sections 5.1.1 and 5.1.2 of the city's analysis; however, sections 5.1.3 (Change in Trip Generation), 5.1.4 (Trip Distribution), and 5.1.5 (Impact on the 5 Year Level of Service) were not included in the report, nor was a long range (10-20 year) impact analysis provided.

According to trip generation calculations included in the city's staff report, the amendment, if approved, would have the potential to generate 22,662 additional trips in the PM peak-hour. Using the latest version of ITE Trip Generation, based on average rate, and county's staff's calculations, the amendment would have the potential to produce an additional 2,516 PM peak-hour trips and 31,955 daily trips. Considering that the only existing thoroughfare roadway in short proximity to the Kirton tract is Tomoka Farms Road, which is not planned to be widened in the county's comprehensive plan, we are wondering how the transportation system will be able to accommodate an amendment of this intensity and what the impacts will be on county roads. The Madeline Avenue extension is also located in short proximity to the site; however, this road is not programmed or planned to be programmed in the next 20 years.

Traffic Engineering staff has been working with city planning staff since first informed of the proposed amendment through the VGMC process. City staff has since been coordinating with the applicant to obtain the needed transportation analysis; however, such analysis has not been provided to the city or county as of the date of this memorandum.

**Recommendation**

Request additional information through the VGMC process to obtain a transportation analysis that shows the impacts of the proposed Kirton Tract amendment so that the amendment can be thoroughly reviewed by county staff.

If you would like to discuss this further or need additional information, please contact me at 386-736-5968 x12322.

Existing Future Land Use													
Future Land Use (FLU)	Max Density	ITE Land Use	ITE LU Code	Lot Size (acres)	Trip Rate/Equation	Units (X)		MAX SF Allowed	P.M. Peak-Hour				
									Percent Enter	Percent Exit	Trips Entering	Trips Exiting	Total Trips
Low Impact Urban (LIU)	1 DU/Ac	Single-Family Residential	210	318.5	$\text{Ln}(T) = 0.96 \text{Ln}(X) + 0.20$	319	DU	NA	63%	37%	195	114	309
	.35 FAR	Shopping Center	820	318.5	$\text{Ln}(T) = 0.74 \text{Ln}(X) + 2.89$	4,856	KSF	50	48%	52%	156	169	325
Environmental Systems Corridor (ESC)	0.04 DU/Ac	Single-Family Residential	210	65	$\text{Ln}(T) = 0.96 \text{Ln}(X) + 0.20$	3	DU	NA	63%	37%	2	1	3
<b>Grand Total</b>												<b>637</b>	

Proposed Future Land Use													
Future Land Use (FLU)	Max Density	ITE Land Use	ITE LU Code	Lot Size (acres)	Trip Rate/Equation	Units (X)		MAX SF Allowed	P.M. Peak-Hour				
									Percent Enter	Percent Exit	Trips Entering	Trips Exiting	Total Trips
Mixed Use	20 DU/Ac	Multifamily Mid-Rise	220	318.5	$\text{Ln}(T) = 0.96 \text{Ln}(X) - 0.63$	6,370	DU	NA	63%	37%	1,506	884	2,390
	1.0 FAR	Shopping Center	820	318.5	$\text{Ln}(T) = 0.74 \text{Ln}(X) + 2.89$	13,874	KSF	NA	48%	52%	10,036	10,873	20,909
<b>Grand Total</b>												<b>23,299</b>	

Trip Generation Data per ITE Trip Generation Manual, 10th Edition





*Florida Department of Transportation*

RICK SCOTT  
GOVERNOR

719 S. Woodland Boulevard  
DeLand, Florida 32720-6834

MIKE DEW  
SECRETARY

October 25, 2018

Dennis Mrozek, AICP  
Planning Director  
301 South Ridgewood Ave.  
Room 240  
Daytona Beach, FL 32114

**SUBJECT: PROPOSED COMPREHENSIVE PLAN AMENDMENT**  
**LOCAL GOVERNMENT: CITY OF DAYTONA BEACH**  
**DEO #: 18-9ESR**

Dear Mr. Mrozek,

The Department of Transportation has completed its review of the subject Proposed Comprehensive Plan Amendment as requested in your memorandum dated September 24, 2018, and received by the Department on September 27, 2018.

We appreciate the opportunity to participate in this review process. Since the proposed amendment has the potential to result in significant adverse impacts to the State Highway System (SHS) and Strategic Intermodal System (SIS), the Department offers its technical assistance comments in the attached letter.

If you have any questions, you may contact Steve Shams at 386-943-5421 or by email at [Steve.Shams@dot.state.fl.us](mailto:Steve.Shams@dot.state.fl.us).

Sincerely,

A handwritten signature in blue ink that reads "Jean Parlow". The signature is written in a cursive, flowing style.

Jean Parlow  
Growth Management Coordinator

*Attachment*

C: Marianne Pulaski, City of Daytona Beach  
Doug Gutierrez, City of Daytona Beach  
Palmer Panton, Volusia County  
Melissa Winsett, Volusia County  
Susan Jackson, Volusia County  
Jon Cheney, Volusia County

Fred Milch, ECFRPC  
Kellie Smith, FDOT  
Alison Stettner, FDOT  
Jennifer Carver, FDOT  
Sherry Spiers, DEO  
D. Ray Eubanks, DEO

**PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW**

<b>Local Government:</b>	City of Daytona Beach
<b>DEO Amendment #:</b>	18-9ESR
<b>Date Amendment Received FDOT:</b>	9/27/2018
<b>Review Comments Deadline:</b>	10/27/2018
<b>Today's Date:</b>	10/25/2018

**GENERAL BACKGROUND INFORMATION**

The City of Daytona Beach has submitted the proposed 18-9ESR large scale Comprehensive Plan Amendment pertaining to 378.49± acres of land located at the southwest corner of the intersection of Interstate 95 (I-95) and Interstate 4 (I-4), and east of Tomoka Farms Road (CR 415). The proposed amendment changes the Future Land Use (FLU) of the subject area from Low Impact Urban (LIU) and Environmental Systems Corridor (ESC) (Volusia County) to Mixed Uses and Potential Environmentally Significant (PES) (City of Daytona Beach) and amending the Future Land Use Element, Neighborhood R, to limit density and FAR.

The pertinent Future Land Use Map (FLUM) designation and description for the FLU amendment provided by the City include the following:

- **VOLUSIA COUNTY – LOW IMPACT URBAN**

*This designation consists of lands which are determined to be suitable for urban type development, and are adjacent to existing urban development. Lands designated LIU serve as a transition between highly protected natural resource areas and existing urban development. The LIU is primarily a residential designation but may allow limited commercial development. Sites within this designation may be determined to be suitable for urban type development only if they meet the following criteria:*

- (1) *The Planned Unit Development zoning process will be used to implement the LIU provisions.*
- (2) *The site is serviced by central utilities at the time of application for development approval.*
- (3) *The gross residential density does not exceed one (1) dwelling unit per acre.*
- (4) *At least twenty percent (20%) of the total development site is set aside for the preservation of upland habitat sited in an ecologically strategic manner (e.g., adjacent to wetlands).*
- (5) *Encroachment into wetlands and wetland buffers shall be avoided to the maximum extent practicable.*
- (6) *Residential developments are clustered and individual residential lots in subdivisions cannot exceed one (1) acre in size.*
- (7) *Low intensity, commercial development may be allowed in the LIU designation only if it meets the following additional criteria:*
  - (a) *The development does not exceed a Floor Area Ratio of thirty-five percent (0.35 FAR).*
  - (b) *The proposed use is ancillary to residential development in the immediate area. Nonresidential developments intended to serve the community or regional market area (see Shopping Center definition in Chapter 20) are not allowed in the LIU.*

FDOT Contact:	Steve Shams, MURP In-house Consultant FDOT District 5	Reviewed by:	Matthew Wiesenfeld, PE, AICP
Telephone:	386-943-5421		HDR, Inc. 407-420-4200
Fax:	386-943-5713		407-420-4232
E-mail:	<a href="mailto:Steve.Shams@dot.state.fl.us">Steve.Shams@dot.state.fl.us</a>		<a href="mailto:Matthew.Wiesenfeld@hdrinc.com">Matthew.Wiesenfeld@hdrinc.com</a>
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**PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW**

**Local Government:** City of Daytona Beach  
**DEO Amendment #:** 18-9ESR  
**Date Amendment Received FDOT:** 9/27/2018  
**Review Comments Deadline:** 10/27/2018  
**Today's Date:** 10/25/2018

- (c) *The buildings within the development are clustered.*
- (8) *In order to protect environmental resources and ensure neighborhood compatibility, commercial development proposals may also be required to:*
  - (a) *Use stricter lot coverage or impervious surface ratios.*
  - (b) *Provide increased landscaped buffers and/or open space requirements.*
  - (c) *Reduce the amount of parking on-site either through adjusted parking ratios or reduced parking space size.*
  - (d) *Limit the type of commercial uses allowed.*

- **VOLUSIA COUNTY – ENVIRONMENTAL SYSTEMS CORRIDOR**

*This designation consists of important ecological corridors comprised of environmentally sensitive and ecologically significant lands. Land use activities occurring within these corridors shall not degrade these natural functions and connections. The intention is to provide protected, natural pathways which connect to other protected areas such as parks, conservation lands and water bodies. This inter-connection helps maintain the ecological integrity and ecodiversity of the County's vast natural resources.*

*ESC's shall include significant interconnected natural systems of environmentally sensitive lands, connecting to and including conservation areas where possible. The ESC's are not intended to include pre-existing improved, cultivated, or developed lands unless such lands contain unique or exceptional ecological value. Conservation and silviculture, utilizing Best Management Practices (BMP's), will be the preferred use; however, other compatible passive agricultural activities may also be permitted such as unimproved pasture. The primary consideration of compatible agriculture should be potential adverse impacts to the short- and long-term ecological stability of the system, as well as adjacent lands and waterways.*

*The Environmental System Corridor configuration displayed on the Future Land Use Map is intended to show a generalized location for the corridor. The actual boundaries will be established based upon site specific information and features.*

- (1) *The maximum residential density shall not exceed one (1) dwelling unit per 25 acres.*
- (2) *The maximum Floor Area Ratio shall not exceed ten percent (0.10 FAR).*

- **CITY OF DAYTONA BEACH – MIXED USES**

*An area generally suitable for a variety of land uses including light industrial, office, tourist accommodations, retail, multi-family residential, assisted living facilities, hospitals, public schools,*

FDOT Contact:	Steve Shams, MURP In-house Consultant FDOT District 5 386-943-5421 386-943-5713 <a href="mailto:Steve.Shams@dot.state.fl.us">Steve.Shams@dot.state.fl.us</a>	Reviewed by:	Matthew Wiesenfeld, PE, AICP  HDR, Inc. 407-420-4200 407-420-4232 <a href="mailto:Matthew.Wiesenfeld@hdrinc.com">Matthew.Wiesenfeld@hdrinc.com</a>
Telephone:			
Fax:			
E-mail:			
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**PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW**

**Local Government:** City of Daytona Beach  
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*and planned amusements. Residential uses shall be located in such a manner that will provide compatibility with the nonresidential uses.*

*The intensities or densities described below are to be interpreted to be maximums. Depending on the conditions peculiar to specific locations the City may limit such densities and intensities through the application of zoning and other land development regulations to under the maximum allowed to ensure the goals, objectives, and policies of this plan are achieved.*

*Except as may be provided in the various neighborhood policies in this plan, or in Policy 1.1.11 of Section 8, the Redevelopment Element, a developer's floor area ratio shall not exceed three (3) and residential density shall not exceed 25 dwelling units per acre.*

- **CITY OF DAYTONA BEACH – POTENTIAL ENVIRONMENTALLY SIGNIFICANT**

*Potential areas of highly valued habitat, which provide protection of functionally interconnected wetland and upland systems, shall be designated as PES. Permitted lands uses in the PES are limited to such uses as silviculture, unimproved pasture, passive recreation, mitigation, utility corridors, and other agricultural activities that do not degrade high value wetland systems. Roadway and stormwater facilities may be allowed provided adverse impacts to wildlife corridors or environmentally sensitive lands will be determined based on site-specific information in accordance with all statutes, laws, regulations and agency rules then in effect. At such time as a permitting or mitigation agreement is reached regarding the PES areas and/or when platting occurs, PES areas shall be incorporated in the overall mitigation plans. When an area designated PES is determined not to contain federal or state designated threatened or endangered species and/or wetland and upland systems that are important to corridor conditions or contain high value environmentally sensitive lands as determined by the statutes or rules then in effect, the land use will revert to the underlying use designated on the Future Land Use Map consistent with Neighborhood S, K, and V policies concurrent with an amendment to the comprehensive Plan, or may be designated to a more appropriate urban use at a later date in accordance with an amendment procedure of the adopted Comprehensive Plan. (Ordinance #07-356)*

FDOT Contact:	Steve Shams, MURP In-house Consultant FDOT District 5	Reviewed by:	Matthew Wiesenfeld, PE, AICP
Telephone:	386-943-5421		HDR, Inc. 407-420-4200
Fax:	386-943-5713		407-420-4232
E-mail:	<a href="mailto:Steve.Shams@dot.state.fl.us">Steve.Shams@dot.state.fl.us</a>		<a href="mailto:Matthew.Wiesenfeld@hdrinc.com">Matthew.Wiesenfeld@hdrinc.com</a>
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## PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW

<b>Local Government:</b>	City of Daytona Beach
<b>DEO Amendment #:</b>	18-9ESR
<b>Date Amendment Received FDOT:</b>	9/27/2018
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The pertinent Future Land Use Map (FLUM) designation and description for the FLU amendment include the following:

- **CITY OF DAYTONA BEACH – NEIGHBORHOOD R**

**(g) Issue:** The City recognizes that in the future the rural area west of I-95 and south of I-4 will become urbanized. The City policy in this area should promote development activity that complements the future urban character of the area and encourages a mixture of uses for development. The 378.49± acres of undeveloped property known as the "Kirton Tract" with the following Short Parcel Numbers: 5234-00-00-0370, 6203-00-00-0060 and 6203-00-00-0010, is intended to provide a flexible arrangement suitable for promoting mixed use developments near I-95 to support the long-range growth and urbanization of the City of Daytona Beach. Such uses may include a mixture of commercial, light industrial and higher density residential.

- (1) Policy:** The land use designation for the Kirton Tract shall encourage urban development including but not limited to higher density development, but may include a mixture of single, townhome and multi-family structure types. A subdivided lot on the property shall not exceed 20 dwelling units per acre.
- (2) Policy:** Total commercial space for a subdivided lot on the Kirton Tract may not exceed a FAR of 2.0.
- (3) Policy:** Mixed uses may occur as well as commercial, office, financial, civic, cultural and related activities.
- (4) Policy:** Lands within the Potential Environmentally Significant (PES) land use category (formerly in the Volusia County Environmental Systems Corridor (ESC) land use category) shall be preserved through development techniques including requiring Planned Unit Development rezoning, smart growth techniques, cluster zoning and implementing the City's wetland regulations.
- (5) Policy:** Thoroughfare crossings, utility crossings, drainage conveyances when necessary and trails may be allowed.
- (6) Policy:** Non-agricultural uses which generate noxious and offensive gasses fumes or odors, including but not limited to Asphalt Plant, Uncontrolled fiberglass lamination, Cement Concrete Batching Plant or Recycling/Waste Facility, shall not be permitted on the Kirton Tract.

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**PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW**

Local Government: City of Daytona Beach

DEO Amendment #: 18-9ESR

Date Amendment Received FDOT: 9/27/2018

Review Comments Deadline: 10/27/2018

Today's Date: 10/25/2018

**FUTURE LAND USE DESIGNATION AMENDMENT**

Elements: Future Land Use

Rule Reference: Chapter 163, Florida Statutes

**Background:**

The City of Daytona Beach has submitted the proposed 18-9ESR large scale Comprehensive Plan Amendment pertaining to 378.49± acres of land located at the southwest corner of the intersection of Interstate 95 (I-95) and Interstate 4 (I-4), and east of Tomoka Farms Road (CR 415). The proposed amendment changes the Future Land Use (FLU) of the subject area from Low Impact Urban (LIU) and Environmental Systems Corridor (ESC) (Volusia County) to Mixed Uses and Potential Environmentally Significant (PES) (City of Daytona Beach) and amending the Future Land Use Element, Neighborhood R, to limit density and FAR.

**Figure 1: Location Map**



FDOT Contact:	Steve Shams, MURP In-house Consultant FDOT District 5	Reviewed by:	Matthew Wiesenfeld, PE, AICP
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**PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW**

<b>Local Government:</b>	City of Daytona Beach
<b>DEO Amendment #:</b>	18-9ESR
<b>Date Amendment Received FDOT:</b>	9/27/2018
<b>Review Comments Deadline:</b>	10/27/2018
<b>Today's Date:</b>	10/25/2018

The applicant's traffic analysis reports the subject property is 318.5 acres and assumes 318.5 acres is the actual size of land to be developed on, rather than the full 378.5 acres of land stated in the CPA application cover letter dated September 24, 2018. Figure 1 shows two (2) areas within the project boundary which do not identify as project property ((1) north in the subject property and (2) parallel to I-95).

The adopted LIU FLU designation allows one (1) dwelling unit per acre for single-family residential. Using this threshold, the maximum development scenario under the existing land use designation of LIU is 319 dwelling units.

The adopted LIU FLU designation allows a maximum intensity of 0.35 floor area ratio. Using this threshold, the maximum development scenario under the existing land use designation of LIU for the 318.5 acre subject property is 4,856,000 square feet. However, the applicant indicates the maximum square feet allowed is 50,000. This threshold is used throughout the trip generation analysis.

The adopted ESC FLU designation allows a maximum residential density of up to one (1) dwelling unit per 25 acres. However, the applicant's traffic analysis uses a residential density of 0.04 dwelling units per acre. Within the subject property, the applicant indicates 65 acres is designated ESC. This is shown on page 70 of the submittal package. Using this threshold, the maximum development scenario under the adopted FLU designation of ESC is 3 dwelling units.

The transmittal package includes a trip generation analysis to support the application to amend the FLU Element Neighborhood R. The traffic analysis assumes the allowable lot size for commercial development is 318.5 acres, and the allowable lot size for residential development is 318.5 acres, which corresponds to 6,370 dwelling units using the proposed threshold of 20 dwelling units per acre.

The ITE Trip General Manual 10<sup>th</sup> edition provides various land use categories such as Industrial, Residential, Lodging, and Recreational. Given the City of Daytona Beach FLU designations are not identical to the ITE Trip General Manual 10<sup>th</sup> edition land use categories, closely associated and reasonable land uses of "Single-Family Residential", "Multifamily Mid-Rise" and "Shopping Center" were assumed for the current and proposed analysis.

Table 1 below summarizes the applicant's analysis of total trip generation potential for the proposed and adopted FLU designations, and the change in trips as a result of the proposed FLU amendment. It should be noted the applicant's traffic analysis only reports the P.M. Peak Hour Trips. The reviewer uses the ITE Trip Generation Manual 10<sup>th</sup> edition to complete the daily trips analysis.

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## PROPOSED COMPREHENSIVE PLAN AMENDMENT REVIEW

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**Table 1: Trip Generation Potential of Parcel Affected by FLUE Amendment – Assumed Maximum Trip Generation Potential for Existing and Proposed FLUM Designation**

Scenario	Future Land Use	ITE Land Use	ITE Land Use Code	Allowed Development		Daily Trips	P.M. Peak Hour Trips
Adopted	LIU	Single-Family Residential	210	319	d.u.	3,023	309
		Shopping Center	820	50	ksf	3,752	325
	ESC	Single-Family Residential	210	3	d.u.	41	3
<i>Total</i>						6,816	637
Proposed	Mixed Use	Multifamily Mid-Rise	220	6,370	d.u.	48,116	2,390
		Shopping Center	820	13,874	ksf	172,075	20,909
	<i>Total</i>						220,191
<b>Change in Trips</b>						<b>+213,375</b>	<b>+22,662</b>

Source: ITE Trip Generation Manual 10th Edition; d.u. = dwelling units; ksf = thousand square feet

The applicant's trip generation analysis indicates the subject development would result in an increase trip generation potential for the subject property by 213,375 daily trips and 22,662 P.M. peak hour trips.

### Technical Assistance Comments:

The Application reports a FLU of Mixed Use with a FAR of 1.0, resulting in a proposed maximum allowable development of 13,874,000 square feet. However, in the August 23, 2018 submittal package memorandum (pg 10), it states under Neighborhood R Policy (2) the total Commercial space may not exceed a FAR of 2.0. Using this maximum threshold, Table 2 below reports the change in trips with the adjusted FAR.

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**Table 2: Trip Generation Potential of Parcel Affected by FLUE Amendment – Maximum Allowable for Proposed FLUM Designation – Correction of Subject Property Acreage**

Scenario	Land Use	ITE Land Use Code	Allowed Development		Daily Trips	P.M. Peak Hour Trips
Applicant Analyzed FAR of 1.0	Shopping Center	820	13,874	ksf	172,075	20,909
Ordinance Proposed FAR of 2.0	Shopping Center	820	27,748	ksf	275,688	34,922
<b>Additional Trips</b>					<b>+103,613</b>	<b>+14,013</b>
<b>Change in Trips assuming Ordinance Proposed FAR of 2.0</b>					<b>+316,988</b>	<b>+36,675</b>

Source: ITE Trip Generation Manual 10th Edition; d.u. = dwelling units; ksf = thousand square feet

Using the FAR of 2.0 as the maximum indicates an additional increase in the trip generation potential of the subject property by 103,613 daily trips and 14,013 P.M. peak hour trips. In total, the subject development with the proposed FLU changes would result in an increase of 316,988 daily trips and 36,675 P.M. peak hour trips.

Additionally, page 31 of the submittal package states the impact on the 5 year LOS is attached in Exhibit K, but only the trip generation analysis has been provided. Additional analysis is recommended to recognize the potential impacts of this proposed development on the surrounding SHS and SIS roadways. SHS and SIS roadways affected by the FLU Amendment are located in Table 3. Table 3 reports the 2017 AADT and LOS, the LOS Standard and Maximum Service Volume of the primary roadways serving the site, and the traffic volume before the segments reach the Maximum Service Volume threshold.

**Table 3: State Roadway Segments Affected by FLUM Amendment**

Road Name	Segment(s)	SHS/SIS?	No. of Lanes	2017 MSV*	LOS Standard	2017 AADT	Daily 2017 LOS	Traffic Volume to Threshold	Threshold Exceeded by Proposed Daily Trips
I-4	US 92 Connector to I-95	Y	6	111,800	D	46,000	B	65,800	Y
I-95	I-4 to SR 421	Y	6	111,800	D	51,500	C	60,300	Y
Tomoka Farms Rd	US 92 to Shunz Rd	Y	2	24,975	E	7,360	C	17,615	Y

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Road Name	Segment(s)	SHS/SIS?	No. of Lanes	2017 MSV*	LOS Standard	2017 AADT	Daily 2017 LOS	Traffic Volume to Threshold	Threshold Exceeded by Proposed Daily Trips
US 92	Red John Dr to I-4 EB Ramp	Y	4	39,800	D	19,100	C	20,700	Y
US 92	I-4 EB Ramp to LPGA Blvd	Y	4	39,800	D	19,100	C	20,700	Y
US 92	LPGA Blvd to I-95	Y	4	39,800	D	30,000	C	9,800	Y
US 92	I-95 to Williamson Blvd	Y	8	78,000	D	39,000	C	39,000	Y

\*MSV = Maximum Service Volume/LOS Capacity

There were multiple inconsistencies and assumptions with the CPA application.

1. Neighborhood R under Policy (2) is proposing a maximum FAR of 2.0, but Exhibit K reports a trip generation analysis using a FAR of 1.0. A supplemental analysis for this change was conducted in Table 2.
2. The CPA application states the impact on the 5 year LOS is attached in Exhibit K, but this information was not received in the submittal package.
3. The applicant's analysis uses 318.5 acres, but the CPA application reports the land use changes for 378.49 acres.

The inconsistencies noted should be clarified during the adopted stage. Analysis regarding the distribution of traffic and its impacts on State Facilities should be conducted to demonstrate either the existing roadway network can be improved to accommodate the projected traffic, or additional transportation facilities are planned to maintain the current level of service on the US 92. This corridor is integral, as it connects Tomoka Farms Road to the Interstate System and the urban services east of I-95. Since the proposed amendment has the potential to result in significant adverse impacts to the State Highway System (SHS) and Strategic Intermodal System (SIS), the Department recommends the City monitor impacts to State Facilities through traffic impact analyses, and coordinate with the Department in order to identify appropriate mitigation strategies to address potential impacts to State Facilities.

The Department respectfully requests a copy of the adopted plan. Please provide the adopted plan within 10 working days of adoption, in order to assist in facilitating review within the required 30-day time frame from adoption, as required by Statutes (Expedited State Review Amendment Process Section 163.3184(3) and (5), Florida Statutes).

**Technical Assistance Disclaimer:** We are providing a technical assistance comment consistent with Section 163.3168(3), Florida Statutes. The technical assistance comment will not form the basis of a

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challenge. The technical assistance comment can strengthen the local government's comprehensive plan in order to foster a vibrant, healthy community or is technical in nature and designed to ensure consistency with the Community Planning Act in Chapter 163, Part II, F.S.

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