



PLANNING DEPARTMENT

NASSAU COUNTY, FLORIDA

STAFF REPORT
Planning + Zoning Board
R21-002
November 16, 2021

APPLICATION FOR REZONING

APPLICATION & SURROUNDING AREA INFORMATION:

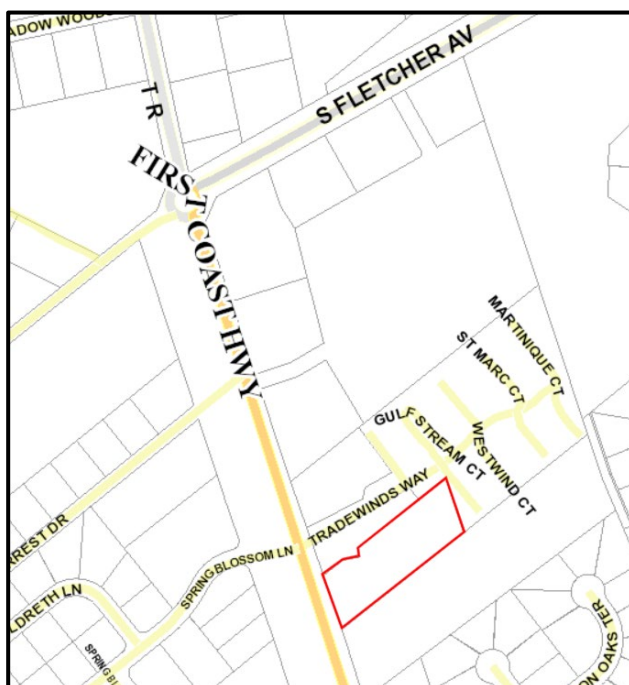
OWNER/APPLICANT:	James E. Aberson and Amy A. Beverly			
AGENT:	Oglethorpe Development LLC			
REQUESTED ACTION:	Rezoning of appx. 1.67 acres from Residential Single-Family 1 (RS-1) to Residential General 1 (RG-1)			
LOCATION:	On the east side of First Coast Hwy., between Tradewinds Way and Plantation Oaks Lane			
CURRENT LAND USE + ZONING:	High Density Residential (HDR) + Residential Single-Family 1 (RS-1)			
PROPOSED LAND USE + ZONING:	High Density Residential (HDR) + Residential General 1 (RG-1).			
EXISTING USES ON SITE:	Single Family Detached Residence			
PROPERTY SIZE + PARCEL ID:	1.67 ac + Parcel ID #00-00-30-0760-0006-0020			
ADJACENT PROPERTIES:	<u>Direction</u>	<u>Existing Use(s)</u>	<u>Zoning</u>	<u>FLUM</u>
	Property	Single Family Dwelling	RS-1	HDR
	North	Multi-family Residential (Condos)	RG-1	HDR
	South	Commercial (Office/Retail)	CG	COM
	East	Multi-family Residential	RG-1	HDR
	West	Undeveloped/SF Residential	PUD/RS-1	MDR

*** All required application materials have been received. All fees have been paid. All required notices have been made. All copies of required materials are part of the official record and have been made available on the County's website and at the Planning + Economic Opportunity Department Office. ***

SUMMARY OF REQUEST AND BACKGROUND INFORMATION

The rezoning request is from Residential Single-Family 1 (RS-1) to Residential General 1 (RG-1). The RG-1 zoning district is one of the highest density zoning districts allowed in the HDR Future Land Use Map (FLUM) category, which allows residential density up to 10 units per acre. Other HDR-compatible zoning districts are RS-1 (Residential Single Family), RS-2 (Residential Single Family), RT (Residential Townhome), and RG-2 (Residential General 2).

The Residential General-1 (RG-1) zoning district proposed for this site is intended to provide for a variety of housing types, including single family detached, single-family attached (townhomes) or multi-family dwellings.





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The following table gives examples of potential development scenarios ranging from the current zoning to rezoning to other zoning districts or pursuing a conditional use permit.

Potential Development Scenarios *							
1st Units Min. Lot Size	Zoning	Min. Lot Size	Zoning Max. Units	HDR FLUM Max. Units	Max. Units **	Avail. Density Bonus Units	Max. units w/ affordable bonus
N/A	RS-1 - Single-family	10,800	6	16	6	0	6
N/A	RG-1 - Single-family	8,700	8	16	8	0	8
	RG-2 - Single-family	8,700	8	16	8	0	8
N/A	RS-2 - Single-family	8,700	8	16	8	0	8
8700 (1st two units)	RG-1-Multifamily	5,500	13	16	13	0	13
N/A	RS-1 - Duplexes w/ Cond. Use	10,800	12	16	12	0	12
N/A	RS-2 - Duplexes w/ Cond. Use	8,700	16	16	16	8	24
N/A	RT - Duplex	8,700	16	16	16	8	24
N/A	RT - Townhomes	3,500	20	16	16	8	24
	RG-1-Townhomes	3,000	24	16	16	8	24
	RG-2-Townhomes	3,000	24	16	16	8	24
15000 (1st four units)	RG-2 - Multi-family	4,305	17	16	16	8	24

* Units are based on density calculations and may not reflect "on the ground" unit counts, which may be lower due to stormwater, streets, and common area allotments.

** Maximum units cannot exceed HDR FLUM Density



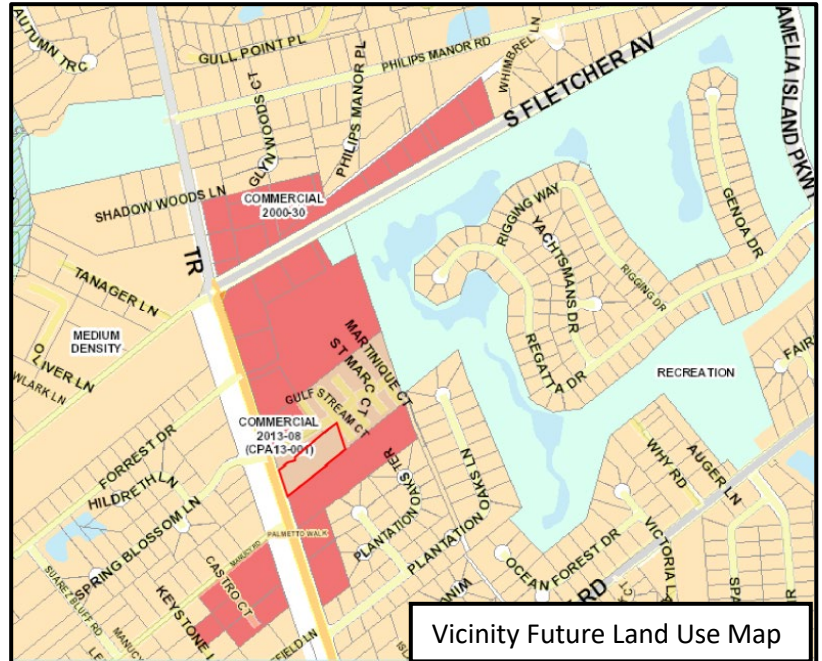
CONSISTENCY WITH THE COMPREHENSIVE PLAN

Policy FL.01.02(B)

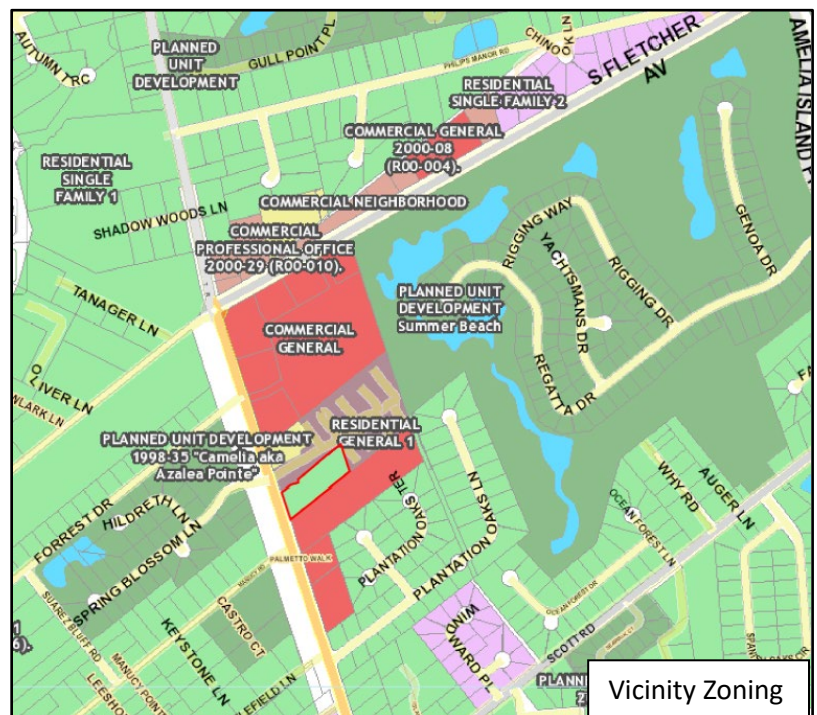
This policy sets forth use and density limitations for residential future land use map designations. As stated, the HDR land use category provides for residential densities up to 10 units per acre and allows a variety of housing types including single-family detached, single-family attached, duplex, and multi-family housing. Policy FL.01.03 of the Comprehensive Plan may authorize, through a separate development agreement, a density bonus for qualifying affordable housing projects up to 150% of the maximum density allowed by the FLUM category.

The proposed RG-1 zoning district would be consistent with uses permitted in the HDR category. The property is adjacent to other properties designated HDR which currently contain single family attached and multi-family residential uses of similar densities.

The proposed rezoning would allow for an infill project located within the commercial and high-density node located east of First Coast Highway and south of Fletcher Avenue, approximately ½ mile south of Fernandina Beach city limits. Higher intensity uses in this node include a grocery store-anchored shopping center and 60-unit condominium complex to the north, and a 12-unit retail center to the south. The surrounding area has developed over time with a mix of low- to moderately intense commercial uses, multi-family and single-family residential uses. The parcel is surrounded on three sides (north, south and east) by existing commercial or multi-family uses and FLUM designations on surrounding parcels. For example, the Colony town-home complex to the north and east contains 60 units with a density of 10 units per acre.



Vicinity Future Land Use Map



Vicinity Zoning



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CONSISTENCY WITH THE LAND DEVELOPMENT CODE

ARTICLE 5. – PROCEDURES

Section 5.02. - Rezoning.

Pursuant to Section 5.02 (C) and (D), staff shall review all rezoning applications for consistency with the Nassau County Comprehensive Plan and provide a recommendation to the Planning and Zoning Board regarding the merits of the request based upon the goals, objectives and policies of the adopted comprehensive plan (see above).

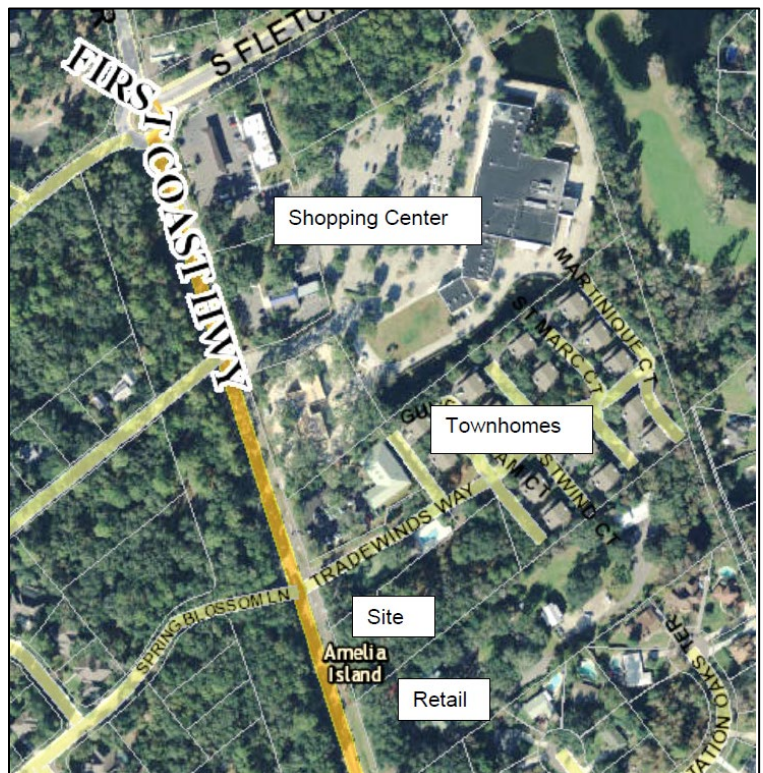
The Planning and Zoning Board's recommendation to the Board of County Commissioners shall show that the planning and zoning board studied and considered:

- 1) The need and justification for the change; and
- 2) The relationship of the proposed rezoning to the County's general planning program.

The proposed rezoning is not contrary with the County's general planning program. A justification for the request is the existing RG-1 zoning to the north and the adjacent higher density residential and commercial developments surrounding the property. The maximum building height for all types of residential structures in RG-1 is 35 feet. The subject property has access to First Coast Highway (SR A1A), which is classified as a principal arterial roadway by the Functional Highway Classification Map (Future Transportation Map series FTMS-3) adopted in the Comprehensive Plan.

Applications are also evaluated with the following rezoning criteria.

- Explain how the proposed change relates to the established land use pattern.* The change would assign the same RG-1 zoning found to the north to the property. The fact that properties on three sides are either higher density residential or commercial supports the application.
- Identify isolated district(s) that would be created by the proposed change.* The change would not create an isolated zoning district, in fact it would supplement the current RG-1 district to the north.
- Explain how the proposed change would impact public facilities such as schools, utilities, streets and traffic.* This project has entered into a Proportionate Share Concurrency Mitigation Agreement with Nassau County and the Nassau County School District. An agreement was signed by the applicant and approved by the School Board





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on September 23, 2021. The agreement will be considered by the Board of County commissioners on October 25, 2021. The Applicant will make a \$102,863.00 proportionate share payment to the School District to address school impacts. This payment equates to \$7,347.36 per dwelling unit.

Utilities: The development will be served by central water and sewer.

Transportation: In terms of daily traffic counts, First Coast Highway, S. Fletcher Avenue, and Buccaneer Trail have sufficient capacity to accommodate the proposed development. A traffic analysis will be provided upon submittal of site engineering plans to address potential turn lanes and to analyze peak hour traffic at the First Coast Highway/Fletcher Avenue roundabout.

Table 1: Vicinity Roadway Available Capacity

Traffic Characteristic	S. Fletcher Avenue East of First Coast Hwy	First Coast Hwy South of S. Fletcher Avenue	Buccaneer Trail North of S. Fletcher Avenue
Daily Traffic Volume (AADT)	8,600	15,500	8,800
Capacity (LOS D)	15,500	17,700	13,300
Available Capacity	6,900	2,200	4,500

Sources: FDOT Florida Traffic Online & Level of Service Handbook

Table 1 shows traffic volume and capacity for each roadway. First Coast Highway and S. Fletcher Avenue are state roads and congestion is measured by FDOT level-of-service (LOS) standards, which classify roads between LOS "A" – a lightly-travelled road – and LOS "E" which verges on failing.

- d. *Describe the existing and proposed conditions for the subject property and surrounding properties.*
The property now hosts a single-family detached dwelling and is proposed for multi-family uses. As stated previously, the Comprehensive Plan may authorize density bonus for qualifying affordable housing projects up to 150% of the typical maximum density allowed by the FLUM category. This is subject to a separate development agreement to be entered into by the County and the developer and is not automatically granted to a property owner.
- e. *Identify Comprehensive Plan policies that support the proposed change, especially long-range land use plans.*
The proposed change is supported by Future Land Use Element Policies FL.08.04, FL.08.05, and FL.08.06.

Policy FL.08.04 The County shall discourage Urban Sprawl by requiring higher density compact development to occur in areas that are planned to be served by public facilities, providing for sound and cost-efficient public facility planning. It will also require lower density development to occur in areas that are environmentally sensitive or in areas that are not planned to receive a high level of public facilities or services.

This project represents infill development, not urban sprawl. The property is included in a node centered around the intersection of First Coast Highway and Fletcher Avenue.

Policy FL.08.05 The County shall direct commercial and multi-family residential uses into clustered or nodal development patterns, that eliminate or reduce strip or ribbon development following major County or state roads.
The property is included in a node centered around the intersection of First Coast Highway and Fletcher Avenue.



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Policy FL.08.06 The County shall direct new residential and commercial development in rural and transitioning areas to accomplish the following:

(A) *Develop in a pattern providing for compact, mixed use, contiguous development patterns and avoids development indicative of urban sprawl as defined in Policy FL.01.04.*

(B) *Develop in clustered or nodal patterns, eliminating or reducing strip-style development along arterial and collector roads.*

Again, this project represents infill development in a nodal location at the intersection of First Coast Highway and Fletcher Avenue where public facilities are available.

(C) *Develop in a pattern that supports the creation, extension and maximization of central (municipal or regional) water and sewer systems.*

The development will be served by central water and sewer.

(D) *Contribute to a sustainable development pattern of mixed-use communities that provide for integrated residential and employment opportunities; and provide for civic and public facilities including emergency medical, fire protection and police facilities, parks and other recreational facilities, schools, hospitals and other public or institutional uses.*

This property is close to future jobs, parks, and shopping. Baptist Medical Center is located within five miles of the site and civic uses are nearby including Peters Point Park, two fire stations, and five school sites.

(E) *Ensure compatible development adjacent to agriculture lands and minimize the potential impact of urban development on the agricultural productivity of the area.*

N/A

(F) *Provide for safe and accessible streets, support the interconnectivity of roadways and the use of bicycle, pedestrian and multi-modal transportation facilities.*

Bike lanes currently exist on First Coast Highway and the Amelia Island Trail runs along the west side of the road.

(G) *Through the use of Planned Unit Developments (PUDs) or similar development orders, use enhanced development standards and design elements for new development to promote community identity and a sense of place. This includes but is not limited to standards for diverse housing types, public spaces, street design, architectural design standards, multi-use trails, stormwater management facilities, landscaping, and signage.*

N/A

f. *Explain how changed or changing conditions make the approval of this proposed rezoning desirable.*

The single-family house on the property is a relic of past days when this part of Amelia Island was semi-rural, with houses on large lots. Conditions have changed since those past times and commercial and higher-density residential development are now surrounding the property.

g. *Explain how the proposed change will not adversely affect living conditions in the adjacent neighborhoods.*

The change will not adversely affect conditions in adjacent neighborhoods due to the relatively small size of the parcel and the similar higher intensity/density uses of surrounding properties.

h. *State that the proposed change will comply with all Federal, State and local drainage requirements.*



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The applicant is required to comply with all Federal, State and local drainage requirements.

- i. Explain how the proposed change will encourage the improvement or development of adjacent property in accordance with existing regulations.*
A development like this which is compatible with adjacent properties will likely not have a negative impact on those properties.
- j. Explain why the property cannot be used with existing zoning.*
The property can be developed with six single-family detached homes with the existing RS-1 zoning (up to 8 single-family detached units would be allowed with RG-1). The application incorrectly states that single-family uses are nonconforming – they are actually an allowable use in this zoning district.
- k. Describe the scale of the proposed project according to the needs of the neighborhood and the needs of Nassau County.*
The scale of the proposed project is appropriate for the location within a commercial and multi-family node. Additional residences will help to support the nearby commercial uses without requiring automobile travel.
- l. Are there other sites in this general location with similar zoning?*
Yes, the property to the north is also zoned RG-1.

CONCLUSION

While the County is not obliged to approve a more intense zoning district in the HDR category, in this case Staff believes it may be appropriate to do so, given the presence of similar zoning to the north and the similar higher density residential and commercial development in the immediate surroundings. Based on the findings of this staff report, the requested action is compliant with the requirements of Sec. 5.02 of the County's Land Development Code and generally meets the rezoning criteria described in this report above.

Staff recommends APPROVAL of application R21-002.