



# PLANNING DEPARTMENT

NASSAU COUNTY, FLORIDA

STAFF REPORT  
Planning and Zoning Board  
CPA21-009  
May 3, 2022

## APPLICATION FOR AMENDMENT TO THE FUTURE LAND USE MAP

### APPLICATION & SURROUNDING AREA INFORMATION

<b>OWNER/APPLICANT:</b>	Wes Hinton, Raydient Places and Properties			
<b>AGENT:</b>	Lindsay Haga, England-Thims & Miller			
<b>REQUESTED ACTION:</b>	Amendment of land use sub-categories within ENCPA sector plan			
<b>LOCATION:</b>	Generally north of Pages Dairy Rd. between Chester Rd. & US 17			
<b>CURRENT LAND USE + ZONING:</b>	MULTI-USE + PD-ENCPA			
<b>PROPOSED LAND USE + ZONING:</b>	MULTI-USE + PD-ENCPA (Future Land Use Map change only)			
<b>EXISTING USES ON SITE:</b>	Timberlands, undeveloped			
<b>PROPERTY SIZE + PARCEL ID:</b>	14,907 acres + Multiple Parcel Numbers			
<b>ADJACENT PROPERTIES:</b>	<u>Direction</u>	<u>Existing Use(s)</u>	<u>Zoning</u>	<u>FLUM</u>
	North	St Marys River, SF Residential	OR	CONS II, AG
	South	SF Residential, MF Residential	OR, RS-2, RG-2, CN, GPU, PUD	AG, LDR, PBF
	East	SF Residential	OR, RM, RS-1, RS-2, PUD	MDR
	West	SF Residential, Undeveloped	OR, PD-ENCPA	MU, LDR

\*\*\* 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 Department Office. \*\*\*

### SUMMARY OF REQUEST AND BACKGROUND INFORMATION

This proposed amendment to the Comprehensive Plan Future Land Use Map (FLUM) is comprised of 45 parcels totaling almost 15,000 acres. CPA21-009 occupies a strategically located area between US 17 and Chester Rd., in the rapidly growing Yulee area. The property is currently designated on the FLUM as Multi-Use, under which there are a variety of customized future land use subcategories. The applicant is requesting a map change to the FLUM that adjusts the boundaries of the currently adopted land use sub-categories (see Figures 4-6) and revises the ENCPA mobility network.

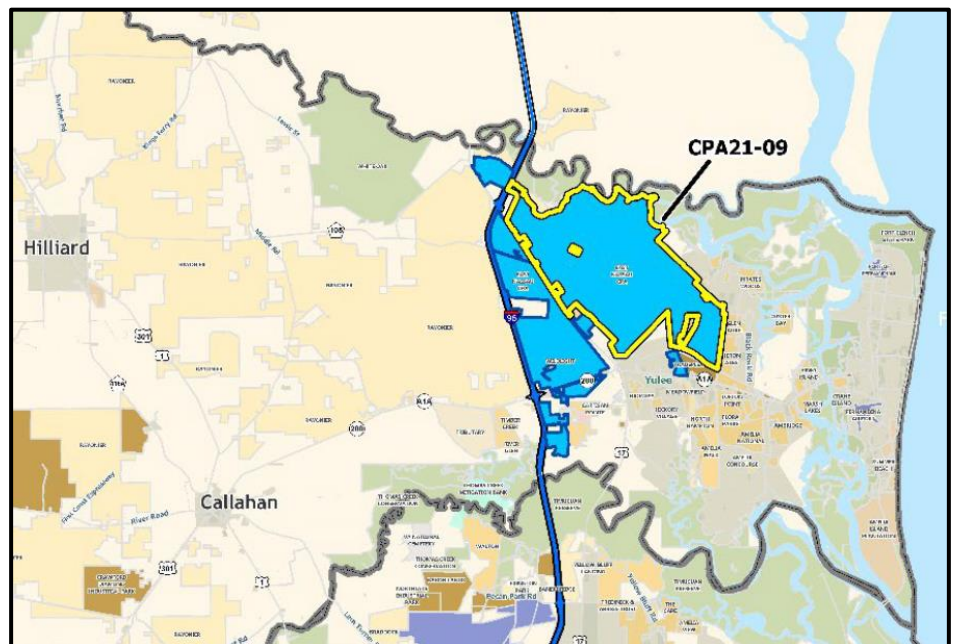


Figure 1: Location map



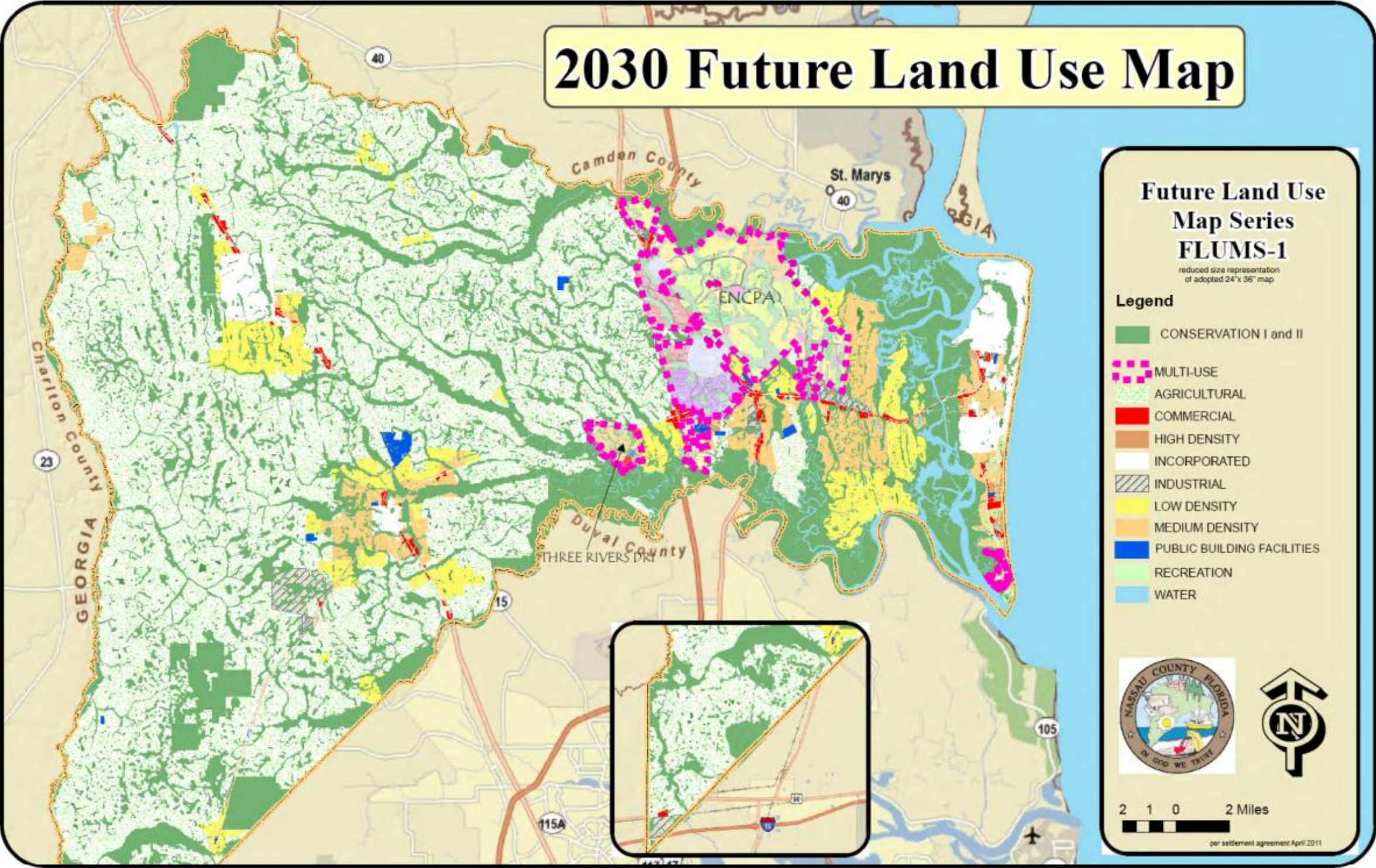


Figure 2: Existing FLUMS-1



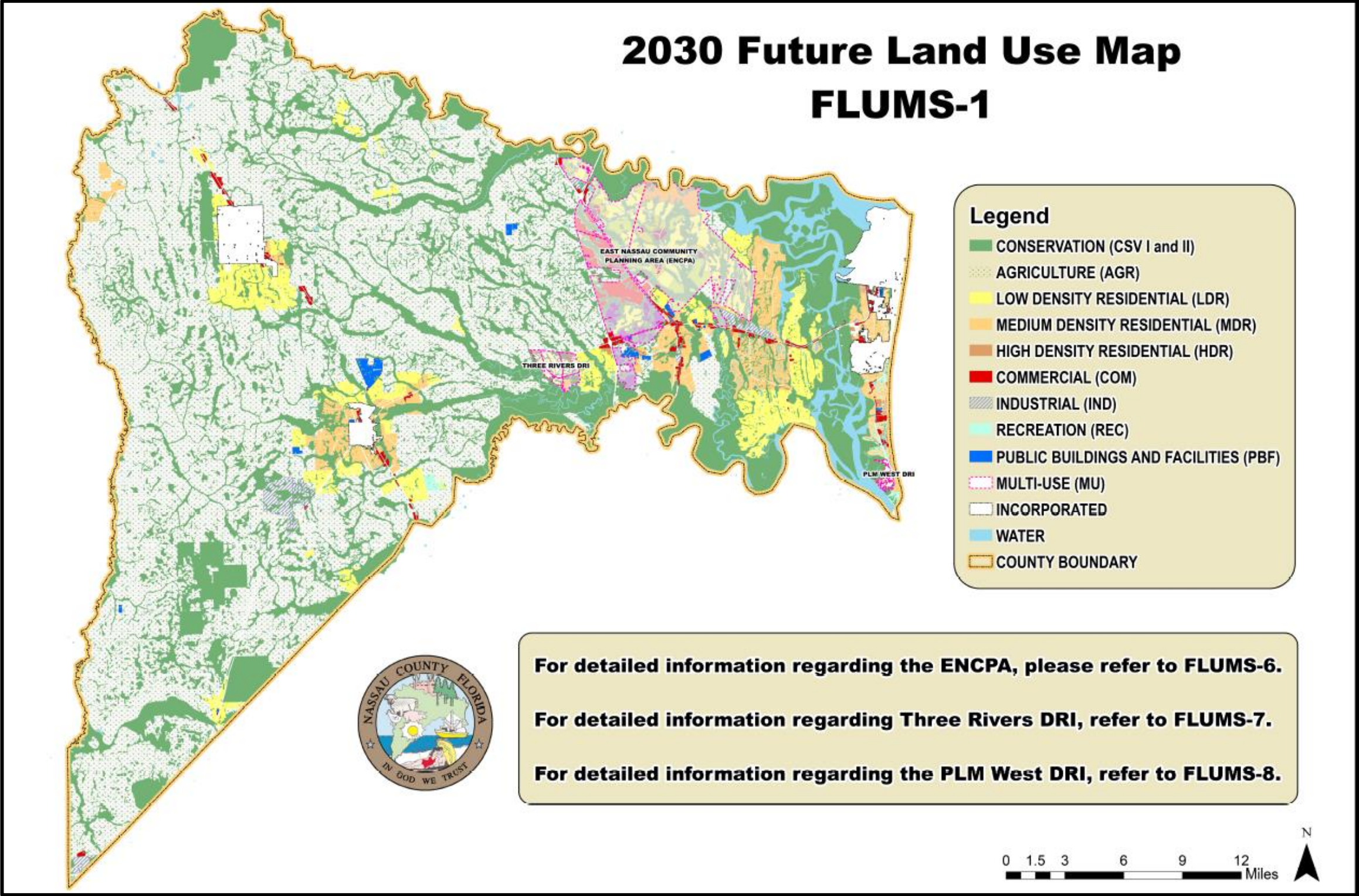


Figure 3: Proposed FLUMS-1



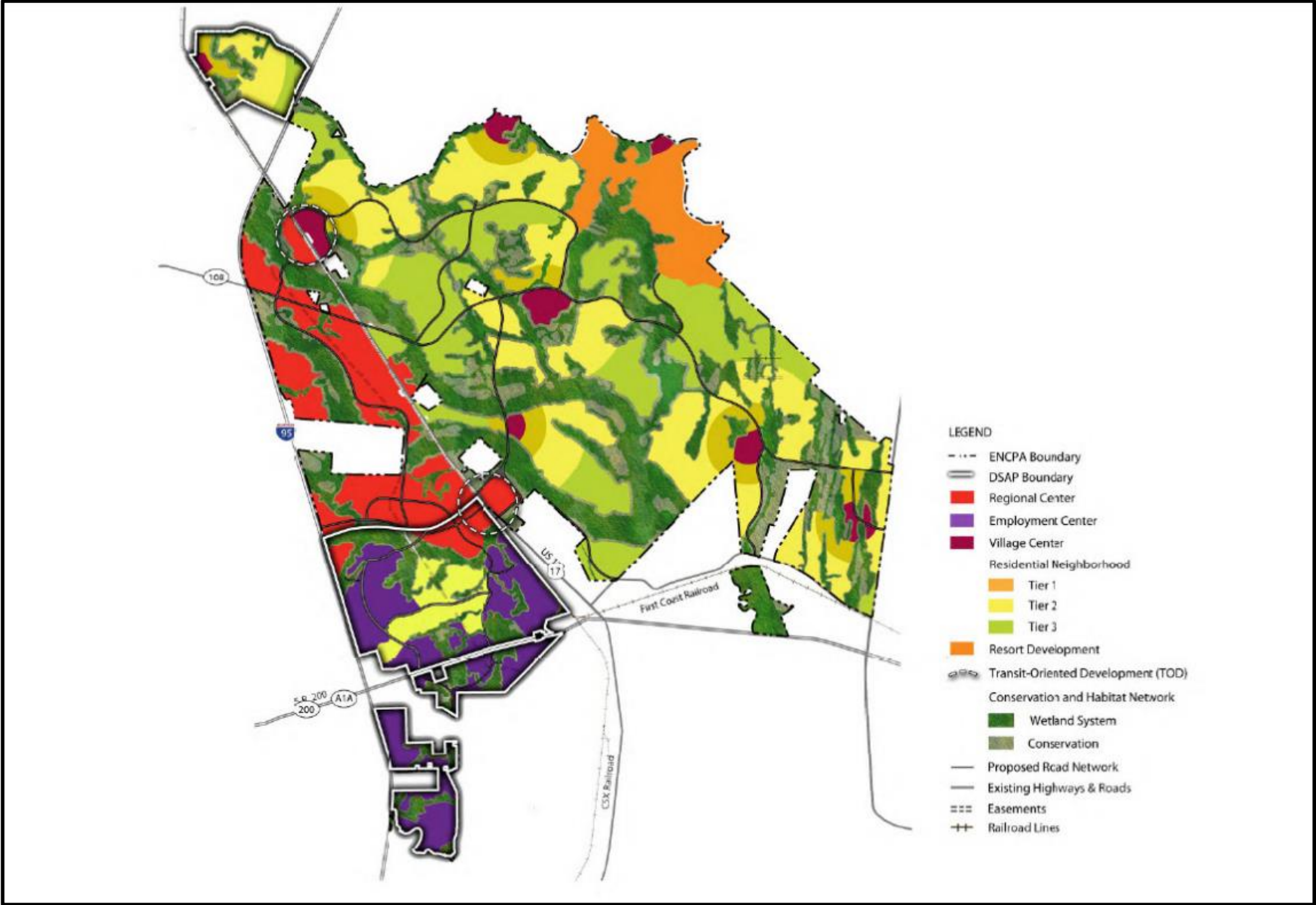


Figure 4: Existing FLUMS-6

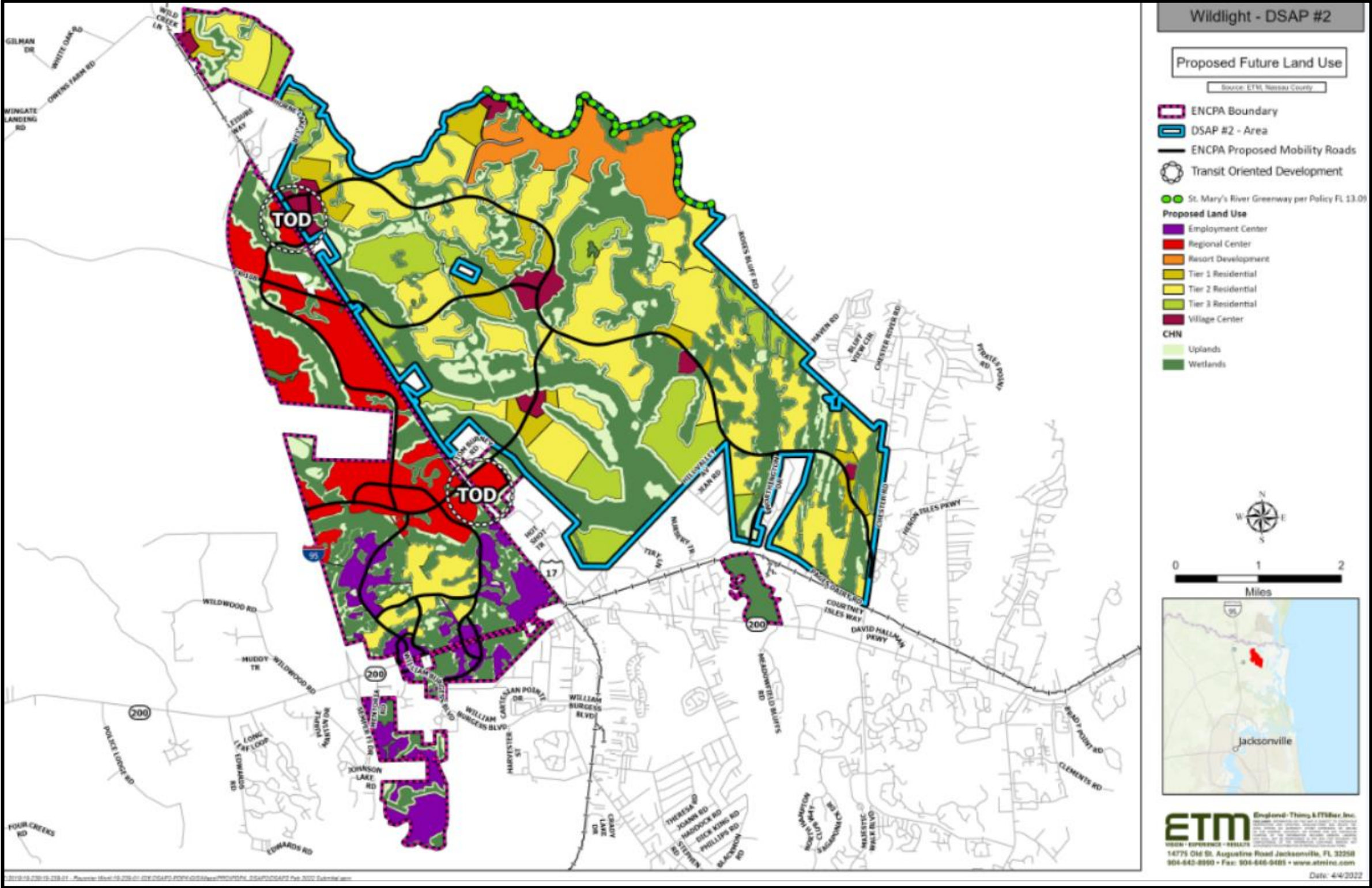


Figure 5: Applicant-Proposed FLUMS-6



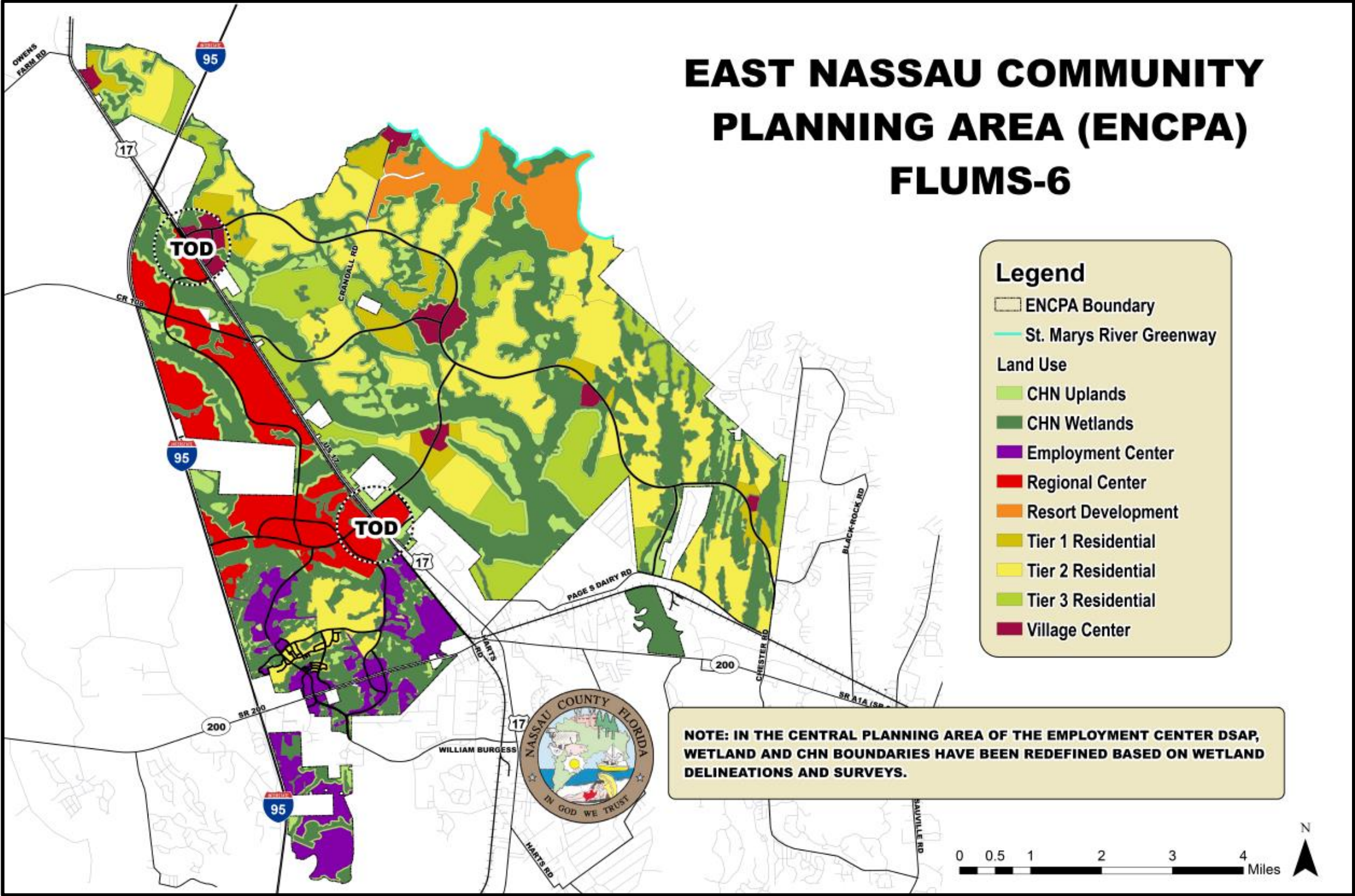


Figure 6: Proposed FLUMS-6 for Adoption



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**Staff Report Exhibits** report includes the following exhibits.

Exhibit A: Staff consistency analysis.

Exhibit B: Staff transportation technical memorandum.

Exhibit C: Staff completeness comments.

Exhibit D: Staff summary of project comments.

Exhibit E: Applicant project narrative and consistency analysis.

Exhibit F: Applicant transportation impact analysis.

Exhibit G: Applicant natural resource protection.

Exhibit H: Applicant long term habitat management plan

Exhibit I: Applicant cultural resources summary

Exhibit J: 1/7/2022 Applicant response to staff completeness comments (summarized in Exhibit C).

Exhibit K: 3/18/2022 Applicant response to staff comments (summarized in Exhibit D).

Exhibit L: 4/22/2022 Applicant response to staff CPA deficiency comments

Exhibit M: 4/7/2022 CPA traffic memorandum

### ENCPA Sector Plan

In 2007, Nassau County began a partnership with Raydient LLC, the owner of the proposed amendment lands, to master plan the development of 24,000 acres of timberland located in eastern Nassau County. The result of this partnership was the East Nassau Community Planning Area (ENCPA), a State-approved Sector Plan adopted in July 2011. A Sector Plan allows for large-scale planning that recognizes the integral relationships between transportation, land use and urban design, and provides a mix of uses that will balance economic development, housing choices, and the protection of natural resources. Since Sector Plan adoption, development activity has been concentrated north and south of SR 200 in the southern and central portions of Detailed Specific Area Plan (DSAP) 1.

### Master Land Use Plan

The Master Land Use Plan for the ENCPA, adopted in 2015, was the first stage of the land-use planning process that outlined the basic patterns of development within the Sector Plan and identified residential and nonresidential development entitlements (maximum 24,000 residential units and 11,000,000 square feet of nonresidential space). The Plan shows land use sub-categories in the Multi-Use FLUM category and is adopted into the County's 2030 Comprehensive Plan's Future Land Use Element as Objective FL.13 and Policies FL.13.01-17, and Future Land Use Map Series Map FLUMS-6. The overall entitlement of the Sector Plan does not change with Application CPA21-009.



## Mobility Plan

The purpose of the ENCPA Mobility Plan is to establish a funding mechanism for the development of a multi-modal transportation system for the Sector Plan. This includes mobility fees and a tax-increment financing district that will reimburse the developers for transportation infrastructure as funds become available. The Mobility Plan promotes compact, interconnected and mixed-use land development patterns that will improve the health, quality of life and sustainability for the residents of the ENCPA and all of Nassau County. Since the mobility network in the amendment area is changing, the Mobility Plan will require updating within one year of plan amendment adoption.

## Detailed Specific Area Plans

This application CPA21-009 does not preclude a review of a proposed Detailed Specific Area Plan (DSAP). A DSAP has a separate and distinct review process concluding with a public hearing before the BoCC. Each DSAP is reviewed by the Planning & Zoning Board and must be approved by the Board of County Commissioners. No development may take place in the Sector Plan without a DSAP being approved for the property. State law requires DSAPs to be consistent with the long-term master plan and include conditions and commitments that achieve the following:

- development or conservation of an area of at least 1,000 acres consistent with the long-term master plan;
- identification and analysis of the location, densities and intensities of future land uses;
- identification and analysis of water resources and water supply development; transportation and other regionally significant public facilities;
- specific measures to ensure the protection, restoration and management of preservation lands;
- guidelines addressing the urban form and the interrelationships of future land uses; and
- specific procedures to facilitate intergovernmental coordination to address extra jurisdictional impacts.

The following documents are required for DSAPs:

- Natural Resources Analysis
- Transportation Analysis
- Public Facilities Analysis
- Intergovernmental Coordination
- Long-Term Habitat Management Plan

## Preliminary Development Plans

Preliminary Development Plans (PDPs) are created for each phase of development within a DSAP. They focus on a finer level of detail and establish development standards for block and lot size; building height and setbacks; building façades and street orientation; streets and alleys; parking; multi-use pathways and sidewalks; public, civic and park space; landscaping; buffering and screening; signs; and public area lighting. PDPs are reviewed and approved by County Staff to ensure they are in compliance with the Sector Plan and the adopted DSAP. After a PDP is approved, site engineering plans and subdivision plats for individual projects are reviewed through the County site plan review process and approved for permitting.





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## CPA21-009 Amendment Summary

This amendment is primarily concerned with the revision of the Future Land Use Map, specifically changes to the location and distribution of the land use subcategories, as shown on Figures 4-6. Accompanying revisions to the roadway network (Future Transportation Map Series/FTMS) are included with the companion amendment CPA21-010. Map changes include adjustments to land use subcategory boundaries and revisions to the road system and also changes to subcategory areas as shown in Table 1. Staff objected to the initial requested 45% substantive reduction of Village Center, Resort, and Residential Tier 1 land use sub-category acreage, since these categories together provide the density, synergy, and walkability needed to support the village center system. While the final proposed land use sub-category mix has increased the average 2.5 du/ac suburban Residential Tier 2 sub-category by almost a third, shifting most of those units from the rural Tier 3 sub-category, Staff supports the final land use mix as a workable compromise that provides for market-driven suburban development while retaining the denser development in and around the village centers and in the resort. The Village Center, Resort, and Tier 1 still maintain an important 26%+ share of non-Conservation Habitat Network (CHN) acreage. The only other proposed change is a gain of almost 200 acres into the CHN, which Staff also supports.

Table 1: CPA21-009 adopted and resubmitted land use subcategories

Type	Sector Plan Adopted Acreage	Initial CPA Submittal Acreage	% Change from Adopted to Initial	Resubmittal Acreage	% Change from Adopted to Resubmittal	2nd Resubmittal Acreage	% Change from Adopted to 2nd Resubmittal
Village Center	468	222	-53%	430	-8%	430	-8%
Resort Development	1,000	754	-25%	945	-6%	945	-6%
Residential Tier 1	751	245	-67%	628	-16%	745	-1%
Residential Tier 2	3,113	4,528	45%	4,195	35%	4,078	31%
Residential Tier 3	2,722	1,838	-32%	1,651	-39%	1,664	-39%
CHN	6,853	6,978	2%	7,058	3%	7,045	3%
TOTAL	14,907	14,565	-2%	14,907	0%	14,907	0%

This amendment CPA21-009 has the following companion development applications:

- CPA21-010: comprehensive plan amendment to amend transportation element and future transportation map series.
- ORD22-001: revisions to Code of Ordinances, Chapter 29 - Subdivision and Development Review, Sec. 29-46(3). - Public Uses, Trails.

## CONSISTENCY WITH THE COMPREHENSIVE PLAN

**Exhibit A** provides an analysis of the amendment's consistency with applicable objectives and policies of the Comprehensive Plan, briefly summarized below. This exhibit includes an evaluation of plan amendment criteria set forth in Policy FL.01.04, provided in greater detail starting on Page 8 of Exhibit A: Comprehensive Plan Consistency Analysis.



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Conservation Element policies call for development practices such as freshwater wetland incorporation into stormwater management, stormwater low-impact development, hydrology restoration, silviculture best practices, sustainable timbering in the St Mary's River basin, waterfront development design that does not negatively impact water quality, and wildlife crossing techniques, and other measures that will affect CHN and stormwater management throughout the amendment area. This element also promotes the use of energy efficient and green building and development techniques. With features like the CHN, trail network, and sustainable development commitments, the amendment is in keeping with policies of the Conservation Element.

Future Land Use Element policies emphasize provision of needed infrastructure for new development, increasing development efficiency through compact growth, and avoiding urban sprawl. The Multi-Use FLUM category sets foundational standards intended to create community identity and sense of place, encourage a mix of uses, reduce car dependence with walkable community design, provide for workforce housing, provide innovative design standards, and protect the environment. The amendment presents an arrangement of land use subcategories that meets the intent and criteria of the Multi-Use FLUM category.

Housing Element policies guide the County to develop partnerships with the private, business, and non-profit sectors to develop affordable housing. The element also calls for the County to strive toward an appropriate jobs-to-housing balance, which is not changed by this amendment since the overall entitlements are not changing. Element policies steer housing to locate near employment centers which in this case are across US 17 from the amendment area, and to encourage walkable communities to conserve energy and reduce greenhouse gas emissions. The amendment is in keeping with policies of the Housing Element.

Property Rights Element policies emphasize the rights of property owners to use their property subject to local, state, and federal laws. Staff believes that the amendment generally complies with the comprehensive plan and code-related requirements while also respecting the applicant/owner's right to develop their property through their amended development program. The amendment is in keeping with this policy of the Property Rights Element.

Public Schools Facilities Element policies call for schools to be close to parks and neighborhoods. Policies also call for interconnected vehicle, pedestrian, and bicycle access between neighborhoods and school sites, which will be accomplished through the proposed mobility plan network. Table 2 provides an accounting of required schools. The amendment is in keeping with policies of the Public Schools Facilities Element.

*Table 2: Required schools*

ELEMENTARY SCHOOL (0.1505 students per unit)			MIDDLE SCHOOL (0.0790 students per unit)			HIGH SCHOOL (0.1025 students per unit)		
Students	Students	Schools Required	Students	Students	Schools Required	Students	Students	Schools Required
2,249	800	2.8	1,181	1,200	1.0	1,532	1,600	1.0





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Recreation and Open Space Element policies set level-of-service and other standards for public community and regional parks and private neighborhood parks. Policies also call for the County to pursue the complimentary goals of parkland and conservation lands, and for planned unit developments (PUDs) and other mixed-use developments to provide large areas of open space and recreation facilities beyond those necessary to be concurrent with the additional community needs they create.

In January, 2021 the Board of County Commissioners adopted the Parks, Recreation, and Open Space Master Plan (PROSMP), followed in December, 2021 by the adoption of implementing Comprehensive Plan policies, Land Development Code standards, and the Parks Administrative Procedures and Design Manual. These documents require that new residential developments meet access and land area level-of-service standards as well as adopted design standards. Required park level-of-service standards are shown in Table 3. The requirements and standards enacted by the BoCC apply to lands both within and outside of the ENCPA. Based on these levels-of-service standards and the remaining sector plan entitlements not already associated with an approved DSAP, the applicant will be required to provide an additional 713 acres of community or regional parks, 204 acres of neighborhood parks, and 10 boat ramp lanes (see Table 4). The applicant will receive park impact fee credits for land donation and recreational facility impact fee credits for construction of recreational facilities consistent with Chapter 34 of the Nassau County Code of Laws and Ordinances, Comprehensive Impact Fee Ordinance. Facilities within neighborhood parks shall be constructed by the developer.

*Table 3: Recreational facilities level-of-service requirements*

Type	Service Radius	Minimum Size	Area Per 1000 Residents	Access Standard	Other Requirements
Community & Regional Parks - General	County-wide	30 Acres	14 Acres	Community Park: within ½-3 miles of every resident  Regional Park: Within 5 miles of every resident in urban/suburban land use designations and within 10 miles of every resident within rural land use designations.	Design Standards as provided in Policy ROS.01.05.
Regional Parks - with Beach Access	County-wide	Variable		10 Acres	At .5 mile linear increments with adequate space for parking



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Type	Service Radius	Minimum Size	Area Per 1000 Residents	Access Standard	Other Requirements
Regional Parks with Boat Facility	County-wide	Variable			1 ramp lane per 5,000 population

*Table 4: Required parks and boat ramp lanes for ENCPA sector plan entitlements not associated with previously approved DSAP*

FLUM Subcategory	Total Approved Units*	Units Approved in EC DSAP	Remaining Units	Population (Units x 2.55 pph)	Community/Regional Park LOS Acreage Required 14 ac/1000	Neighborhood Park Acreage Required 4 ac/1000	Boat Ramp Lanes Required 1 lane/5,000
Village Center	2,500		2,500	6,375	89.23	25.5	1.3
Resort Development	3,000		3,000	7,650	107.1	30.6	1.5
Regional/Employment Center	8,500	2,362	6,138	15,652	219.1	62.6	3.1
Residential Neighborhood	10,000	1,676	8,324	21,226	297.2	84.9	4.2
Total **	24,000	4,038	19,962	50,903	713	204	10

\*Per FLU Policy 13.12, residential units are capped at 24,000. Units in each subcategory represent the midpoint within the allowable range.

\*\* Actual park and recreation demand will be refined at the DSAP level.

Community and regional park level of service acreage requirements for the remaining entitlements located outside of an existing approved DSAP are provided above in Table 4. Parks will be dispersed throughout the plan area and interconnected through the multi-modal transportation network. In addition, access level-of-service applies in that a neighborhood park shall be within ½ mile of all new homes. This amendment is generally in keeping with the level of service requirements in the Recreation and Open Space Element; however, it should be noted that approval of this amendment is not implicit approval or an endorsement of the representations made in the accompanying application.

Transportation Element policies provide a long-term plan for countywide mobility, and the amendment area provides the ability to connect some dots, most importantly with the connection from US 17 to Chester Road, (Wildlight Parkway), which provides a parallel road to SR 200 between Chester Rd. and Hilliard. A connected street system and strong trails element provides an alternative to the automobile, as called for by policies in this element. The Transportation Impact Analysis has been through two revisions and there are still unresolved technical comments, but the County Engineer has indicated that enough data is available to recommend approval of the proposed road network at the broad analysis level of the comprehensive plan amendment. As noted in Exhibit B, a memo from the County Engineer, Staff has found that the changes will create additional opportunities for connectivity and mobility across Mobility Zone 1 (East Zone) and Mobility Zone 2 (ENCPA Zone). The relocation of the Wildlight Parkway connection southward at the intersection of Chester Road and Heron Isles Parkway will serve to protect the semi-rural character of the Roses Bluff and Chester communities





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and provide a more direct connection to areas of higher density to the new roadway. Additional connections closer to the I-95 interchange will reduce the volume of additional trips within the segment of US 17 between the I-95 and US 17 interchange and CR 108. The proposed connection at Blount's Branch to Pages Dairy Road, if properly phased, will provide additional options for westbound travel from Pages Dairy Road to US -17 and the I-95 interchange. This amendment is in keeping with the policies of the Transportation Element; however, it should be noted that approval of this amendment is not implicit approval or an endorsement of the representations made in the accompanying application.

## **CONSISTENCY WITH THE LAND DEVELOPMENT CODE**

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LDC Article 27 provides for the intent, permitted uses, and review procedures for ENCPA applications including sector plan, DSAP, and PDP initial review and subsequent amendments. Moving forward from the adopted sector plan, the DSAP provides a greater level of detail which is then implemented through the PDPs.

## **CONCLUSION AND RECOMMENDATION**

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Staff finds that the proposed amendment substantively conforms with the Comprehensive Plan; the East Nassau Community Planning Area sector plan; the Code of Ordinances including Chapter 29 Subdivision and Development Review; and the Land Development Code. Staff recommends APPROVAL of CPA21-009; however, it should be noted that the approval recommendation is not implicit approval or an endorsement of the representations made in the accompanying application.

## **PZB RECOMMENDATION**

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At their meeting on June 7, 2022, the Planning and Zoning Board recommended denial of the proposed amendment with a vote of 7-3.