



APPLICATION FOR REZONING

APPLICATION & SURROUNDING AREA INFORMATION

OWNERS/APPLICANTS:	Belles River Project LLC and Sugar Pointe Land & Timber LLC			
AGENT:	Sandy Oaks Development, Inc.			
REQUESTED ACTION:	Rezoning from Open Rural (OR) to Residential Single-Family 1 (RS-1)			
LOCATION:	At the northeast terminus of Brooker Road, west of the Bells River			
CURRENT LAND USE + ZONING:	Low Density Residential (LDR) + Open Rural (OR)			
PROPOSED LAND USE + ZONING:	Low Density Residential (LDR) + Residential Single-Family 1 (RS-1)			
EXISTING USES ON SITE:	Undeveloped			
PROPERTY SIZE + PARCEL ID:	61 acres + Parcel ID # 39-3N-27-0000-0001-0000, 39-3N-27-0000-0001-0010			
ADJACENT PROPERTIES:	<u>Direction</u>	<u>Existing Use(s)</u>	<u>Zoning</u>	<u>FLUM</u>
	North	Wetlands/Bells River	OR	CSV II
	South	SF Residential/Mobile Home	OR	LDR
	East	SF Residential	OR	LDR
	West	Timberland/SF Residential/Mobile Home	OR	LDR
COMMISSION DISTRICT:	3			

*** 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 rezoning is comprised of two undeveloped parcels totaling approximately 61 acres. It is located at the northeast terminus of Brooker Road, west of the Bells River in Yulee. The applicant is requesting to change the existing zoning of Open Rural (OR) to Residential Single Family (RS-1) for the development of 84 single-family detached housing units.

According to LDC Article 9, the RS-1 zoning district is intended to provide for the orderly expansion of low and medium density development in those areas where public services, utilities and transportation facilities are adequate or may be made available; and to exclude uses not compatible with such low and medium density residential development thereby preserving and protecting the characteristics of single-family neighborhoods. The RS-1 district is the next denser zoning district from the least dense OR zoning district, which requires a minimum lot size of one acre and a minimum lot width of 100 feet. RS-1 zoning allows a minimum lot size of 10,800 square feet, roughly $\frac{1}{4}$ acre, and a minimum 90-foot lot width.

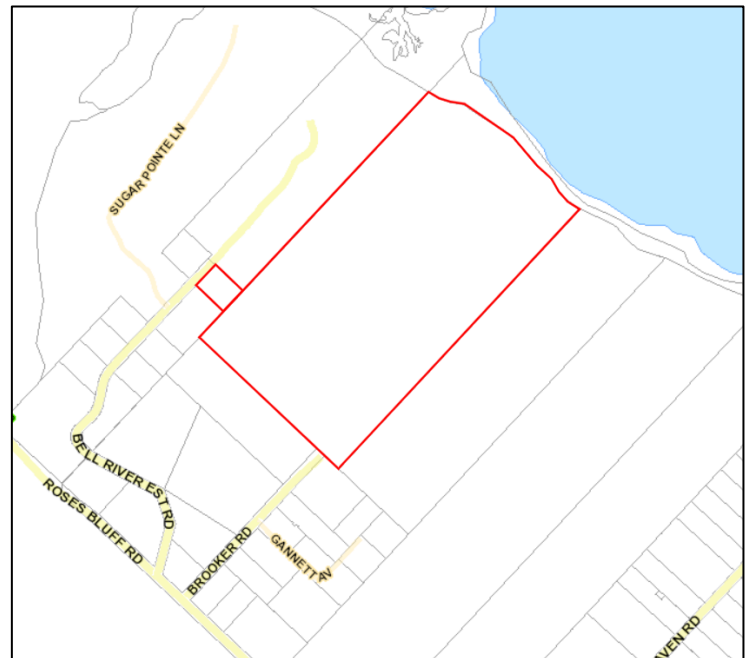


Figure 1: Parcel Map

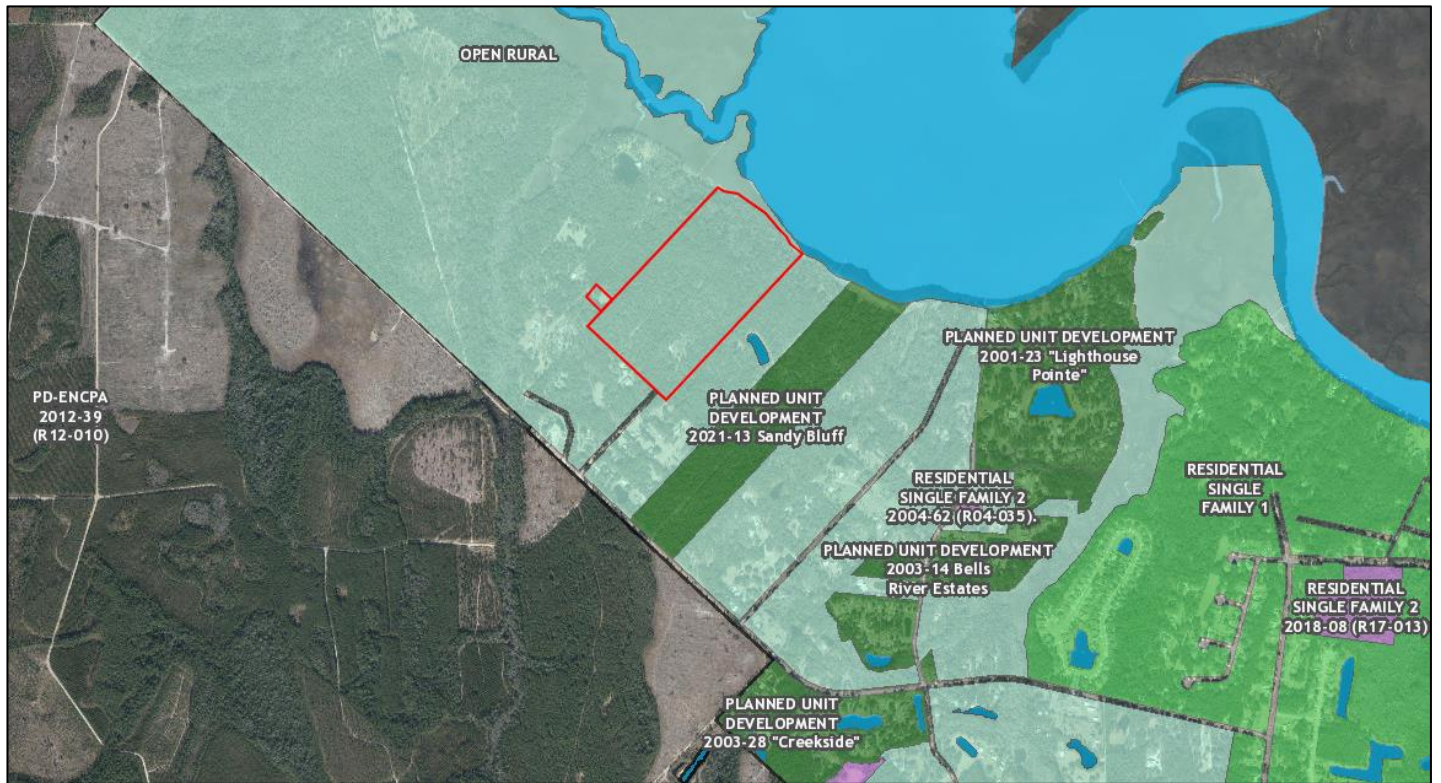


Figure 2: Zoning Map

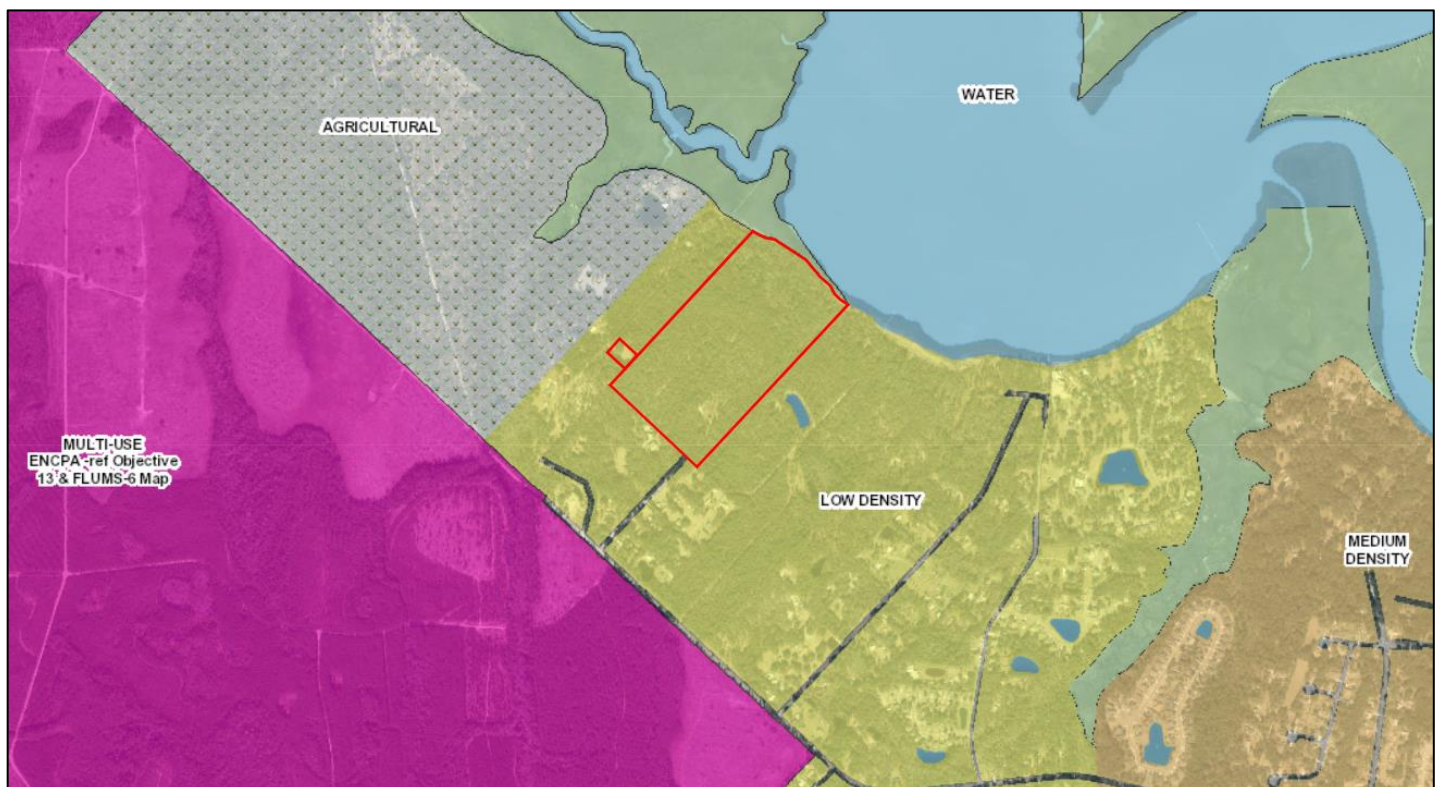


Figure 3: FLUM Map



Figure 4: Aerial Map

CONSISTENCY WITH THE LAND DEVELOPMENT CODE

Section 5.02. - Rezoning

Pursuant to Section 5.02 (C) and (D), staff shall review rezoning applications for consistency with the 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 Comprehensive Plan.

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.

Need and Justification. The need pertains to the ongoing rapid growth of the County and the generation of new housing units to meet the demand for residents. The justification includes the existence of similar developments to the east, the availability of central water and sewer and available capacity on area roads. There is a clear density transition moving from the east to the west, from the Waterman's Bluff area with MDR FLUM, to the Roses Bluff Road area, with LDR FLUM, finally to the end of Roses Bluff Road, where AGR FLUM begins. While the subject site is still rural in character, the underlying LDR FLUM allows for low-density development. Staff also recognizes that the adjacent rural Tier 3

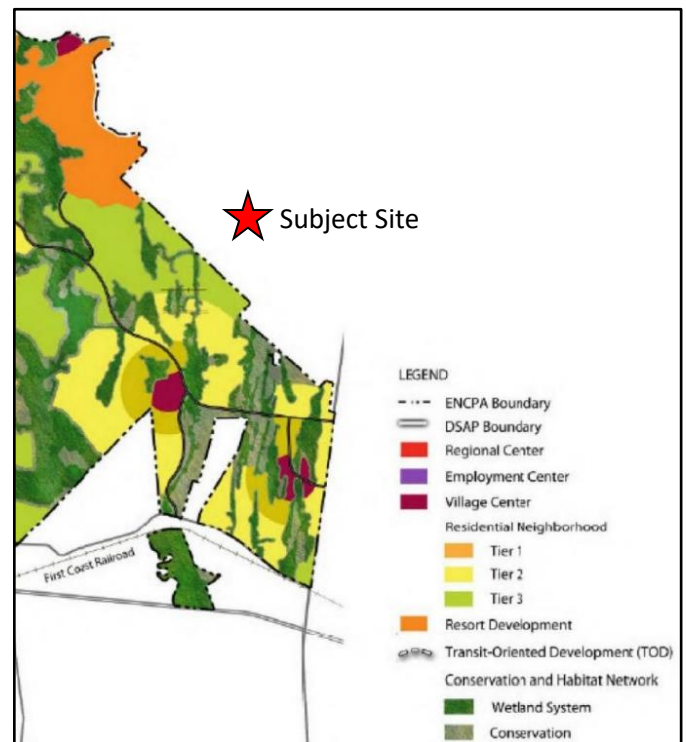


Figure 5: Eastern Portion of ENCPA Map



ENCPA land use (see *Figure 5*) pertains more to the Wildlight development as a whole as opposed to the Roses Bluff community, particularly since there are no planned connections between Roses Bluff Road and the ENCPA.

Relationship to Planning Program. The proposed rezoning would be consistent with subdivisions of similar lot sizes to the east, which as indicated on *Figure 2*, have been approved in the vicinity during the past 20 years. Consistency with the Planning Program is further evaluated in the rezoning criteria found below.

Applications are also evaluated with the following rezoning criteria:

- a. *Explain how the proposed change relates to the established land use pattern.*

Staff Response: the area to the east is transitioning over time from rural character to a suburban development pattern. The amendment would allow for a residential subdivision similar to nearby subdivisions with PUD, RS-1 and RS-2 zoning located to the east that are accessed by Roses Bluff Road. This criterion is met.

- b. *Identify isolated district(s) that would be created by the proposed change.*

Staff Response: While it is likely that future rezonings to low density zoning categories will occur in the area, the rezoning would create an isolated RS-1 zoning district surrounded by OR zoning. This criterion is not met.

- c. *Explain how the proposed change would impact public facilities such as schools, utilities, streets and traffic.*

Staff Response: a residential subdivision would have an impact on public facilities:

- the applicant has executed a Proportionate Share Mitigation Agreement with the County and School District to address school impacts;
 - the applicant has indicated plans to extend JEA-operated water and sewer connections to the site;
 - no new access drives along Roses Bluff Road will be created as access to the site will be provided via Brooker Road which will be paved from Roses Bluff Road to the subdivision entrance;
 - the subdivision will be required to provide two access points (main entrance on Brooker Road and secondary entrance on Bell River Estates Road); and
 - transportation improvements, if required, will be determined at the time of development review.
- Nearby paved roads and water and sewer lines can accommodate the proposed development. This criterion is met.

- d. *Describe the existing and proposed conditions for the subject property and surrounding properties.*

Staff Response: the Bells River borders the property to the north. Lands to the west and east of the property include large lot homes, one acre and larger, and undeveloped/timberland. The Sandy Bluff PUD is 600 feet southeast of the subject site with minimum lots size of 9,000 SF and 75-foot lot width, lot dimensions associated with the more intensive RS-2 district.

- e. *Identify Comprehensive Plan policies that support the proposed change, especially long-range land use plans.*

Staff Response: see section above. The rezoning is supported by the Nassau County 2030 Comprehensive Plan, specifically:

- Policy FL.01.02(B) sets forth the standards for the LDR FLUM category. The residential development standards for the proposed RS-1 zoning conforms with the existing LDR FLUM designation. However, density would be capped by the LDR FLUM limit of two units per acre.
- Policy FL.08.04 discourages urban sprawl. The rezoning of this property would not result in urban sprawl but would be part of a low-density residential area that will efficiently utilize planned infrastructure while being sensitive to the wetlands along the Bells River. This site is suitable for development consistent with RS-1 zoning given its location near central utilities, improved roads, and the SR 200 shopping/employment corridor. Given



the location near public infrastructure and services, this rezoning does not conflict with this policy.

- Policy FL.08.06 directs new residential and commercial development in rural and transitioning areas. This area and westward are rural and area to the east transitions to suburban character. The RS-1 is an appropriate transitional zoning between the PUDs to the east and the OR uses to the west. This rezoning does not conflict with this policy.
- Recreation and Open Space Element Policies ROS.01.06 and ROS.01.09: In general, the County shall not seek to acquire neighborhood park facilities. All new development and redevelopment containing a residential component greater than 25 dwelling units, unless otherwise exempt, shall plan, design, and build new neighborhood parks in accordance with the standard established herein. Code of Ordinances Chapter 29-46 (Subdivision and Development Review, Public Uses) requires a minimum of 4 acres of neighborhood parks for every 1,000 residents designed in accordance with the standards and prototypes found in the Nassau County Parks Administrative Procedures and Design Manual.

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

Staff Response: the approval of the Sandy Bluff PUD would continue the trend of rezonings in the Roses Bluff Road corridor to low-density residential zoning. The Sandy Bluff PUD has smaller lot sizes and higher density residential development (related to the RS-2 zoning) than the proposed RS-1 zoning for this site. Fire protection, schools, shopping, employment opportunities and other public facilities are accessible via SR 200, approximately five miles to the south. The future Blackrock Community Park is located also approximately five miles to the southeast. This criterion is met.

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

Staff Response: the requested rezoning would potentially double the number of permitted dwelling units (from 54 to approximately 107 units) currently permitted with LDR FLUM and OR zoning. The applicant has indicated that they only plan to develop 84 units, but this commitment is not binding. Regardless, the rezoning would result in additional units, more traffic impacts and diminishment of rural character. This criterion is not met.

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

Staff Response: any development on the site must comply with all Federal, State and local drainage requirements. This criterion is met.

i. Explain how the proposed change will encourage the improvement or development of adjacent property in accordance with existing regulations.

Staff Response: the Roses Bluff Road LDR area is transitioning to suburban character, and the rezoning may prompt similar requests in the vicinity. The development would also expand the availability of central water and sewer to the area. This criterion is met.

j. Explain why the property cannot be used with existing zoning.

Staff Response: the property can be developed under the current OR zoning at a density of one dwelling unit per acre, with a maximum of 54 single family homes (53 acres of upland at 1 du/ac and 6 acres of wetlands at 1 du/5 ac). The current OR zoning is compatible with the existing residential development along Brooker Road, Gannett Avenue and Bell River Estates Road that have lot sizes between 1-7 acres. The rezoning to RS-1 will allow for development at a density of two dwelling units per acre (limited by the LDR FLUM designation) for a maximum total of 107 single family homes (53 acres of upland at 2 du/ac and 6 acres of wetlands at 1 du/5 ac). This criterion is not met.

k. Describe the scale of the proposed project according to the needs of the neighborhood and the needs of Nassau County.



Staff Response: the last year, Nassau County experienced a growth in population of 4.2% and in the next fifteen years, will be the seventh fastest growing County in the state. The number of building permits issued in the last two years is the highest in the County's history for any two-year period. New homes are needed for the increase in population. This criterion is met.

I. Are there other sites in this general location with similar zoning?

Staff Response: as seen in *Figure 2*, RS-1 zoning is found 0.75 miles southeast at the Roses Bluff subdivision and there are several PUDs to the southeast with similar density (1.5 to 2 dwelling unit per acre) and lot requirements to RS-1 (or smaller). This criterion is met.

CONCLUSION AND STAFF RECOMMENDATION

Staff believes that the requested amendment to RS-1 substantively meets the rezoning criteria, is consistent with the LDR land use category described in Comprehensive Plan Policy FL.01.02(E), and is consistent with the applicable Goals, Objectives and Policies of the Comprehensive Plan. Therefore, Staff recommends APPROVAL of application R22-007.

PZB RECOMMENDATION

At their meeting on August 30, 2022, the Planning and Zoning Board recommended approval of the rezoning application. The motion to recommend approval passed with a vote of 7-3.