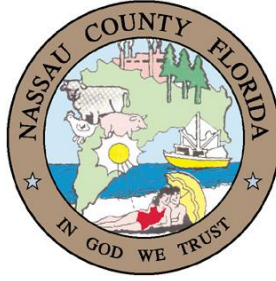


Nassau County
Planning and Economic Opportunity
Department
96161 Nassau Place
Yulee, FL 32097
(904) 530-6300



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Date of Hearing: October 17, 2017

Public Hearing Number: CPA17-007

A. General Information

Applicant: Gregory E. Matovina, Agent.

Owners: Beacon Street LLC

Request: Future Land Use Map amendment to change the classification of Industrial (IND) and Conservation I (CSV I) to Medium Density Residential (MDR), Commercial (COM) and Conservation I (CSV I) for approximately 196.78 acres.

Applicable Regulations: Policies FL.01.02 (B,C,D,G), FL.02.05, FL.11.08(C) FL.08.04, FL.08.05 and CS.02.10 of the 2030 Nassau County Comprehensive Plan; Sec. 163.3174, et. seq. F.S.

Related Application: Rezoning from IW to PUD (to be filed)

B. Site Information

Lot Size: 196.78 acres

Location: On the north and south sides of William Burgess Blvd. between Harts Road and U.S.17; TP # 42-2N-27-000-0003-0060

Directions: From the intersection of US 17 and SR200 proceed west on SR200 to Harts Road. Head south on Harts Road. Subject property is on the east side of Harts Road.

C. Existing Land Uses

Subject Site: Vacant Land

Surrounding: North: SF Residential
South: SF Residential
East: CSX RR
Industrial
Vacant Land
West: SF Residential
Vacant Land

D. Existing Zoning

Subject Site: Industrial Warehouse (IW)

Surrounding: North: Open Rural (OR)
South: Open Rural (OR)
East: Industrial Warehouse (IW)
Industrial Heavy (IH)
West: Open Rural (OR)
Residential Single Family 2 (RS-2)

E. FLUM Designation

Subject Site: Industrial (IND)
Conservation (CSV I)

Surrounding: North: Medium Density Residential (MDR)
South: Medium Density Residential (MDR)
East: Commercial (COM)
Industrial (IND)
West: Medium Density Residential (MDR)

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 one parcel of approximately 196.78 acres. This application requests to change the existing FLU designations from Industrial (IND) and Conservation I (CSV) to ±85 acres of Medium Density Residential (MDR), and ±30 acres to Commercial (COM) This application also requests that the remaining ±80.00 acres of onsite wetlands be kept designated as Conversation I (CSV I) in order to protect the existing, natural wetland features to the maximum extent practicable.

The proposed amendment is located within the William Burgess Mixed-Use Activity Center Overlay District, designated in Future Land Use Policy FL.02.05 (See Attachment C). Centered within ½ mile of the intersection of William

Burgess Boulevard and the CSX rail line running parallel to U.S. Hwy. 17, development within the William Burgess Mixed Use Activity Center shall promote sustainable, compact mixed use development. Within the boundaries of this overlay, the High-Density Residential (HDR) and Commercial (COM) Future Land Use Map (FLUM) designations, residential development may be permitted up to a maximum of twenty (20) units per acre, and shall have a maximum Floor Area Ratio (FAR) of 2.0, subject to conformance with goals and principles found in Policy FL.02.05 and with adopted design guidelines and performance standards in the Land Development Code.

This property was the subject of CPA08-004 (Ordinance 2008-19), which changed the FLUM designation from Medium Density Residential (MDR) to Industrial (IND). The parcel was limited to 2,050,000 square feet of High Cube Warehouse, ITE Code 152 or an equivalent combination of industrial uses generating no more than 305 p.m. peak hour trips due to concerns related to transportation concurrency. This was accomplished by a voluntarily proffered agreement memorialized in Future Land Use Element Policy FL.11.08(C). Because transportation concurrency requirements were rescinded in Nassau County in 2012, and transportation improvements, including the extension of William Burgess Blvd to US 17 have been accomplished since the time of this amendment, it will be recommended that this provision be removed from Policy FL.11.08 as part of this amendment.

A proposed rezoning will be filed for the parcel from Industrial Warehouse (IW) to Planned Unit Development (PUD). The proposed rezoning would be consistent with the proposed Medium Density Residential (MDR), Commercial (COM) FLUM designations, if approved.

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

The subject property is comprised of 196.79 acres. The property is currently vacant. It is located on the north and south sides of William Burgess Blvd. between Harts Road and U.S.17. Tax parcel #42-2N-27-000-0003-0060.

This property was the subject of CPA08-004 (Ordinance 2008-19), which changed the FLUM designation from MDR to Industrial (IND). The parcel was limited to 2,050,000 square feet of High Cube Warehouse, ITE Code 152 or an equivalent combination of industrial uses generating no more than 305 p.m. peak hour trips due to concerns related to transportation concurrency. It is recommended that this provision be rescinded as part of this amendment (see above).

The property is located within the area served by JEA.

Significant wetlands are present on the property. Approximately 80 acres of onsite wetlands and associated uplands shall remain designated as Conversation I (CSV I) in order to protect the existing, natural wetland features to the maximum extent practicable (See Attachment C). Since the wetlands

have been clearly identified for the subject property, the delimited wetland area will be noted specifically as Conservation I (CSV I) on the Future Land Use Map (FLUM).

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

The intent of this application is to adopt a Planned Unit Development (PUD) that will include up to three-hundred and fifty (350) single family residential units, four-hundred and fifty (450) multi-family residential units, one-hundred and fifty thousand (150,000) square feet of office space and one-hundred and fifty thousand (150,000) square feet of retail space. It is the intent of this PUD to create a sense of place in the form of a compact mixed-use walkable community, designed at a pedestrian scale that reflects the goals and principles of the William Burgess Mixed Use Activity Center Overlay district in which it is located.

4) *Economic and Service Impacts.*

Economic/Fiscal Impact

This amendment, and the companion PUD zoning that is proposed are located within the boundaries of the William Burgess Mixed Use Activity Center. It will include residential, commercial, office, and employment-generating uses. It will promote multi-modal transportation including walking, biking, and future transit systems. This includes the identification and reservation of a future commuter rail station.

One of the specific goals expressed in the County's Vision 2032 final report is to encourage mixed-use developments designed to accommodate multiple community activities and services in close proximity. By reducing infrastructure demand, mixed-use developments can generate a positive fiscal impact on County's financial resources. It is the County's objective to coordinate community efforts to develop high-value mixed-use developments that achieve this goal.

Water & Sewer

The property is located within an area served by JEA for water and sewer service. Approval of this application will not likely result in an increase in potential demands on the JEA portable water and sanitary sewer systems. (see Attachment A- Impact Analysis Summary). A letter of availability for water and sewer service will be required prior to the approval of site engineering plans for any development on this site.

Transportation

Approval of this application will likely result in a significant increase in the number of pm peak hour trips that may be generated to and from this site (see Attachment A- Impact Analysis Summary).

A thorough traffic analysis is being performed and will be submitted to the County for review as part of the proposed PUD zoning application, to assess what impacts the proposed mixed-use development may have on the surrounding area.

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

Pursuant to the LOS established in Policy ROS.01.03, The proposed amendment may generate an additional demand for up to 6.7 acres of community park land and 20 acres of regional park land (see Attachment A-Impact Analysis Summary). A significant percentage of the site will be reserved in the proposed PUD as public space for social and recreation purposes. These areas are differentiated from stormwater management facilities and wetland preservation areas. Public spaces will take the form of greens, courtyards, squares, pocket parks, viable sidewalk zones that activate the street, and other similar components of urban design. Multi-use trails, tot-lots, fitness stations, pocket parks, walking paths and similar elements are to be designed into the single family portion of the development. Specific requirements for all recreation facilities will be included in the Proposed Planned Unit Development (PUD) zoning for this site.

Public School Facilities

Due to the residential uses proposed within this application, Nassau County requires that the demand generated from all proposed residential developments remain consistent with the County's LOS standards for Public School Facilities. The project site currently resides within the Yulee South Concurrency Service Area. The demand generated will be reviewed by the Nassau County School District during the application's review process to verify that the proposed development will not cause the area's public school facilities to fall below existing LOS standards.

- 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.*

a) 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."

The proposed amendment and companion PUD will connect to existing

Nassau County and JEA infrastructure. This proposed amendment and the companion PUD zoning within the William Burgess Mixed Use Activity Center Overlay development standards permit mixed-use development designed to accommodate multiple community activities and services in close proximity. This can reduce infrastructure demand and generate a positive fiscal impact on County's financial resources.

b) Policy FL.08.05

"The Land Development Code shall provide incentives to 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."

Centered within ½ mile of the intersection of William Burgess Boulevard and the CSX rail line running parallel to U.S. Hwy. 17, this proposed amendment and the companion PUD zoning within the William Burgess Mixed Use Activity Center Overlay will include residential, commercial, office, and employment-generating uses. It will promote multi-modal transportation including walking, biking, and future transit systems. This includes the identification and reservation of a future commuter rail station. It will promote sustainable, compact mixed use development in a nodal development pattern that greatly reduces the effects of urban sprawl while also serving to alleviate traffic from the State Road 200/ A1A Corridor.

c) Policy CS.02.10

"Proposed development on parcels containing wetlands shall direct land uses away from wetlands by clustering the development to maintain the largest contiguous wetland area practicable and to preserve the pre-development wetland conditions. Proposed development shall first seek to avoid wetland impacts and then to minimize impacts when they are unavoidable consistent with state and/or federal permitting programs."

In addition to other wetland retention strategies, this amendment proposes keeping ±80.00 acres of onsite wetlands as conservation areas, designated as Conservation I (CSV I)

G. Staff Findings

1. The FLUM amendment is not sprawl as defined by Sec. 163.3177(6)(a)(9), F.S.
2. The FLUM amendment and the companion PUD zoning will incorporate and fulfill the goals and principles of the William Burgess Mixed Use Activity Center Overlay District designated in Future Land Use Policy FL.02.05.
3. The amendment will encourage efficient development patterns, and is otherwise in compliance with the Goals, Objectives and Policies of the 2030 Comprehensive Plan.

Attachment A

Impact Analysis Summary

Application: CPA17-007

Area: 196.79 acres

From Industrial (IND) & Conservation (CSV I)

To: Medium Density Residential (MDR), Commercial (COM) & Conservation (CSV I)

	Current (IND & CSV)	Proposed (COM/MDR/CSV)
Maximum Development Potential ¹	2,050,000 sq ft high cube warehouse	350 sf residential units 450 mf residential units 150,000 sq ft office 150,000 sq ft gen. retail
ITE Code ²	152	210, 220, 710, 820

	Current (IND & CSV)	Proposed (COM/MDR/CSV)	Net Impact
Population Projection- persons ³	0	2,000	2,000 persons
Transportation Impacts			
Trip Generation- PM peak hour(pmph) ²	305	1,363	1,058 pmph
Public Facilities Impacts			
Water (JEA)- gallons per day (gpd) ⁴	307,500	239,500	68,000 gpd
Sewer (JEA)- gallons per day (gpd) ⁴	307,500	239,500	68,000 gpd
Solid Waste Disposal- tons per year (tpy) ⁵	4,100	2,400	1,700 tpy
Recreation & Parks- acres (ac) ⁶	0	26.7	26.7 ac
Public Schools- students ⁷	0	453	453 students

¹ Policy FL.11.08(C), 2030 Comprehensive Plan, Nassau Crossing PUD Application (R17-0)

² Policy FL.11.08(C), 2030 Comprehensive Plan, ITE Trip Generation Report, 8th ed.

³ BEBR, Univ. of Florida, 2016

⁴ JEA, 2017

⁵ Policy SOL.01.01, 2030 Comprehensive Plan

⁶ Policy ROS.01.04, 2030 Comprehensive Plan

⁷ 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

