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1 **Staff Report and Recommendations for CPA 2022-19**

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3 **Copies of the application are available at the Clay County**  
4 **Administration Office, 3<sup>rd</sup> floor, located at 477 Houston Street Green Cove Springs, FL 32043**

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6 **Owner / Applicant Information:**

**Owner:** William Larry Carter and YL21, LLC

**Agent:** Kimley-Horn and Associates and  
Driver, McAfee, Hawthorne and Diebenow, PLLC

**Phone:** 904-828-3900

**Email:** Blair.Knighting@kinley-horn.com

**Address:** 12740 Gran Bay Pkwy West  
Suite 2350  
Jacksonville, FL 32258

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8 **Property Information**

**Parcel ID:** 28-04-25-008040-004-00 and  
28-04-25-008040-001-00

**Current Land Use:** Urban Core-10

**Proposed Land Use:** Urban Core-16

**Commission District:** 2, Comm. Compere

**Address:** Fountain Drive  
Orange Park, FL

**Current Zoning:** AR

**Acres:** 23.74 acres

**Acres affected by FLU change:** 23.74 acres

**Planning District:** Doctors Lake/Ridgewood

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10 **Introduction:**

11 This application is a Small-Scale Comprehensive Plan Amendment to the 2040 Future Land Use Map  
12 (FLUM). The application would change the Future Land Use (FLU) designation of two (2) parcels of land  
13 from Urban Core-10 to Urban Core-16.

14

15 The subject parcels are located on the west side of Oak Lane, just north of Blanding Blvd. and south of  
16 Fountain Drive. The parcels are vacant land with a small retention pond.

17

18 The applicant desires to construct a 270-unit multi-family project in 9 buildings with amenities.

19

20 A companion Rezoning application from AR to PUD follows this comprehensive plan amendment.

Figure 1 – Location Map



Figure 2 – Parcel Map

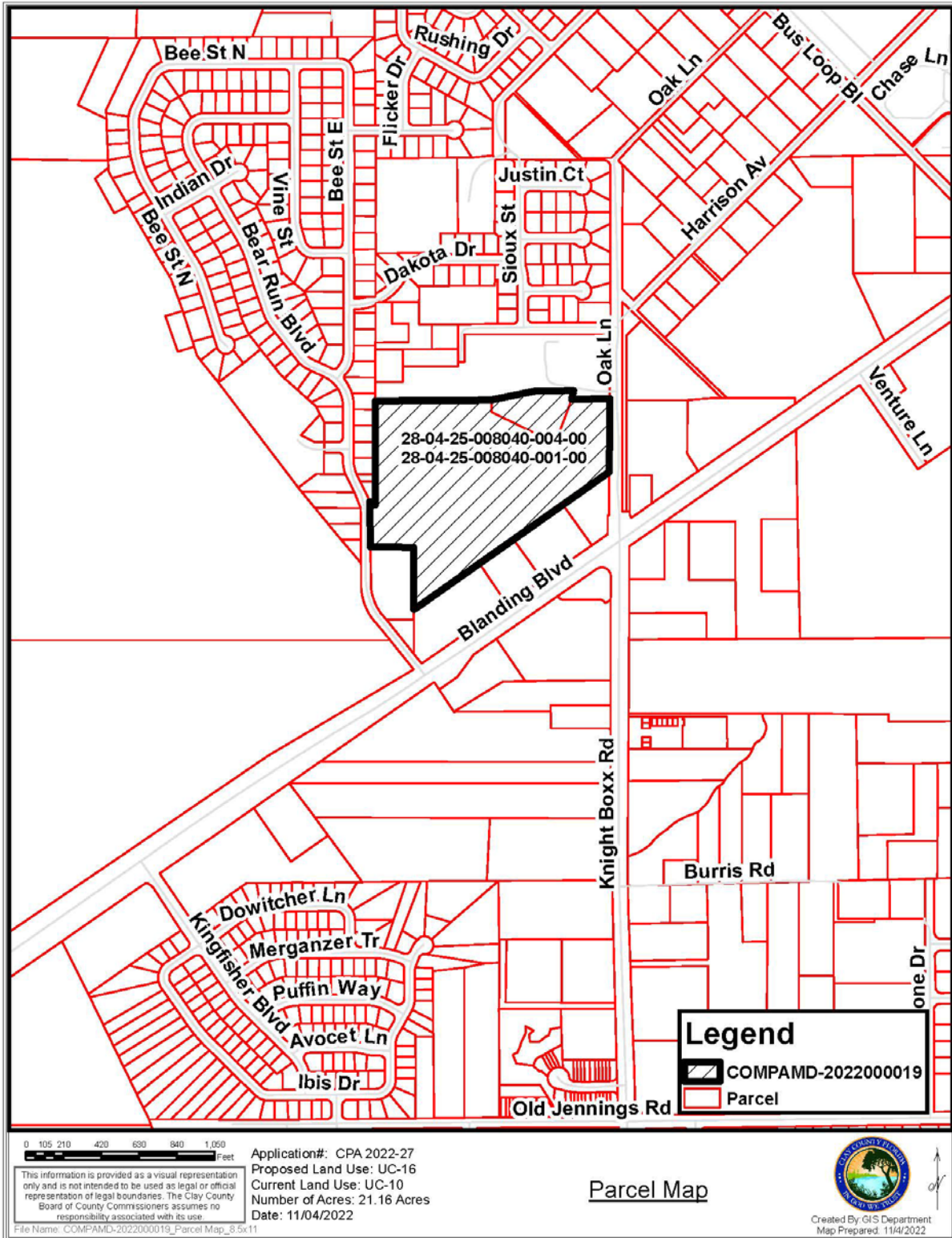




Figure 4 – Existing Future Land Use Designation Map

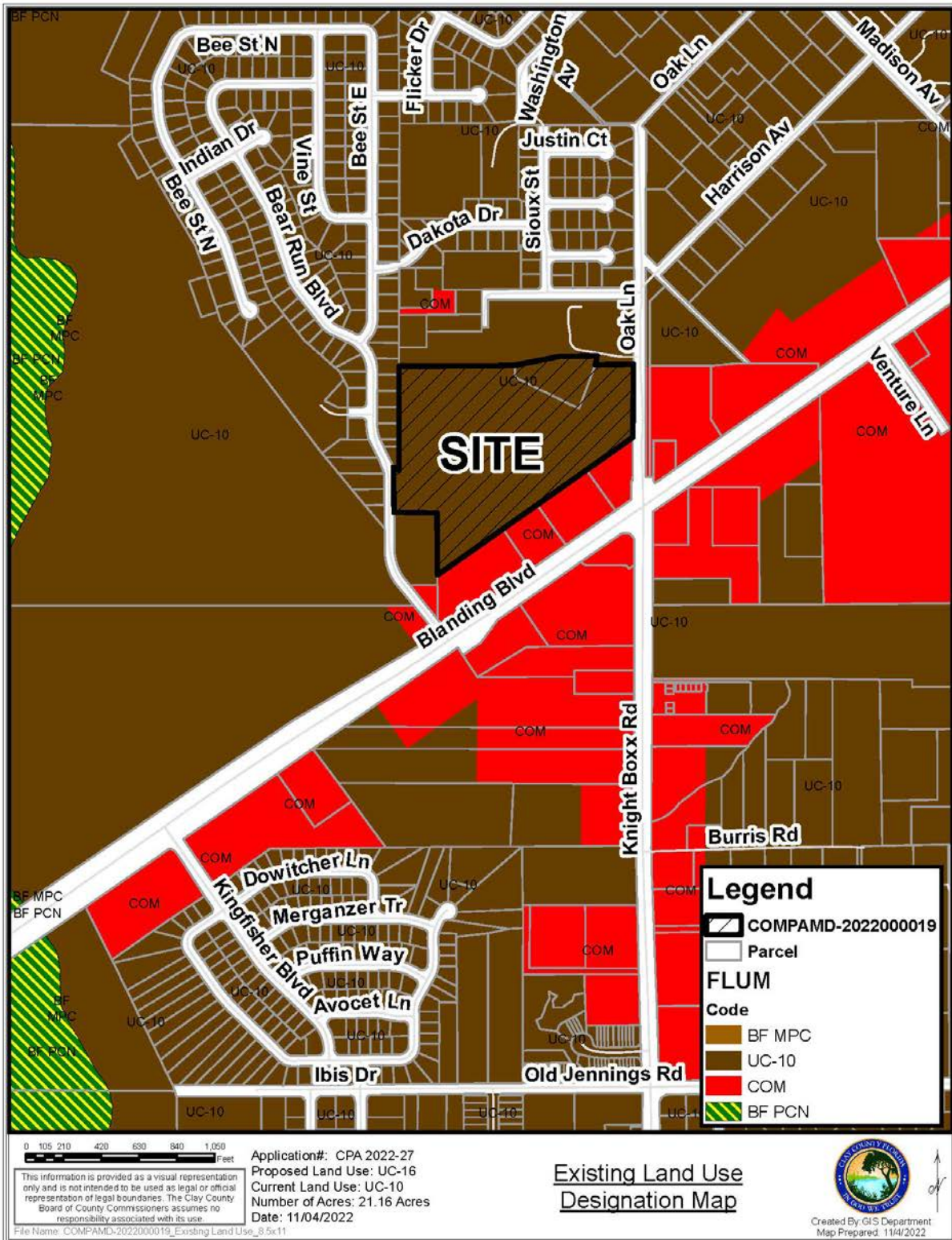


Figure 5 – Proposed Future Land Use Designation Map

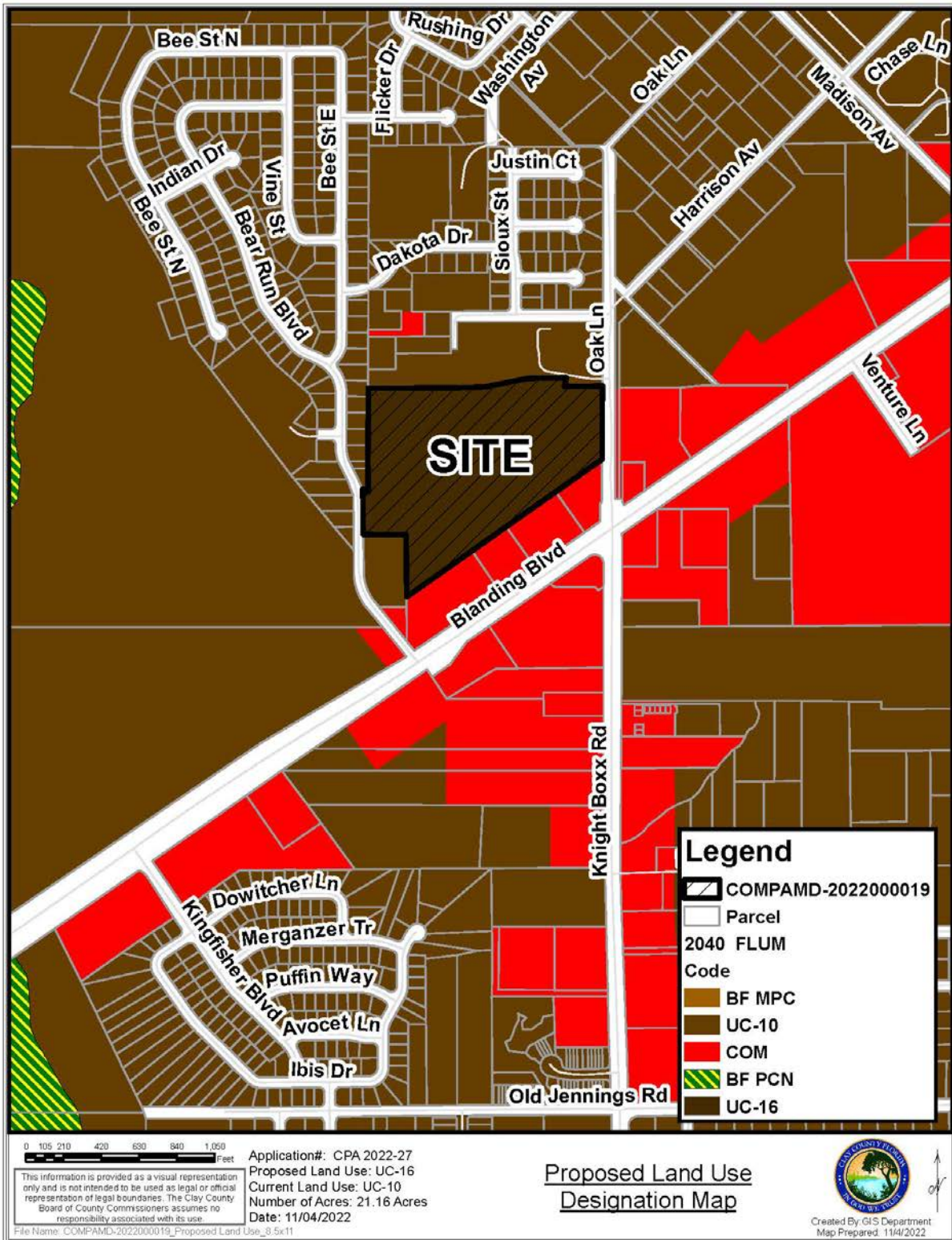
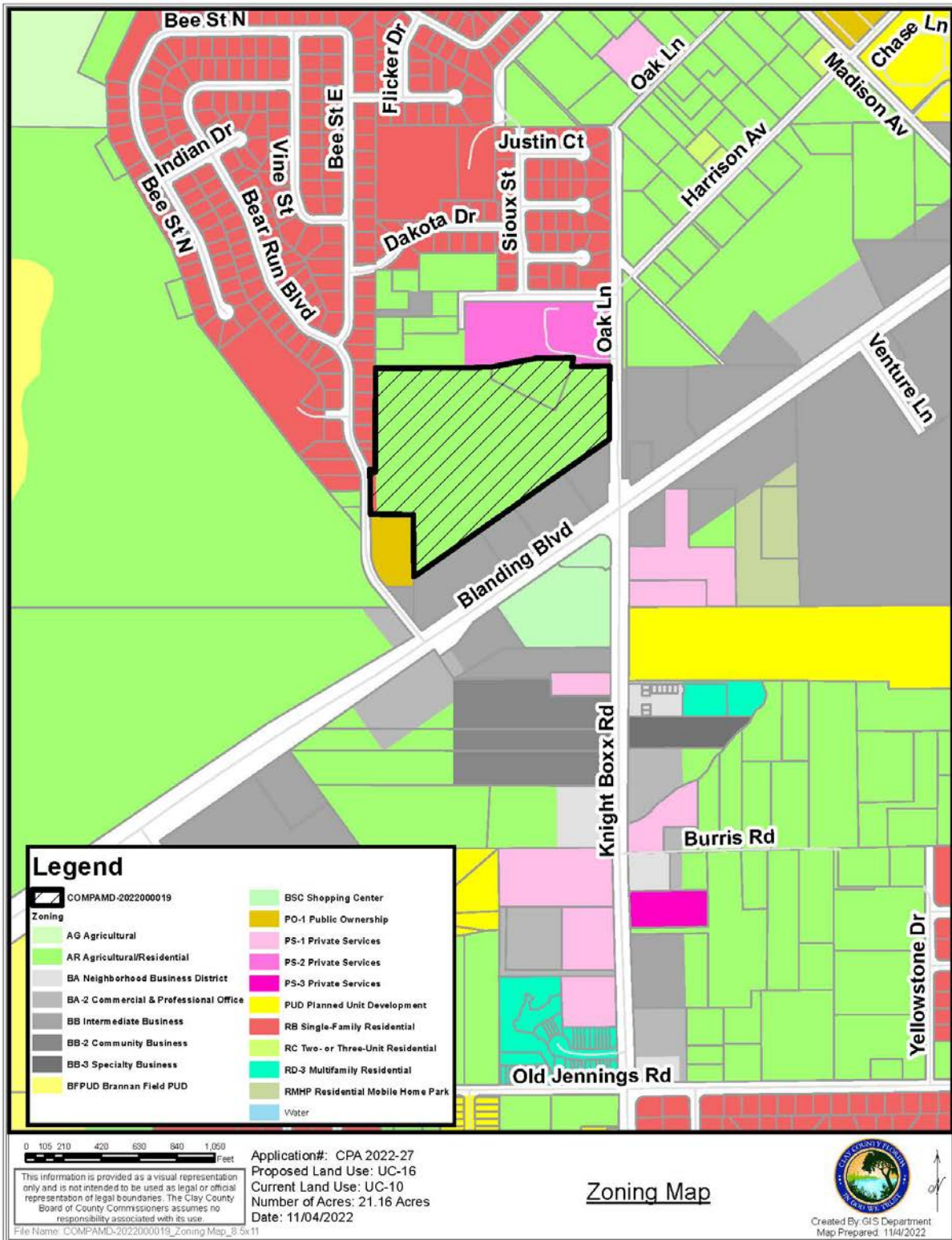


Figure 6 – Zoning Map



33 **Availability of Services**

34 **Traffic Facilities:**

35 The County’s Mobility Fee will apply to development of this property.

36 **Schools:**

37 Residential development on the subject parcel will be subject to the School Impact Fee.

38

39 **Recreation:**

40 Residential development on the subject parcel will need to provide necessary recreational amenities.

41

42 **Water and Wastewater:**

43 Water, Wastewater and Reclaim are available through the Clay County Utility Association.

44

45 **Stormwater/Drainage:**

46 Stormwater management for any new construction will need to meet County and Water Management District  
47 standards.

48 **Solid Waste:**

49 Clay County has existing solid waste capacity to service to the area.

**Chesser Island Road Regional Landfill Capacity**

Remaining Capacity -----	55,565,151 cubic yards
Daily Tons -----	4,537 tons
Rate of Fill -----	5,041 cubic yards per day
Estimated Fill Date -----	01/04/55
Years Remaining -----	38 years

50 *Source: Environmental Protection Division, Georgia Department of Natural Resources,*  
51 *Clay County 2040 Comprehensive Plan Data and Analysis,*  
52 *Community Facilities Element*

53

54 **Land Suitability:**

55

56 **Soils:**

57 See Figure 7.

58 **Flood Plain:**

59 Development impacts within any floodplain area on the subject parcels will be required to be mitigated. See  
60 Figure 8.

61 **Topography:**

62 The subject parcel is higher at the eastern side and slopes downward toward the west. See Figure 9.

63 **Regionally Significant Habitat:**

64 There has been a black bear sighting near the intersection of Blanding Blvd. and Knight Boxx Rd. See Figure  
65 10.

66 **Historic Resources:**

67 There are no historic resource structures on the subject parcel. A historic structure location has been mapped  
68 to the south of the subject parcel on Knight Boxx Rd. See Figure 11.

69 **Compatibility with Military Installations:**

70 The subject property is not located near Camp Blanding.

71

Figure 7 – Soil Map

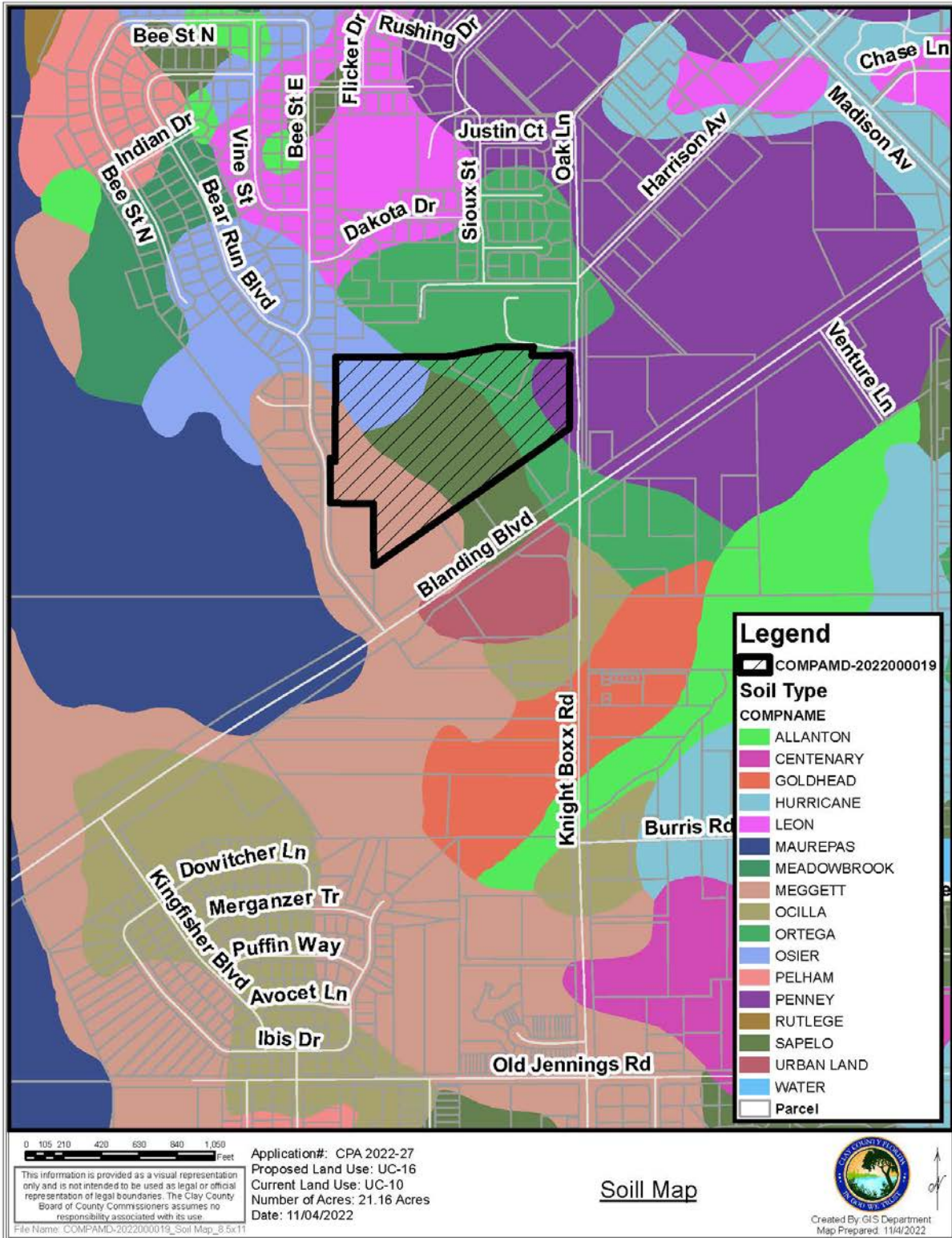


Figure 8 – Flood Zone Map

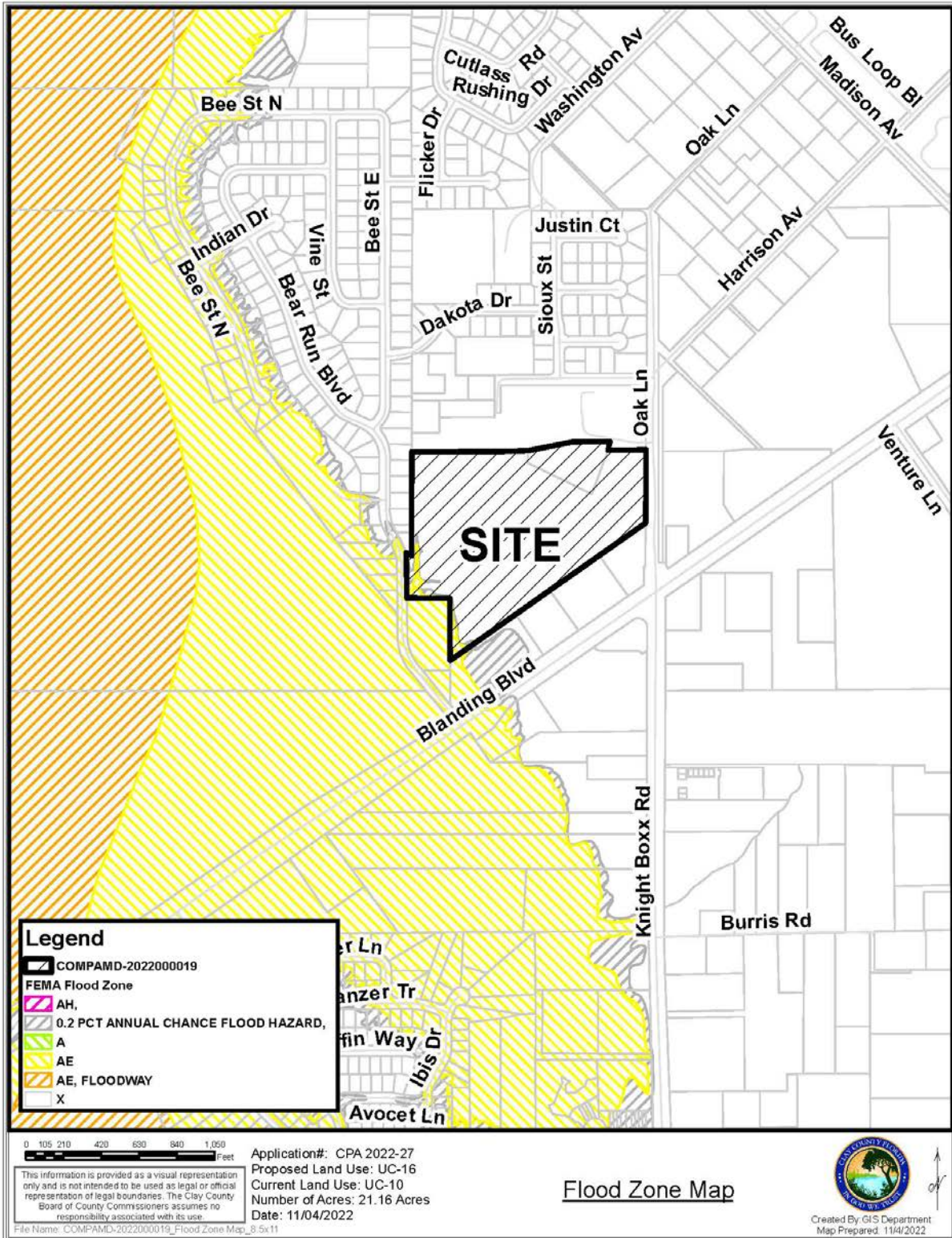


Figure 9 – Topography Map

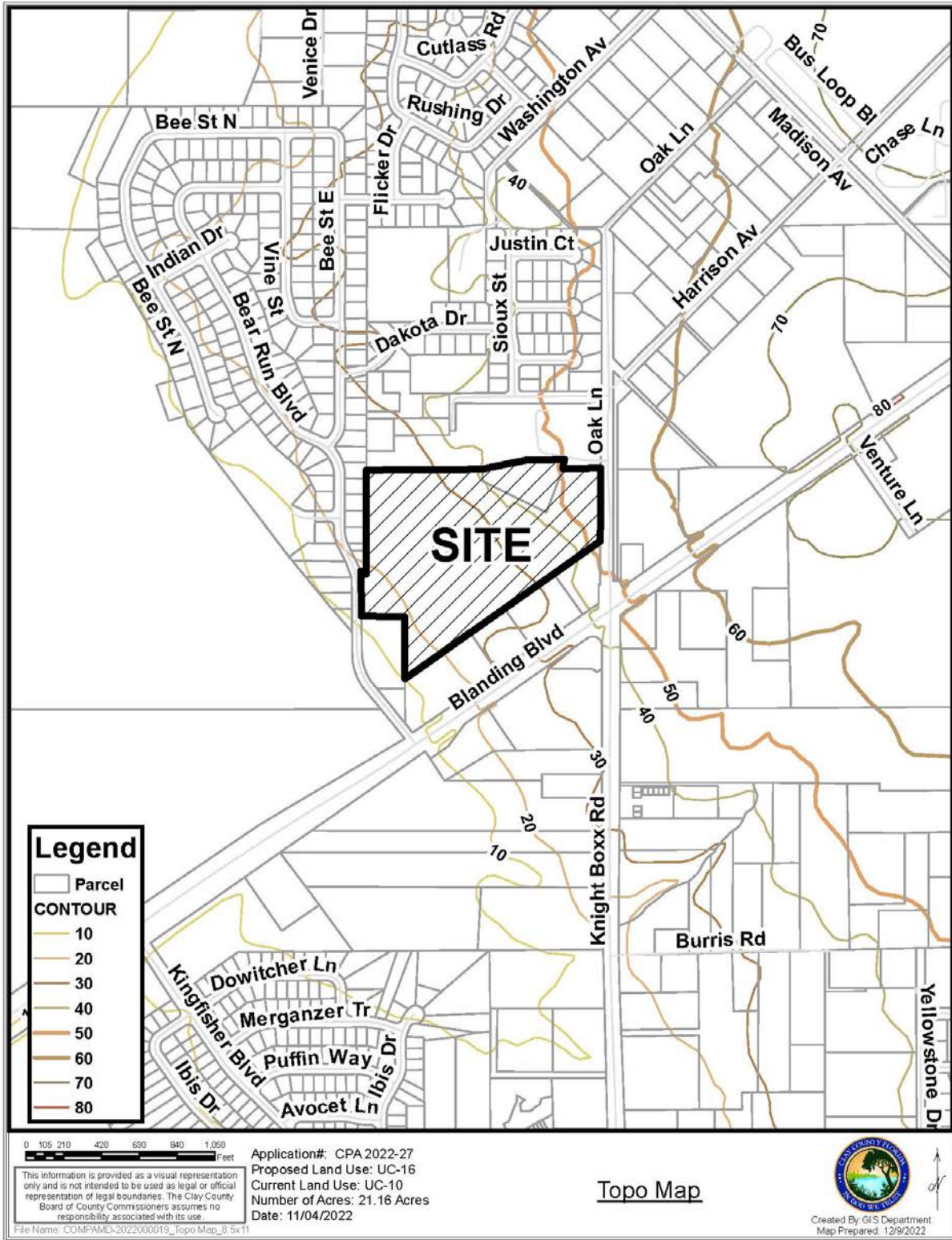


Figure 10 – Habitat Value Map

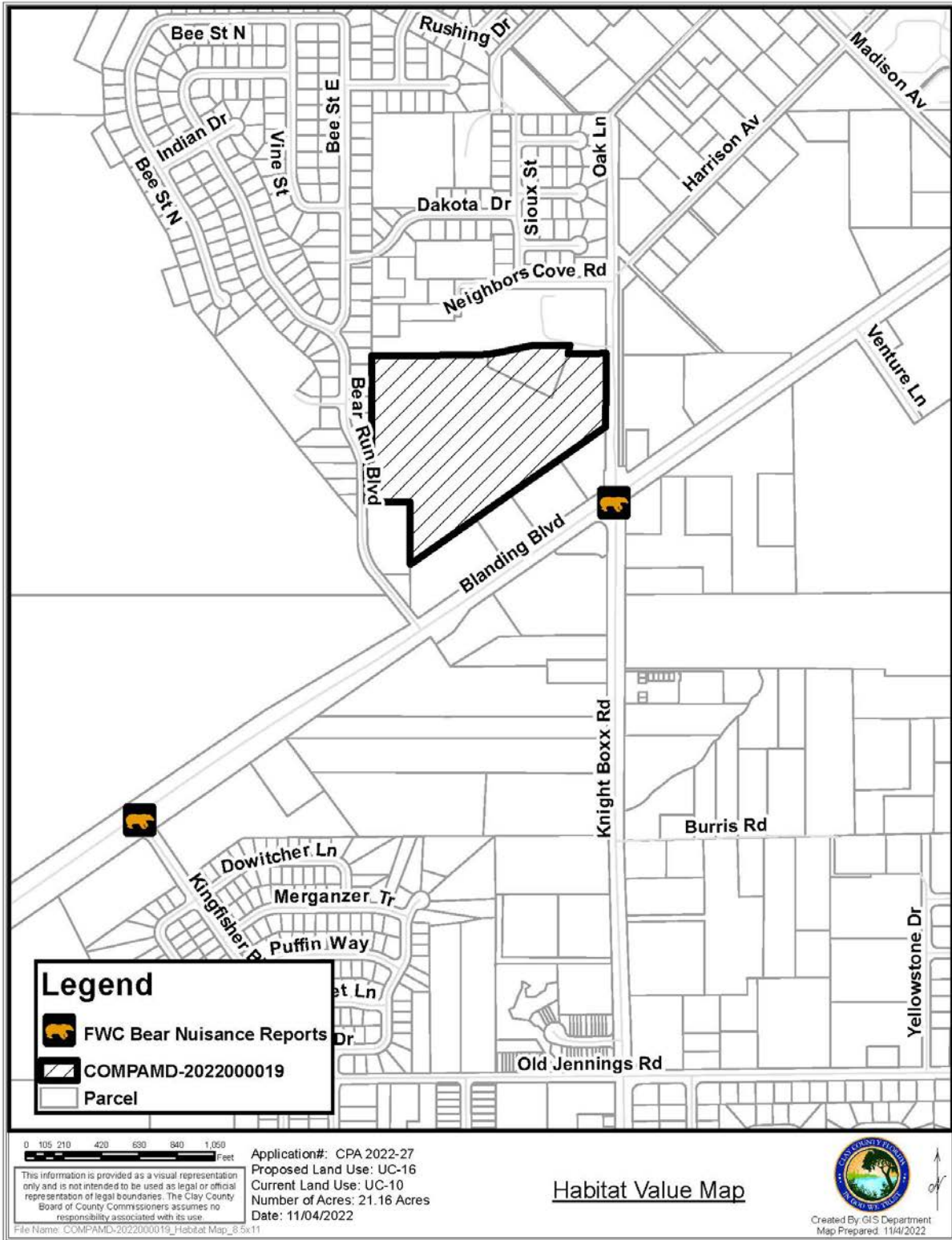
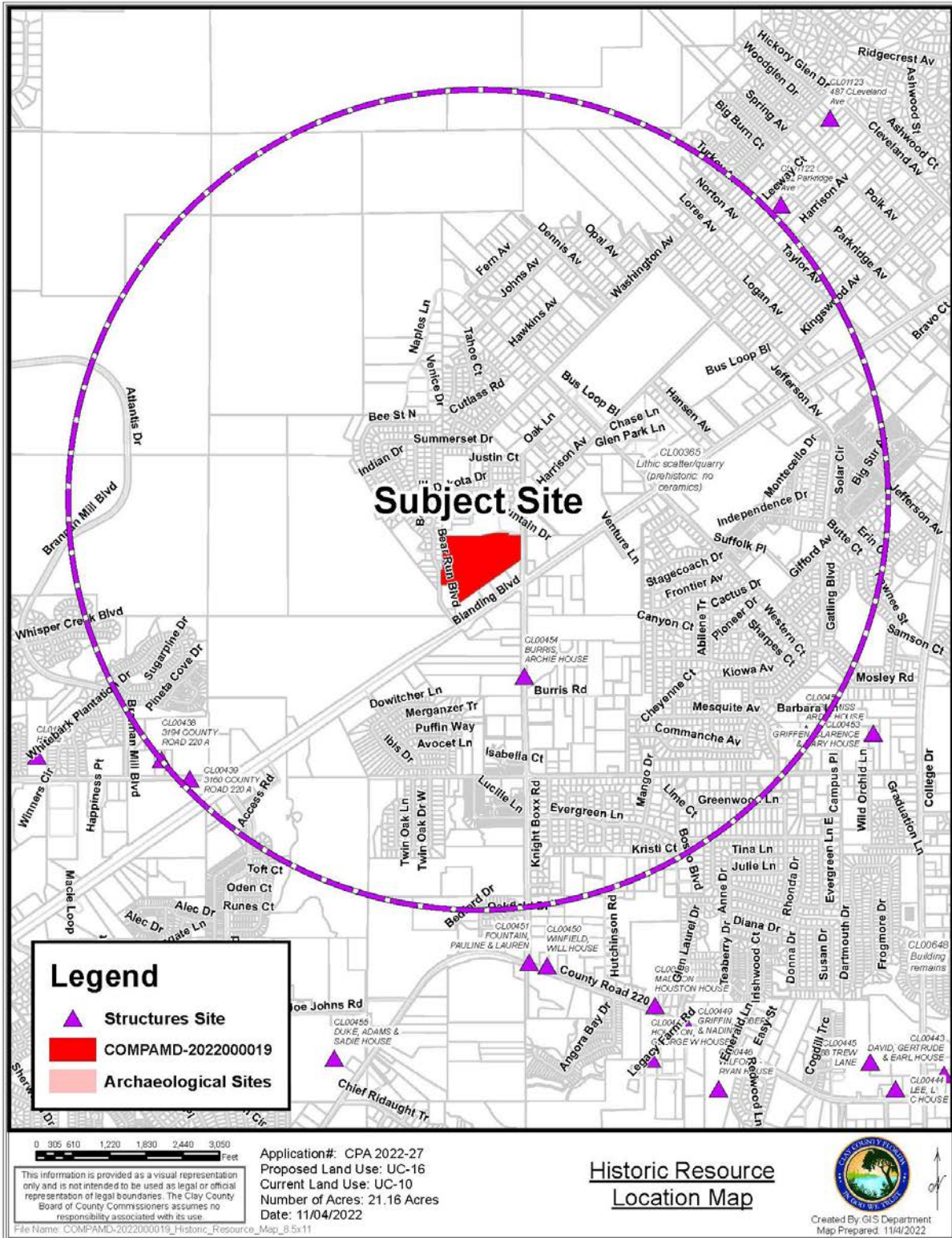


Figure 11 - Historical Resources



82 **Relevant Clay County 2040 Comprehensive Plan Policies**

83 The following Goals/Objective/Policies relate to the proposed Comprehensive Plan Amendment:

84 FLU Policy 1.4.1(7) Urban Core (10) (UC-10)

85 This designation is intended for land within the core of urban service areas and accessible to  
86 employment centers. Densities in this area shall range from a minimum of two units per net acre and  
87 a maximum of ten units per net acre. This classification includes single-family detached and attached,  
88 cluster and zero lot line dwellings, and multi-family housing.

89 Areas within this category may be suitable for a higher intensity use, upward to a maximum of ten  
90 units per net acres. Densities from seven to ten units per net acre may be approved if the location  
91 meets required points and the development provides central water and sewer system.

92 Review of specific densities shall be directed toward preserving the stability and integrity of  
93 established residential development and toward providing equitable treatment of lands with similar  
94 characteristics. Design techniques of landscaping, screening and buffering shall be employed to  
95 assure a smooth transition in residential structure types and densities.

96 A maximum density of 16 units per net acre may be allowed within the Urban Core (10) designation  
97 on the *Future Land Use Map* for the provision of housing for the elderly or handicapped and housing  
98 for very low-, low-income and moderate-income households. Location shall be based on need and  
99 criteria assessing proximity to the following: employment, mass transit, health care, parks,  
100 commercial services, and central utility services, as detailed in the Housing Element and land  
101 development regulations. A maximum 15 units per net acre may also be allowed if it is a proposed  
102 infill development meeting criteria of a Traditional Neighborhood Development.

103 FLU Policy 1.4.1(8) Urban Core (16) (UC-16)

104 This designation is intended for land within the core of urban service areas and accessible to  
105 employment centers. Permitted density within this area may be up to 16 units per net acre.  
106 The site must be served by central utility services and located within ¼ mile of a transit route.  
107 Where adjacent to single, two or three family residential, a six foot in height masonry wall  
108 (architecturally finished on all sides and if block wall, painted on all sides) or a six foot in  
109 height solid wooden fence with finished side out, shall be required in addition to the  
110 perimeter buffer requirements of Article VI of the Land Development Regulations.

111 A maximum density of 20 units per net acre may be allowed within the Urban Core (16)  
112 designation on the *Future Land Use Map* for the provision of housing for the elderly or  
113 handicapped and housing for very low, low income and moderate income households.  
114 Location shall be based on need and criteria assessing proximity to the following:  
115 employment, mass transit, health care, parks, commercial services, and central utility  
116 services, as detailed in the Housing Element and land development regulations.

117

118 Analysis Regarding Urban Sprawl

119 It is the intent of Clay County to discourage the proliferation of Urban Sprawl. As required by FS 163.3177,  
120 all proposed comprehensive plan amendments are to be analyzed to ensure that urban sprawl and its negative  
121 impacts are not promoted.

122 1. *Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as*  
123 *low-intensity, low-density, or single-use development or uses.*

124 Staff Finding: The proposed future land use change would allow the property to be redeveloped with a  
125 higher-density residential use.

126 2. *Promotes, allows, or designates significant amounts of urban development to occur in rural areas at*  
127 *substantial distances from existing urban areas while not using undeveloped lands that are available*  
128 *and suitable for development.*

129 Staff Finding: The subject property is surrounded by existing development. The proposed change is infill  
130 redevelopment in nature and not in a rural area.

131 3. *Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns*  
132 *generally emanating from existing urban developments.*

133 Staff Finding: The proposed amendment is infill, not a radial or strip type of development pattern. It will  
134 add a multi-family development between existing single-family and commercial uses.

135 4. *Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native*  
136 *vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers,*  
137 *shorelines, beaches, bays, estuarine systems, and other significant natural systems.*

138 Staff Finding: Future development of the subject parcels will be required to ensure no that natural systems  
139 are negatively impacted by the development.

140 5. *Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active*  
141 *agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime*  
142 *farmlands and soils.*

143 Staff Finding: This is an infill redevelopment project. There are no adjacent agricultural areas or activities.

144 6. *Fails to maximize use of existing public facilities and services.*

145 Staff Finding: The subject parcel is already served by potable water and gravity-based sewer.

146 7. *Fails to maximize use of future public facilities and services.*

147 Staff Finding: Future development of the subject parcels will be required to provide any infrastructure  
148 necessary to serve the development.

149 8. *Allows for land use patterns or timing which disproportionately increase the cost in time, money, and*  
150 *energy of providing and maintaining facilities and services, including roads, potable water, sanitary*  
151 *sewer, stormwater management, law enforcement, education, health care, fire and emergency*  
152 *response, and general government.*

153 Staff Finding: The subject parcel is surrounded by existing development and is already connected to services  
154 including roads, potable water, sanitary sewer, etc.

155 9. *Fails to provide a clear separation between rural and urban uses.*

156 Staff Finding: The subject parcel is located in an area already developed in an urban character.

157 10. *Discourages or inhibits infill development or the redevelopment of existing neighborhoods and*  
158 *communities.*

159 Staff Finding: The proposed amendment is infill development.

160 11. *Fails to encourage a functional mix of uses.*

161 Staff Finding: The existing FLU designation provides high density residential use which is currently limited  
162 in this area. The proposed FLU will increase the allowable density for this use.

163 12. *Results in poor accessibility among linked or related land uses.*

164 Staff Finding: The proposed change will not affect accessibility among related land uses.

165 13. *Results in the loss of significant amounts of functional open space.*

166 Staff Finding: The proposed amendment will not change the amount of functional open space required as  
167 compared to that required under the current FLU designation.

## 168 **Analysis of Proposed Amendment**

169 The proposed future land use change would increase the allowable density of the subject property by changing  
170 the existing Urban Core-10 FLU to Urban Core-16. This change will retain the residential use of the property  
171 as a buffer between the neighboring residential districts to the west and north, and the commercial districts  
172 to the south and east, as shown in the table below:

	Future Land Use	Zoning District
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North	UC-10	AR and PS-2 (Single Family homes and Poochie's Dog Park)
South	Commercial	PO-1 (Clay County Health Dept and Tax Collector) and BB (various commercial uses)
East	Commercial	BB (Goodwill store and Mobil Food Mart)
West	UC-10	RB (Single Family homes)

173

174 Parcels with the UC-10 FLU designation have a base maximum density of 2 units per acre. Parcels that are  
 175 served by central water and sewer and are located within ¼ mile of a transit route, such as these subject parcels,  
 176 have a maximum density of 10 units per acre. If the parcels meet the Traditional Neighborhood Design (TND)  
 177 criteria, then the maximum density is increased to 15 units per acre. If the parcels are developed for  
 178 low/moderate income, elderly or handicapped housing the maximum density is increased to 16 units per acre.

179 The UC-16 FLU allows for a maximum density of up to 16 units per acre. If the parcels are developed for  
 180 low/moderate income, elderly or handicapped housing the maximum density is increased to 20 units per acre.

181 The applicant is proposing to develop the subject parcels at a density of 12.9 units per net acre which is less  
 182 than the base maximum density allowed by the proposed UC-16 FLU. The subject parcels do not meet the  
 183 criteria for a TND development. While the parcels could be developed under the present UC-10 FLU  
 184 designation at a density of 16 units per acre if the development was limited to income dependent, elderly or  
 185 handicapped residents, the applicant intends to develop market rate apartments and has therefore requested  
 186 this FLU change from UC-10 to UC-16.

187 The proposed amendment is in keeping with the intent of the comprehensive plan.

188

189 **Recommendation**

190 Staff recommends approval of CPA 2022-19.