

Scope of Proposed FLUM Amendment

UC-10 and IND to UC-10

Clay Parcel No. 40-04-25-020673-000-00

The purpose of this amendment application is to amend the Future Land Use designation of land located on College Drive: changing the land use category for 13.51 acres of land currently within the Urban Core -10 and Industrial land use categories to the Urban Core-10 category (**Exhibit A**) (the “Subject Property”). Access to the Subject Property will be secured over Parcel No. 40-04-25-020674-001-00.

Located in the Doctors Inlet/ Ridgewood Planning District, the Subject Property is approximately one half mile south of Blanding Boulevard with access on College Drive immediately north of Peoria Road.

This plan amendment application addresses the impacts to infrastructure that would result under the maximum development permitted under the requested UC-10 land use category and compares those impacts to the impacts that would be generated under the existing UC-10 and IND designations. Actual development may be less than the maximum permitted in each land use category; the analysis looks at the most development that could occur.

The County applies concurrency to potable water, sanitary sewer, drainage, recreation & open space, solid waste and public school facilities. For each of these infrastructure types, the impact of the additional development (over what is permitted under the existing land use designation) is calculated and an analysis of the availability of sufficient capacity to accommodate the additional impacts is performed. This analysis of the increased development permitted under the proposed amendment concludes that there are no unmitigated deficiencies in public infrastructure that will be created by the proposed change to the land use designations.

Clay County repealed transportation concurrency in September 2020 and has replaced that system with Mobility Fee which allows the County to apply the funds received to needed transportation improvements.

Background

Adopted Future Land Use Designation

One and a half acres of the Subject Property is currently designated as UC-10; this area will remain UC-10 under the proposed FLUM amendment. The balance, 12.01 acres, will change from the Industrial to the UC-10 category under this FLUM amendment. There is a Conservation Easement (ORB 1420 PG 2091) over 1.36 acres of the Subject Property; the area under conservation easement does not permit development and so is excluded from the analysis. The analysis of developable land in this application and the impact analysis provided to support this proposed small scale plan amendment is based on a total developable acres of 10.65 acres (total UC-10 after the proposed amendment is 12.15 acres, 1.36 acres of which are encumbered by a Conservation Easement)).

Existing Use of the Property

The Subject Property is currently vacant.

Adjacent Land Use

Located west of College Drive at Peoria Road, the Subject Property is adjacent to the following land uses:

Northeast	Commercial
Southwest	Urban Core – 10
Northwest	Industrial
Southeast	Commercial

Development to the northeast consists of covered storage for equipment and vehicles (Bell South); the industrial use to the northwest (IA Zoning) accesses Parkridge Avenue to the north. Development to the southwest is single family residential on 40 foot lots. To the southeast, between the Subject Property and College Drive, are commercial storefronts on one (1) acre parcels that directly access College Drive. Across College Drive is a private daycare (PS-1 Zoning), OP Learning Center/Pre-School, and a commercial shopping center.

Maximum Development Potential

Existing Land Use

Industrial Land Use

- 12) Industrial – “IND”: This designation accommodates the full range of industrial activities. The specific range and intensity for uses appropriate in a particular industrial area varies by location as a function of the availability of public services and access, and compatibility with surrounding uses shown on the *Future Land Use Map*. Through the zoning review process the use of particular sites or areas may be limited to allowable uses specified and defined by the Land Development Regulations.

Maximum Floor Area Ratio 0.50

Proposed Land Use

Urban Core 10 Land Use

The maximum development potential for the proposed UC-10 land use category is 16 units per acre based on the points system established in the future land use element:

FLUE Policy 1.4.1

- 7) Urban Core (10) - “UC-10” (Urban): This designation is intended for land within the core of urban service areas and accessible to employment centers. Densities in this area shall range from a minimum of two units per net acre and a maximum of ten units per net acre. This

classification includes single-family detached and attached, cluster and zero lot line dwellings, and multi-family housing.

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

FLUE Policy 1.4.5 establishes the right to 10 units per acre within the UC-10 land use, subject to the points system established by the policy. A minimum of 120 points is required to achieve a density of 10 units per acre; the Property obtains 125 points (points achieved are in bold); it achieves the highest number of potential points under each category except access; College Drive is a major collector (highest is arterial access).

FLU POLICY 1.4.5

In addition to the requirements for clustering and reservation of Open Space referenced above, developments proposed in the Agricultural/Residential, Rural Residential, Rural Fringe, Urban Fringe, Urban Core, and Mixed-Use areas may occur at the higher of the densities stipulated in this Element provided that such developments comply with the following conditions:

Points Award Criteria	
Criteria	Points
<u>Proximity to fire protection</u>	
0 to 3 miles	20
3.1 to 6 miles	10
<u>Proximity to emergency medical services</u>	
0 to 3 miles	20
3.1 to 6 miles	10
<u>Paved access to arterial or collector roads that meet or exceed LOS standards</u>	
Nearest LOS road is arterial	10
Nearest LOS road is collector	5
<u>Central water and sewer facilities provided</u>	
Central water and sewer	50
Central sewer only	20
Central water only	20
<u>Proximity to schools</u>	
Within 1.5 miles of nearest school (requiring no busing)	20

Over 1.51 miles from nearest school (requiring busing) 10

Additional reservation of open space above minimums
(one point for every one percent of land placed in open space
above minimums up to 25 points; see b. next) max. 25

Proximity to mass transit route
Within ¼ mile 10

FLUE Policy 1.3.5 provides that developments proposed to serve moderate-income households are to be reviewed on specific criteria:

All proposed developments for very low-, low- and moderate-income housing or elderly or handicapped housing shall be reviewed based on the following: 1) Need for the type and amount of housing proposed. 2) Mandatory provision of water and sewer services 3) Compatibility with adjacent land uses. 4) Evaluation using the weighted points system described below. The low- and moderate-income categories to be served by the proposed development shall be defined using HUD standards.

The Subject Property meets the criteria as follows:

- 1) Need for the type and amount of housing proposed.
Clay County documents its lack of moderate income housing by offering waivers against mitigation /impact fees for transportation, law enforcement, fire/rescue facilities, jails and constitutional facilities, community parks, regional parks, libraries / cultural facilities.
- 2) Mandatory provision of water and sewer services.
The proposed development will be served by central water and sewer and reclaimed water.
- 3) Compatibility with adjacent land uses.
Adjacent land uses to the north, east and west are developed with freestanding commercial or light industrial structures and parking; the proposed multi-family use is less intense than these adjacent uses. To the south, small (40' wide) single family lots will be buffered by distance (the nearest structure is over 250 feet from the southerly property line), an opaque fence and vegetated buffers; height limitations for the multi-family structures are included in the proposed PUD Rezoning.
- 4) Evaluated using the weighted point system in HOU Policy 1.3.6. The Subject Property achieves 60 out of a possible 60 points under HOU Policy 1.3.6 (see below).

The locational standards for increased density from 10 units per acre to 16 in UC-10 are included in the Housing Element:

HOU POLICY 1.3.6

WEIGHTED POINT SYSTEM: VERY-LOW, LOW- AND MODERATE-INCOME HOUSING

Housing developments for very low-, low- and moderate-income occupants will be evaluated for the appropriateness of increased density based upon their proximity to the following: employment, commercial services, mass

transit, parks and schools. Location relative to commercial and industrial centers will be considered an indication of proximity to employment.

In addition, to achieving 60 points under the system established in Housing Policy 1.3.6, the Subject Property is located one half mile from Fire Station 17. The Subject Property is eligible for a density of 16 units per acre for the provision of very low, low or moderate income housing:

1) Proximity to commercial and industrial services and employment. Proximity shall be determined by the proposed development's location relative to boundaries drawn with one-and one and one-half-mile radii from the nearest existing (active) commercial or industrial use shown on the *Future Land Use Map*. Allow a maximum of 20 points based on the distance in miles to the nearest existing commercial or industrial use. Points will be awarded as follows: 0 to 1 mile or transportation provided by development (20 points); 1.1 to 1.5 miles (10 points).

Distance to nearest commercial or industrial use: 0 miles = 20 points

2) Proximity to mass transit routes. Proximity shall be determined by the proposed development's location relative to boundaries drawn with one- and one and one-half-mile radii from the nearest mass transit stop. Allow a maximum of 20 points based on the distance in miles to the nearest mass transit stop. Points will be awarded as follows: 0 to 1 mile, or transportation provided by development (20 points); 1.1 to 1.5 miles (10 points). The Subject Property is located on the Blue Line:

Distance to mass transit routes: 0 miles = 20 points

3) Proximity to parks. Proximity shall be determined by the proposed development's location relative to boundaries drawn with one- half- and one-mile radii from the nearest neighborhood or community park. Allow a maximum of 10 points based on the distance in miles to the nearest neighborhood or community park. Points will be awarded as follows: 0 to .5 mile or park provided on site (10 points); .6 to 1 mile (5 points).

Distance to nearest park: 0.5 miles = 10 points

4) Location within walking distance of a public school, as indicated by a radius drawn from the nearest public school. Clay County School Board standards for walking distance will be used for the radii (1.5 miles for grades K-6; two miles for grades 7-12). Allow a maximum of 10 points based on the distance in miles to the nearest public school. Points will be awarded as follows: 0 to 1.5 miles to an elementary school or zero to two miles to a junior high or high school (10 points). No points for location outside the walking distance.

Distance to Ridgeview High School <1.5 miles = 10 points

In order to proceed with development of increased density housing for very low-low-and moderate-income households in the Rural Fringe, Urban Fringe, Urban Core (10), Urban Core (16) and Mixed Use designations on the *Future Land Use Map*, the

development must achieve a minimum of 30 out of a possible 60 points available, as set forth in the Weighted Point System for Low-and Moderate-Income Housing above.

<u>Total</u>	<u>60 points</u>
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The maximum development potential under the existing land use designations of IND and UC-10 is (total 13.51 less 1.36 acres subject to a Conservation Easement):

IND	10.65 acres * 43,560 * 0.5 FAR	=	231,957 square feet
UC-10	1.5 acres * 16 du/acre	=	24 dwellings

The maximum development potential for the Subject Property under the requested UC-10 land use designation is 12.15 acres * 16 units per acre, or 194 dwellings.

This plan amendment application addresses the impacts to infrastructure that would result under the maximum development permitted in the land use category that is being requested and compares those impacts to the maximum impacts that could be generated under the existing land use designation. Actual development may be less than the maximum permitted in each land use category; the analysis looks at the most development that could occur.

The County applies levels of service (concurrency) to transportation, potable water, sanitary sewer, drainage, recreation & open space, solid waste and public school facilities. For each of these infrastructure types, the impact of the additional development (over what is permitted under the existing land use designation) is calculated and an analysis of the availability of sufficient capacity to accommodate the additional impacts is performed. This analysis of the increased development permitted under the proposed amendment concludes that there are no unmitigated deficiencies in public infrastructure that will be created by the proposed Future Land Use amendment.

Suitability

See **Exhibit C**, Environmental Assessment for the Subject Property.

The proposed UC-10 land use is less intense than the current Industrial land use designation for the Subject Property.

Impacts to Adopted Levels of Service

The County maintains a concurrency management system for the provision of solid waste, sanitary sewer, potable water and stormwater management. It has implemented a Mobility Fee that is assessed to new development to mitigate the impacts to transportation and impact fees for park & recreation facilities to mitigate new development's impact to these facilities.

Solid Waste

Solid waste disposal is funded by the County on a county-wide basis by monitoring waste generation rates and applying collection and disposal fees assessed each property annually.

Development on the Subject Property will be subject to the fees determined by the County to be appropriate for the end use.

Sanitary Sewer

The Subject Property lies within the Urban Service Area for the County and is served by the Clay County Utility Authority. The demand for sanitary sewer for the proposed land use represents an increase in demand of 25,379 gpd over the existing land use designations.

Existing	231,957 SF Industrial * 100 gpd/1000 SF	= 23,195 gpd
	24 DU * 277 gpd	= 6,648 gpd
Proposed	194 DU * 277 gpd	= 53,738 gpd

There is adequate capacity in the CCUA system to accommodate the projected increase in demand.

Central Water

The Subject Property lies within the Urban Service Area for the County and is served by the Clay County Utility Authority. The demand for potable water for the proposed land use represents an increase in demand of 31,499 gpd over the existing land use designations.

Existing	231,957 SF Industrial * 100 gpd/1000 SF	= 23,195 gpd
	24 DU * 311 gpd	= 7,464 gpd
Proposed	194 DU * 311 gpd	= 60,334 gpd

There is adequate capacity in the CCUA system to accommodate the projected increase in demand.

Stormwater Management

Development will be subject to the County's level of service standard for stormwater management facilities required to treat and mitigate the effects of stormwater generated by proposed development..

Recreation and Open Space

The County has adopted an impact fee to address recreation facilities needed to increase the level of service for parks and park improvements; new development will be subject to this fee.

Public School Facilities

The FY 2022/23 EFP for the Clay School District establishes the student generation rate for multi-family units.

The existing land use designation of UC-10 on 1.5 acres, at its maximum development potential would generate a demand for student stations as follows:

Elementary	0.105 students/ MF unit * 24 units	=	3 student stations
Junior High	0.021 students / MF unit * 24 units	=	0.5 student stations
Senior High	0.063 students/ MF unit * 24 units	=	1.5 student stations

The proposed land use of UC-10 on 12.75 acres, at its maximum development potential would generate a demand for student stations as follows:

Elementary	0.105 students/ MF unit * 194 units =	20 student stations
Junior High	0.021 students / MF unit * 194 units =	4 student stations
Senior High	0.063 students/ MF unit * 194 units =	12 student stations

The proposed land use change will increase the potential demand for student stations by 18 at the elementary level, 3 at the junior high level and 11 at the high school level. The Subject Property lies within the attendance boundary for the following public schools:

Lakeside Elementary
Lakeside Junior High
Ridgeview High School

The FY 2022/23 EFP for the Clay School District identifies that capacity is available in the 2022/23 school year in each impacted school and is also projected to be available in 2026/27 (five year horizon).

Justification for Proposed FLUM Amendment

Consistency with Comprehensive Plan

Urban Sprawl

The current land use for the Subject Property is reflective of Clay County's land use decisions from the early 1990's when College Drive was forecast to be a light industrial corridor. With the addition of the FCE interchange at Blanding located 4 miles to the south, construction of the Thrasher-Horne Center, investments in the St. Johns River State College located a mile south of the Subject Property on College Drive, inclusion of this corridor in the transit line that serves Clay County and the addition of social service providers in this corridor, the County's vision for College Drive has changed to one of mixed use. The property's location is such that it is eligible as infill development under FLUE Policy 1.6.16, exhibiting close proximity to the listed infrastructure.

FLU POLICY 1.6.16

Density bonuses will be allowed for eligible infill TND development within the Urban Core and Urban Fringe land use categories. To be eligible for the bonus, demonstration of adequate public facilities including water, sewer and transportation facilities to serve the site must be provided.

Section 163.3177 (6)(a)(9)(a), Florida Statutes requires that any amendment to the FLUE discourage the proliferation of urban sprawl and establishes indicators of sprawl. The proposed amendment to UC-10 does not meet any of the primary indicators listed:

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.

The Subject Property increases the mix of uses within an urban corridor of the County; the permitted density is not low-density.

(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.

The proposed amendment is not located in a rural area and is eligible for increased density in recognition of its designation as infill development pursuant to FLUE Policy 1.6.16.

(III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

The proposed amendment is infill development and does not promote a radial, strip, isolated or ribbon pattern.

(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.

The existing Conservation Easement on the Subject Property adequately protects the mitigation provided by the easement; the wetlands on site that are proposed to be filled and mitigated are isolated and by their location within an urban corridor of the County are not part of a significant natural system.

(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.

The Subject Property is vacant urban land located between a commercially developed major arterial corridor, single family residential development and industrial development. There are no adjacent agricultural areas or activities.

(VI) Fails to maximize use of existing public facilities and services.

The Subject Property is located so as to achieve/obtain all of the urban infill and density bonus points available under the County's infill and mixed use policies.

(VII) Fails to maximize use of future public facilities and services.

Development of the Subject Property is recognized by the County as urban infill, the definition of which is maximization of existing and 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.

As urban infill, development on the Subject Property will decrease the cost in time, money, and energy of providing the listed services.

(IX) Fails to provide a clear separation between rural and urban uses.

There are no rural uses in proximity to the Subject Property.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

The proposed amendment is urban infill.

(XI) Fails to encourage a functional mix of uses.

Residential development in the College Drive corridor increases the functional mix of uses, supporting the existing and future commercial, education and service uses within the corridor and immediately adjacent Blanding Boulevard corridor.

(XII) Results in poor accessibility among linked or related land uses.

Development on the Subject Property will have direct access to College Drive and the related service and commercial uses supported by multi-family development.

(XIII) Results in the loss of significant amounts of functional open space.

The Subject Property does not include functional open space.

Section 163.3177 (6) (a) (9) (b), Florida Statutes requires that amendments to the FLUE achieves four or more of the stated criteria. The Subject Property achieves four of the stated criteria:

(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

(III) Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

(IV) Promotes conservation of water and energy.

(VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

Mixed Use Corridor

The College Drive Corridor already exhibits some characteristics of mixed use; the only missing component is housing diversity. The proposed multi-family residential use is supported by close proximity to services:

	<u>Service</u>	<u>Distance</u>
Health care	St. Vincent's Hospital	4 miles
Public transit	Blue Line	0 miles
Schools	Ridgeview High School	1,500 feet
Neighborhood Parks	VE Varnes	1,000 feet (walk)
	Moody Road	1 mile (walk)
Community Park	Tanglewood	1 mile (walk)
Fire	Station 17	2,500 feet
Higher Education	St Johns River State College	5,000 feet
Social /Commercial	daycare, retail, gas	Adjacent /Blanding Blvd
Grocery	food access	2,000 feet (Blanding)

The proposed amendment will increase housing diversity in this area of the County and further the County's goals for a mixed use corridor.

The following policies of the 2040 Comprehensive Plan support the proposed amendment:

FLU POLICY 1.1.5

The County shall protect its natural resources and agricultural lands by encouraging new development to locate as "in-fill development" in existing urbanized areas.

FLU POLICY 1.6.1

Clay County shall encourage Urban Infill and/or Redevelopment.

FLU POLICY 1.6.2

Infill sites with plans of appropriate density and amenities are encouraged to be developed.

FLU POLICY 1.6.16 (portion)

Density bonuses will be allowed for eligible infill TND development within the Urban Core and Urban Fringe land use categories. To be eligible for the bonus, demonstration of adequate public facilities including water, sewer and transportation facilities to serve the site must be provided. Suitability of the site for the increased density must also be demonstrated prior to receiving approval for the density. Infill sites are defined as follows:

FLU OBJ 1.7 The County shall encourage land use patterns and development that promote walking, bicycling and public transportation use and make these transportation options a safe and convenient choice.

FLU POLICY 1.7.2 Sites adjacent to existing developed areas and/or transit-oriented developments with appropriate density and amenities are encouraged to be developed.

FLU POLICY 1.7.7 Clay County shall promote mixed use development to provide housing and commercial services near employment centers, thereby reducing the need to drive.

Definitions- FLUE

Infill means the development of vacant parcels in otherwise built-up areas where public facilities such as sewer systems, roads, schools, and recreation areas are already in place.

HOU GOAL 1

To provide a variety of affordable housing and suitable living environments for all current and future residents of Clay County. Affordable housing means housing costs (rent or mortgage plus utilities) does not exceed 30% of household income.

HOU OBJ 1.1 Clay County shall provide appropriate land use categories and land development regulations to allow for a variety of housing types and values for the additional dwelling units needed to meet the projected rise in population by the year 2040.

HOU POLICY 1.1.1

The County shall provide incentives for "in-fill" development in existing order to discourage unwarranted urban sprawl.

HOU POLICY 1.3.5

A density bonus shall be allowed for the provision of housing for the elderly or handicapped and housing for very low-, low- and moderate- income households within the following future land use designations:

Rural Fringe	7 du/ac
Urban Fringe	14 du/ac
Urban Core (10)	16 du/ac

Location shall be based on need and criteria, assessing proximity to employment, mass transit, health care, parks, commercial services, and central utility services.

All proposed developments for very low-, low- and moderate-income housing or elderly or handicapped housing shall be reviewed based on the following:

- 1) Need for the type and amount of housing proposed.
- 2) Mandatory provision of water and sewer services
- 3) Compatibility with adjacent land uses.
- 4) Evaluation using the weighted points system described below.

The low- and moderate-income categories to be served by the proposed development shall be defined using HUD standards.

HOU POLICY 1.3.6

WEIGHTED POINT SYSTEM: VERY-LOW, LOW- AND MODERATE- INCOME HOUSING

Housing developments for very low-, low- and moderate-income occupants will be evaluated for the appropriateness of increased density based upon their proximity to the following: employment, commercial services, mass transit, parks and schools. Location relative to commercial and industrial centers will be considered an indication of proximity to employment.

CFE POLICY 1.5.1

All non-residential and multi-family developments within the Urban Service Area will access water reuse lines located within 500 feet.

TRA POLICY 6.1.7

Clay County shall encourage higher density development in appropriate locations for smaller carbon footprint such as Transit-Oriented Developments at a clustered high density format around transit stops.