Staff Report and Recommendations for COMP 25-0013

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

Owner / Applicant Information:

Owners: Carrie Louetta Dugan, James Phoenix Dean, Selenia Phoenix Dean and the Estate of Lucy Bernice Colley

Agent: Kristen Reed
(Kimley-Horn & Associates, Inc.)

Phone: 904-828-3900

Email: Kristen.Reed@kimley-horn.com

Property Information

Parcel ID's: 08-06-26-015261-000-00, 08-06-26-015261-003-01, 08-06-26-015261-003-00 and 08-06-26-015261-004-01

Parcel Address: SE corner of CR 315 and CR 315A

Current Land Use: Rural Residential (RR) and Agriculture (AG)

Current Zoning: Agricultural/Residential (AR) and Agriculture (AG)

Proposed Land Use: Rural Fringe (RF)

Total Acres: 64.31 +/- acres

Acres affected by FLU change: 64.31+/- acres

Commission District: 5, Comm. Burke

Planning District: Springs

Introduction:

This application is a Large-Scale Comprehensive Plan Amendment to the 2045 Future Land Use Map (FLUM). The application would change the future land use designation of some or all of four parcels of land as shown in the table below. The applicant is proposing to develop a single-family subdivision, consisting of 160 lots.

The subject parcels are located on the east side of CR 315 in the area between Knowles Road and CR 315A as well as a parcel on the north side of CR 315A.

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

Parcel Number	Acreage	Existing Land Use Category	Existing Maximum Intensity	Proposed Land Use Category	Proposed Maximum Intensity	Net Change in Maximum Density
015261-000-00 015261-003-01 015261-003-00 015261-004-01	17.1 13.86 0.31 33.04	Rural Residential (RR) and Agriculture (AG)	1 du/5 net acre (base) 1 du/1 net acre (with points and clustering) AG = 1 du/20 gross acres	Rural Fringe (RF)	1 du/net acre (base) 3 du/net ac (with points and clustering) 7 du/net acre (max)	Proposed increase of 160 dwelling units

There are roughly 50 acres in RR and 14 acres in AG with 0.45 acres of preserved wetlands. The maximum density allowable under the current FLU categories for these parcels is 50 units. Applying the proposed RF FLU to the full 64 acres would allow a maximum of 192 units.

Figure 1 – Location Map



Figure 2 – Parcel Map

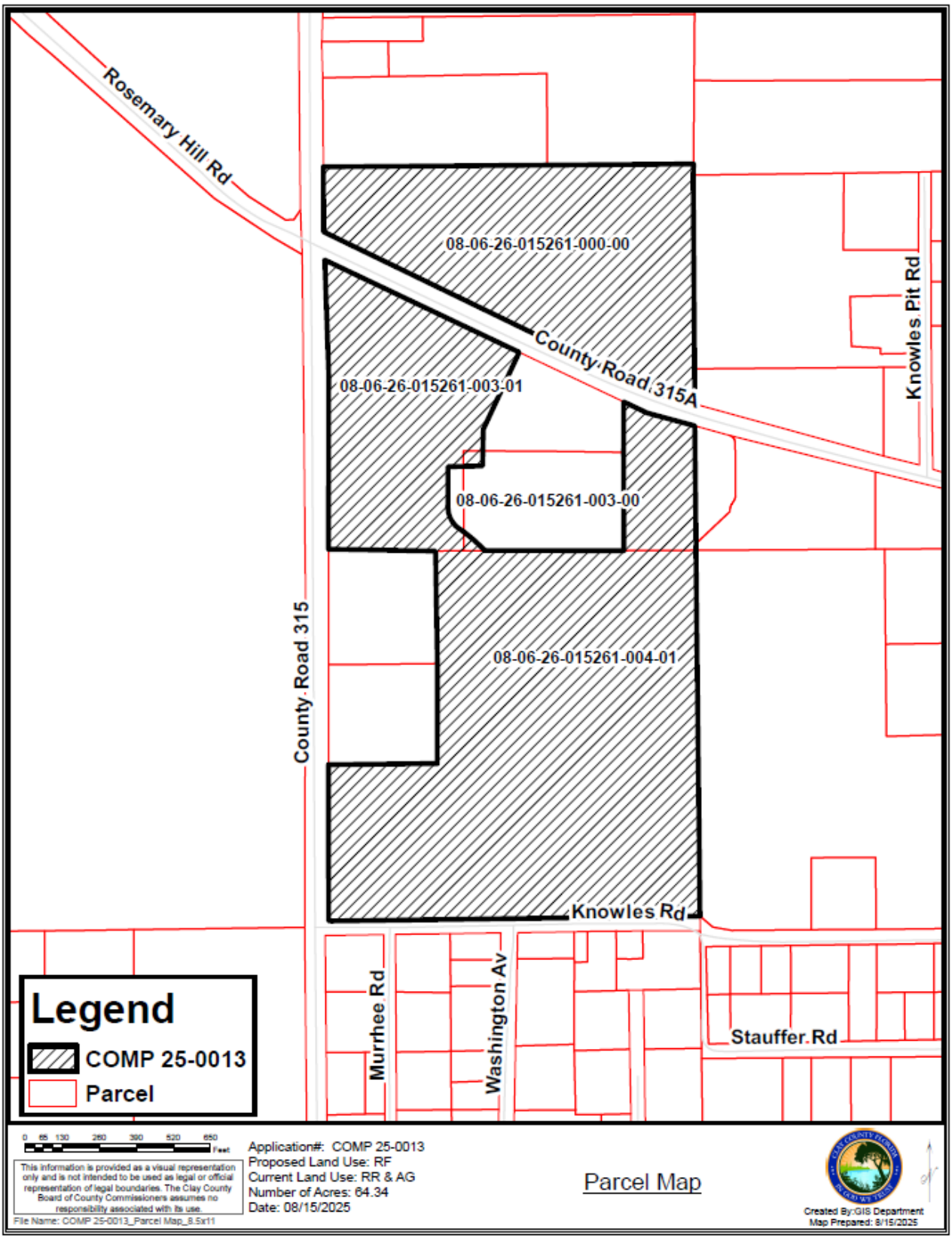


Figure 3 - Aerial Photo

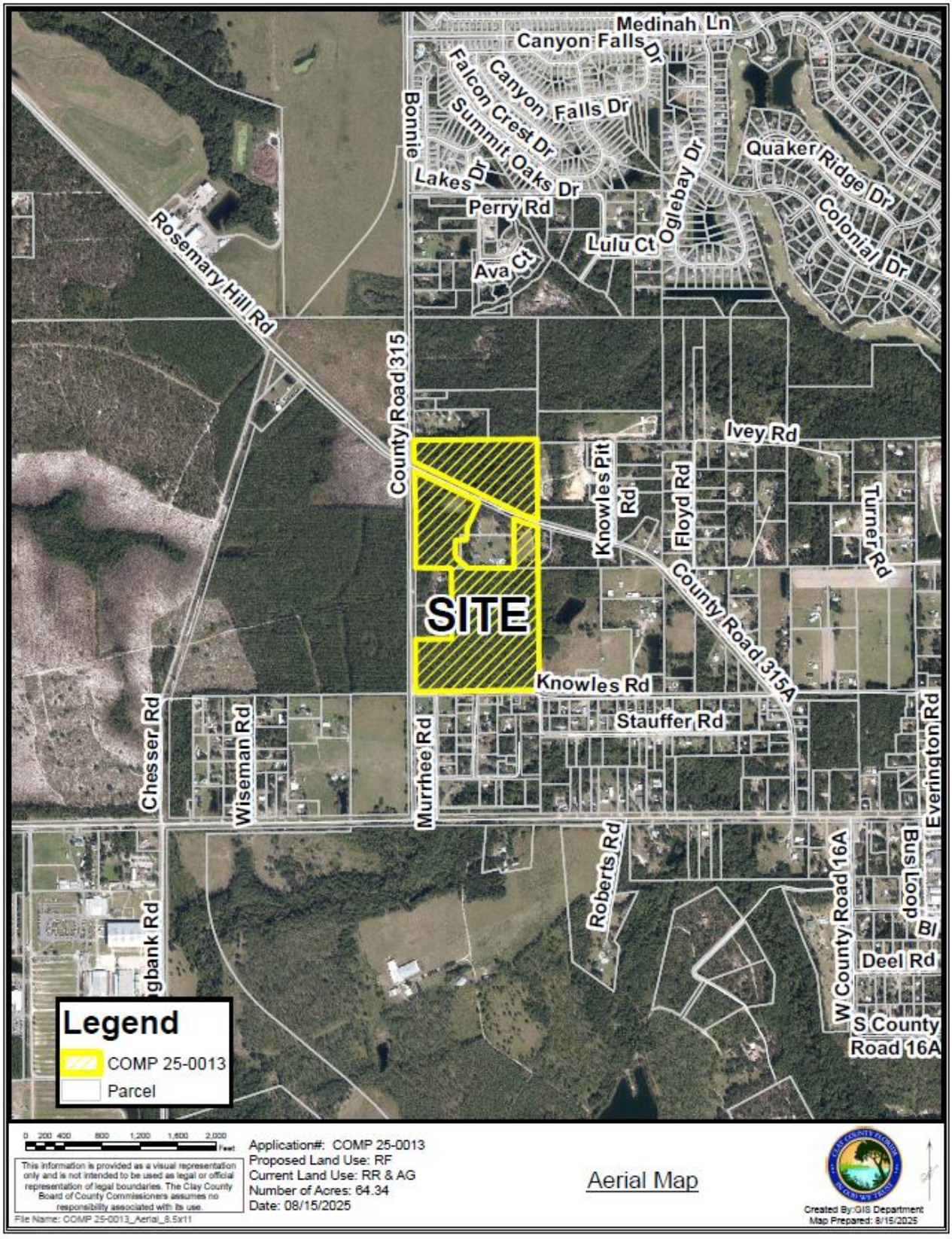


Figure 4 – Existing Future Land Use Designation Map

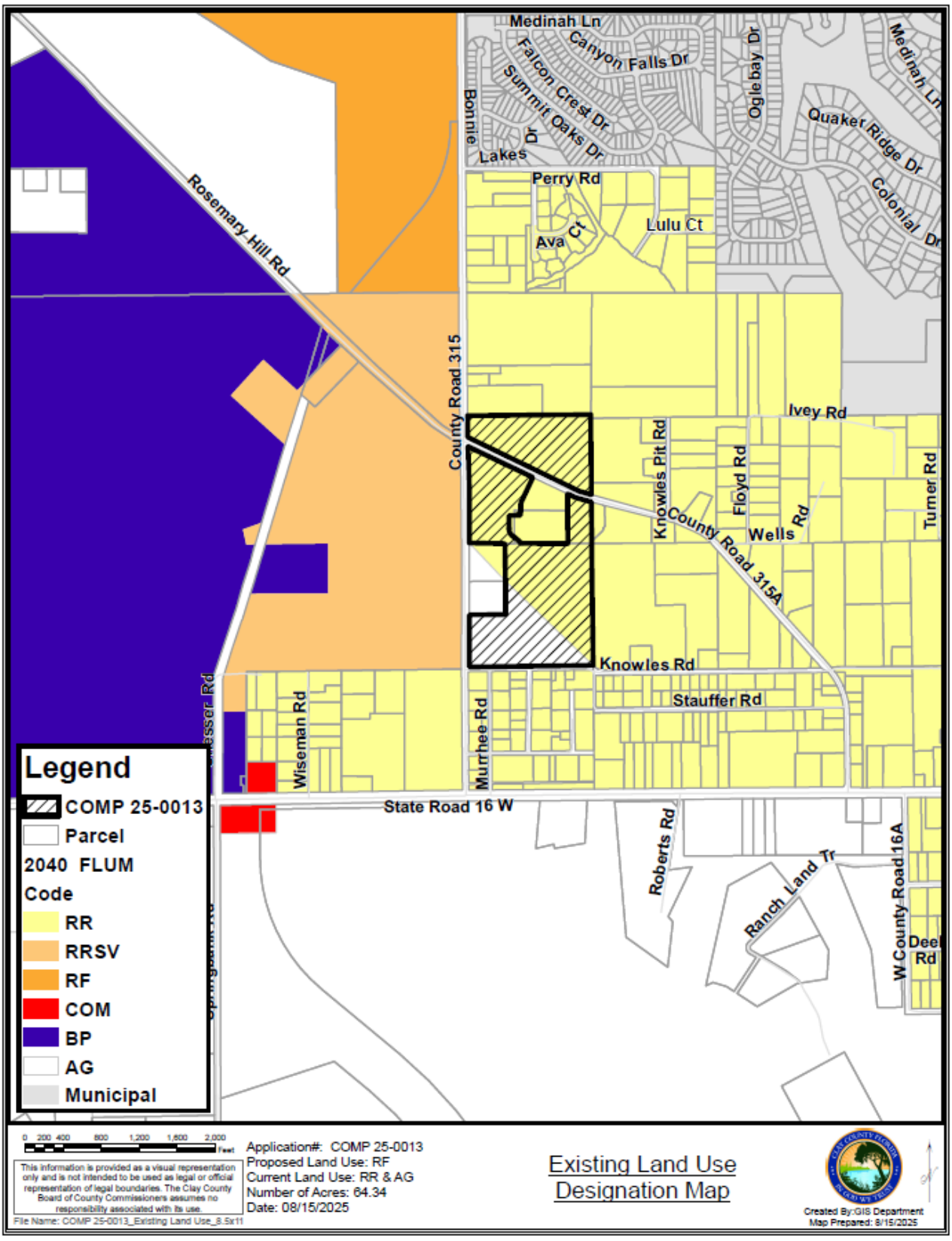


Figure 5 – Proposed Future Land Use Designation Map

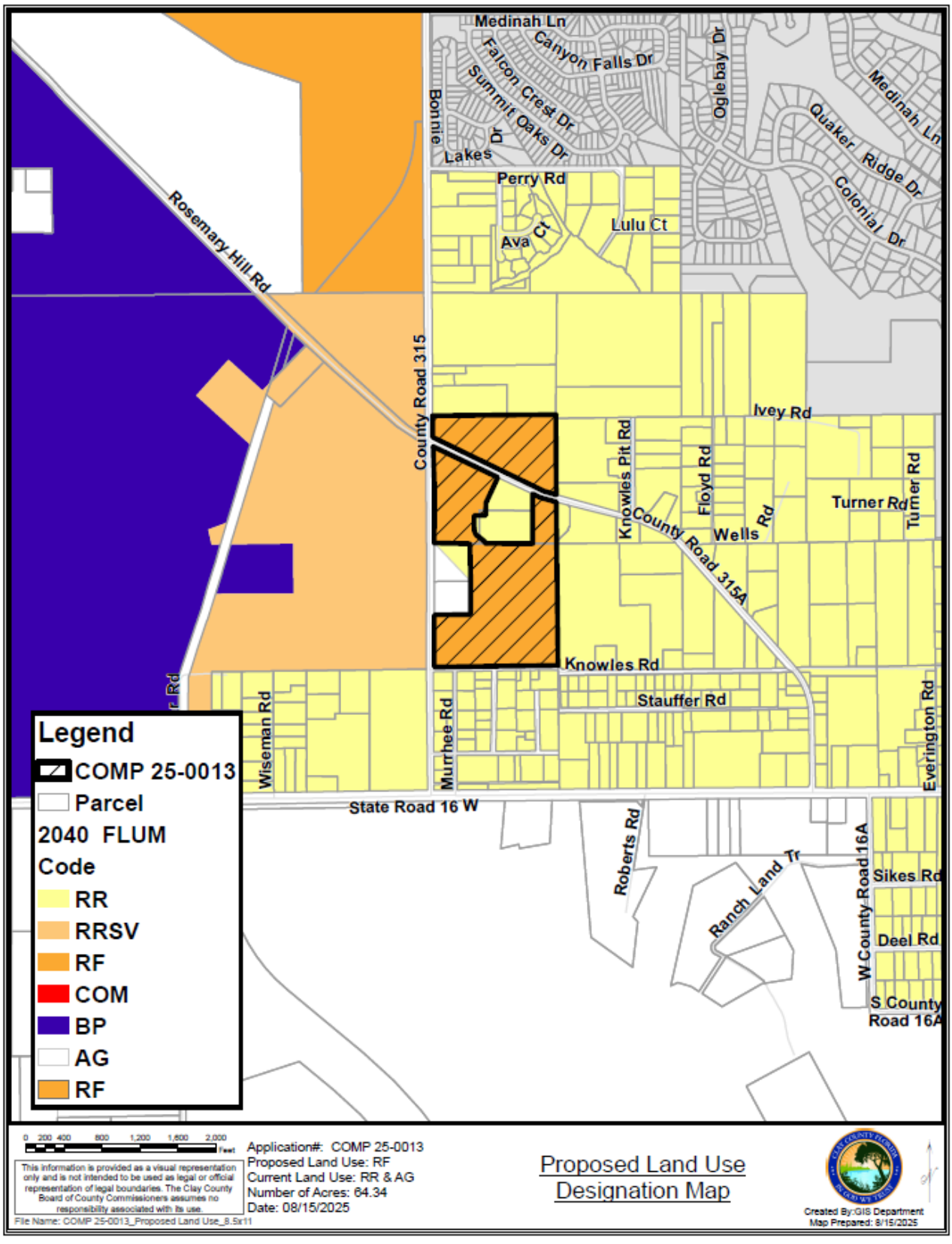
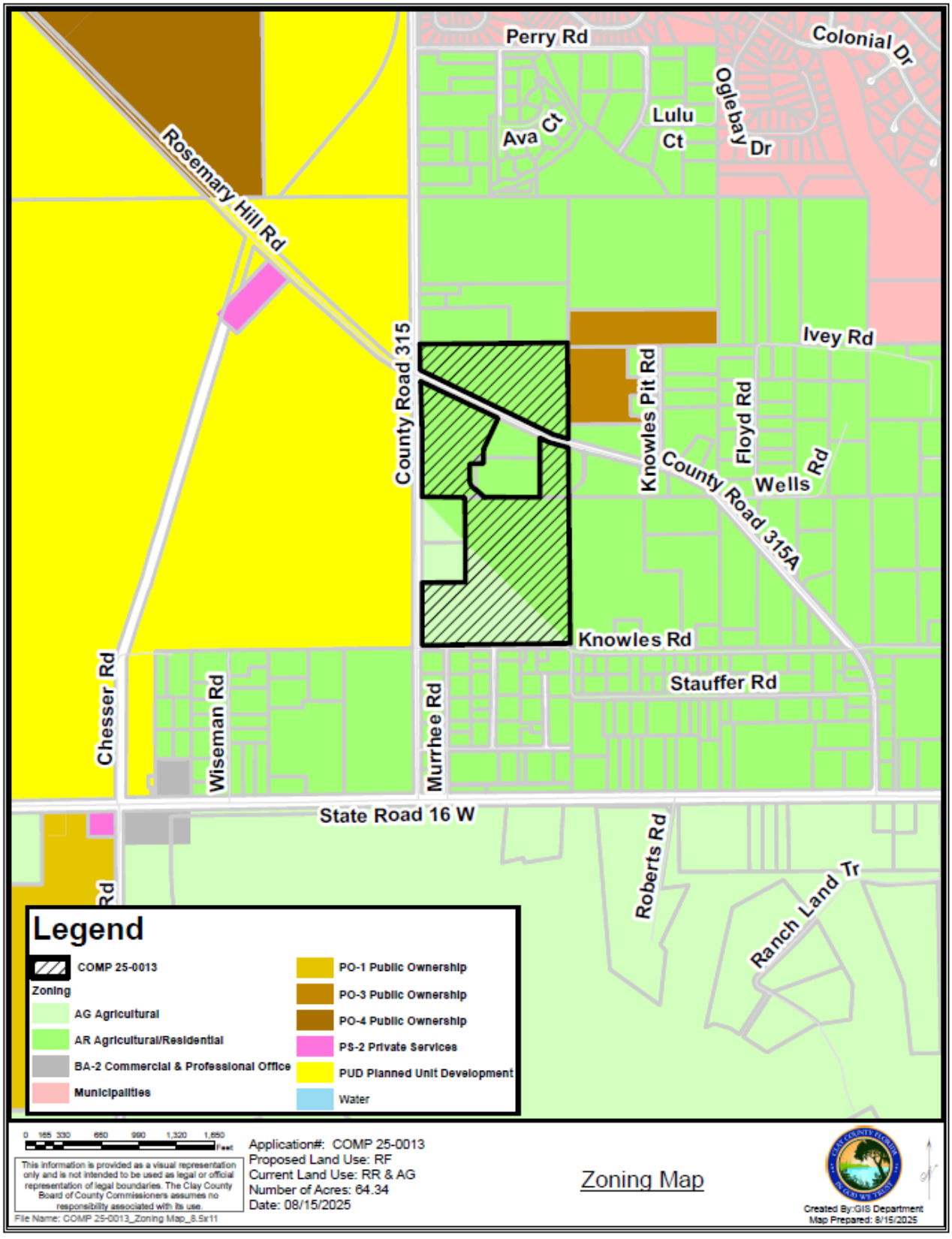


Figure 6 – Zoning Map



Availability of Services

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

Trip Generation calculated as: Single-Family Detached Housing (ITE 210)

P.M. Peak Hour of Generator Average Rate = .94 x 160 = 150 trips

The average daily trip count for CR 315 pre-pandemic in 2019 was 5,100 trips per day. The most recent data from 2024 show that number is now at 4,700 trips.

Schools:
The project will need to meet school concurrency requirements for this project.

Recreation:
Recreation amenities will be provided on-site for the residents.

Water and Wastewater:
The nearest water and sewer service is on Rosemary Hill Road at the Environmental Services facility.

Stormwater/Drainage:
Stormwater management for any new construction will need to meet County and Water Management District standards.

Solid Waste:
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

Source: Environmental Protection Division, Georgia Department of Natural Resources,

Land Suitability:

Soils:
See Figure 7.

Flood Plain:
Development impacts within any floodplain area on the subject parcel will be required to be mitigated. See Figure 8.

Topography:
The subject parcel has roughly five feet of slope from a high on the western side of the subject parcel sloping down to the east and to the north. See Figure 9.

Regionally Significant Habitat:
There have been black bear sightings to the northeast, northwest and southwest of the subject parcel. See Figure 10.

Historic Resources:
There are no historic resource structures on the subject parcel although historic structure locations have been mapped to the west and the southeast of the subject parcel. See Figure 11.

Compatibility with Military Installations:
The subject property is not located near Camp Blanding.

Analysis of Surrounding Uses

The proposed future land use amendment would change three (3) parcels of land from Rural Residential (RR) to Rural Fringe (RF) and one parcel of land from Rural Residential (RR) and Agricultural (AG) to Rural Fringe (RF). This change would be in keeping with the evolving character of the CR 315 corridor as shown in the table below:

	Future Land Use	Zoning District
North	Rural Residential (RR)	Agricultural Residential (AR)
South	Rural Residential (RR)	Agricultural Residential (AR)
East	Rural Residential (RR)	Agricultural Residential (AR) and Public Services (PO-3)
West	Rural Reserve (RRSV)	Planned Unit Development (PUD)

Figure 7 – Soil Map

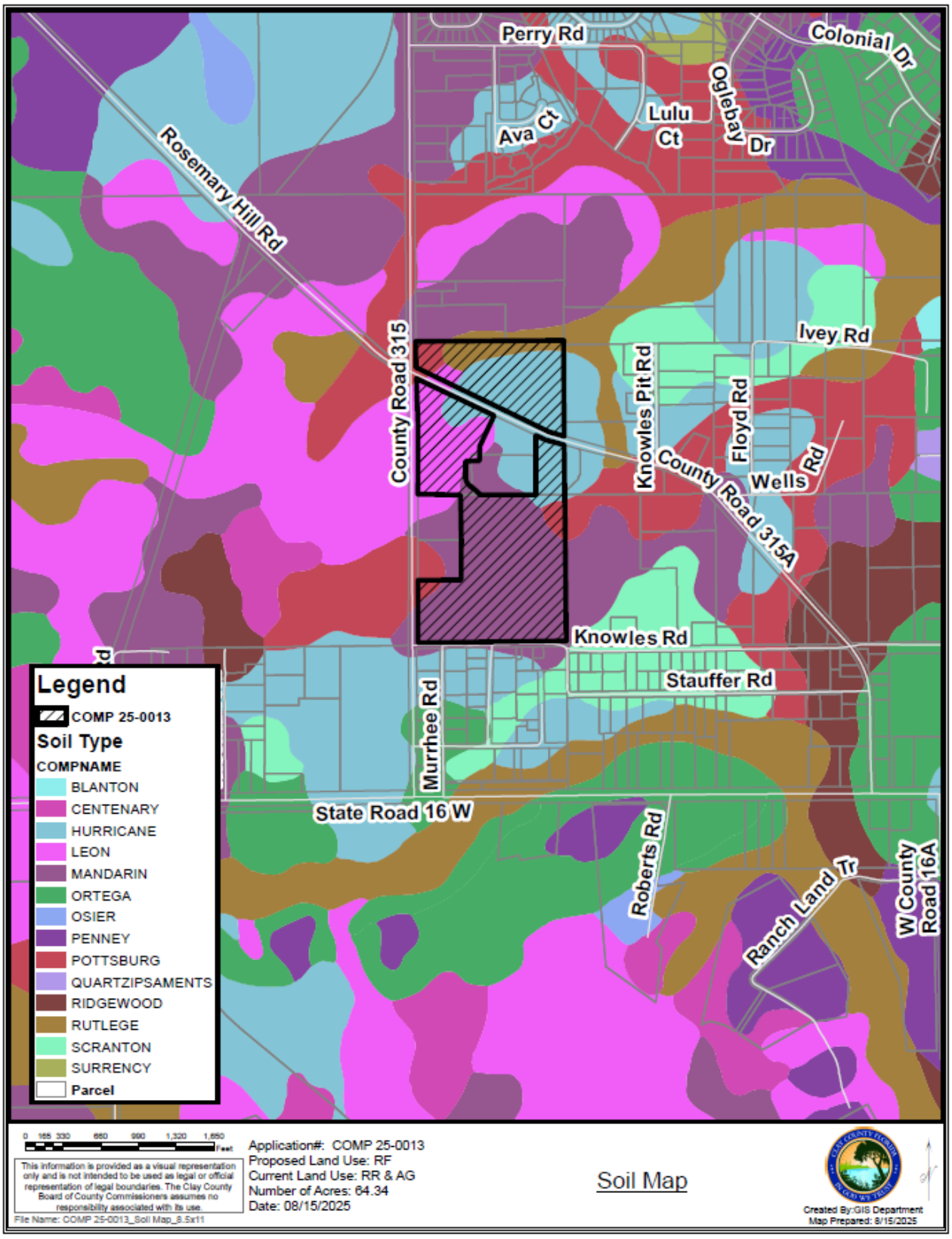


Figure 8 – Flood Zone Map

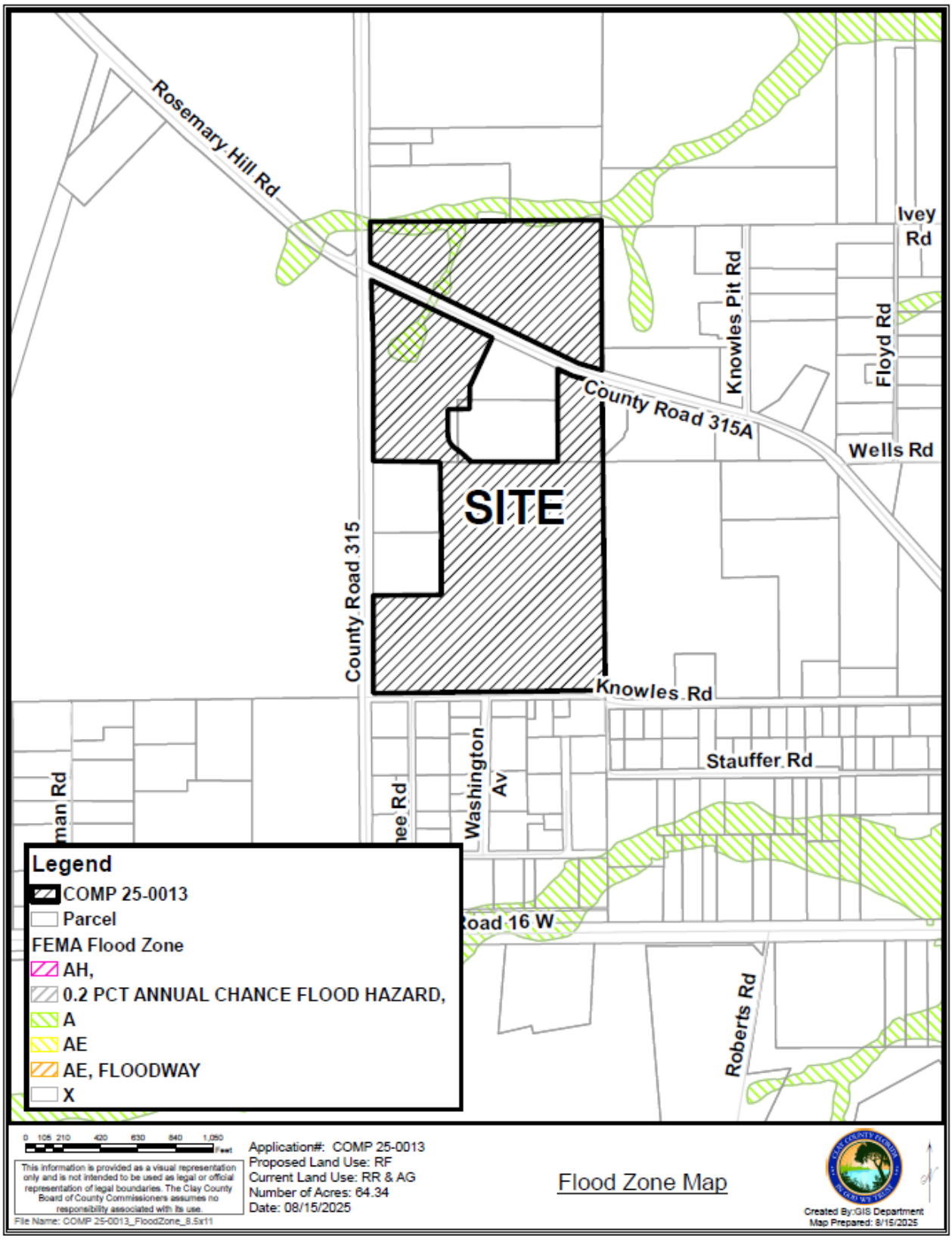


Figure 9 – Topography Map

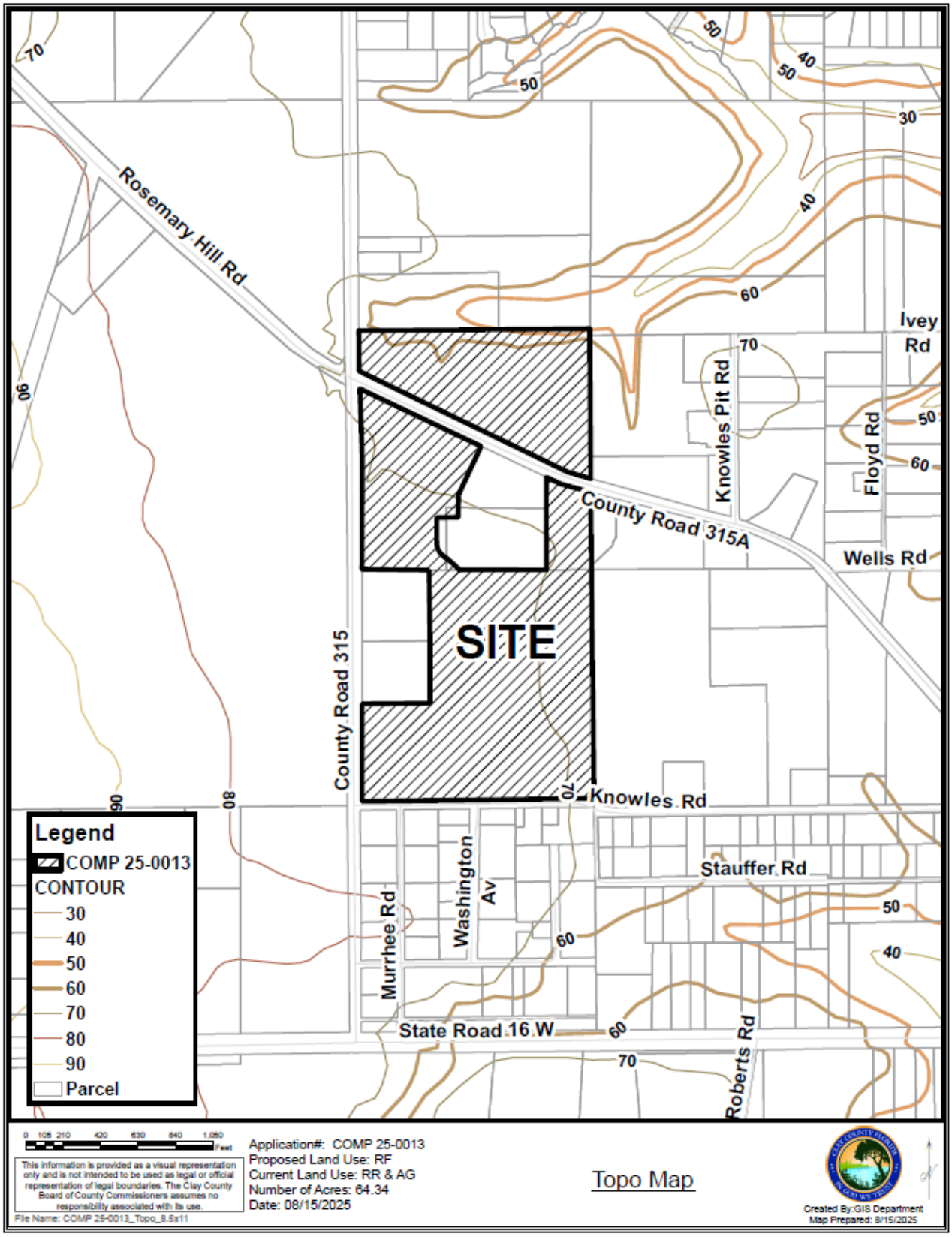


Figure 10 – Habitat Value Map

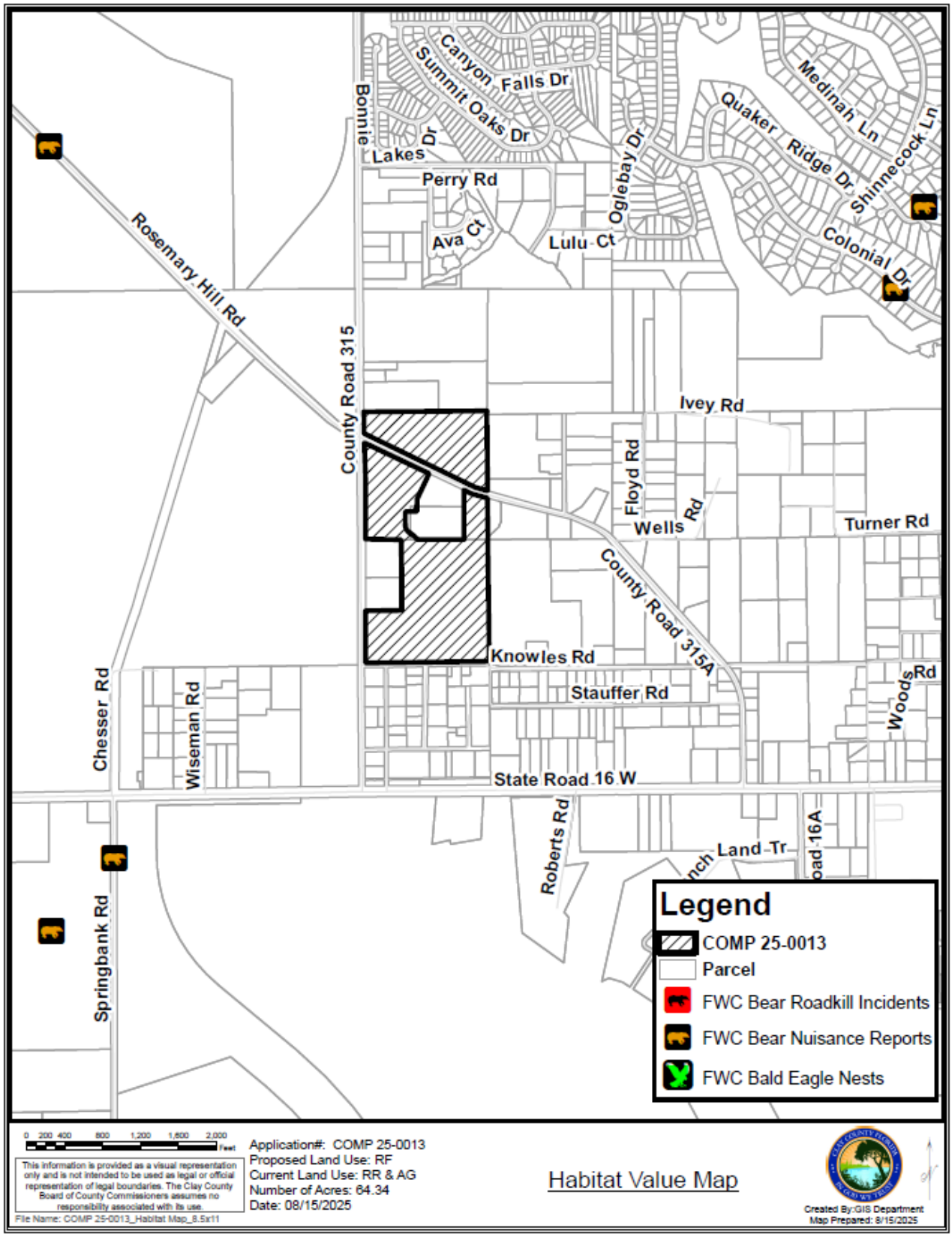
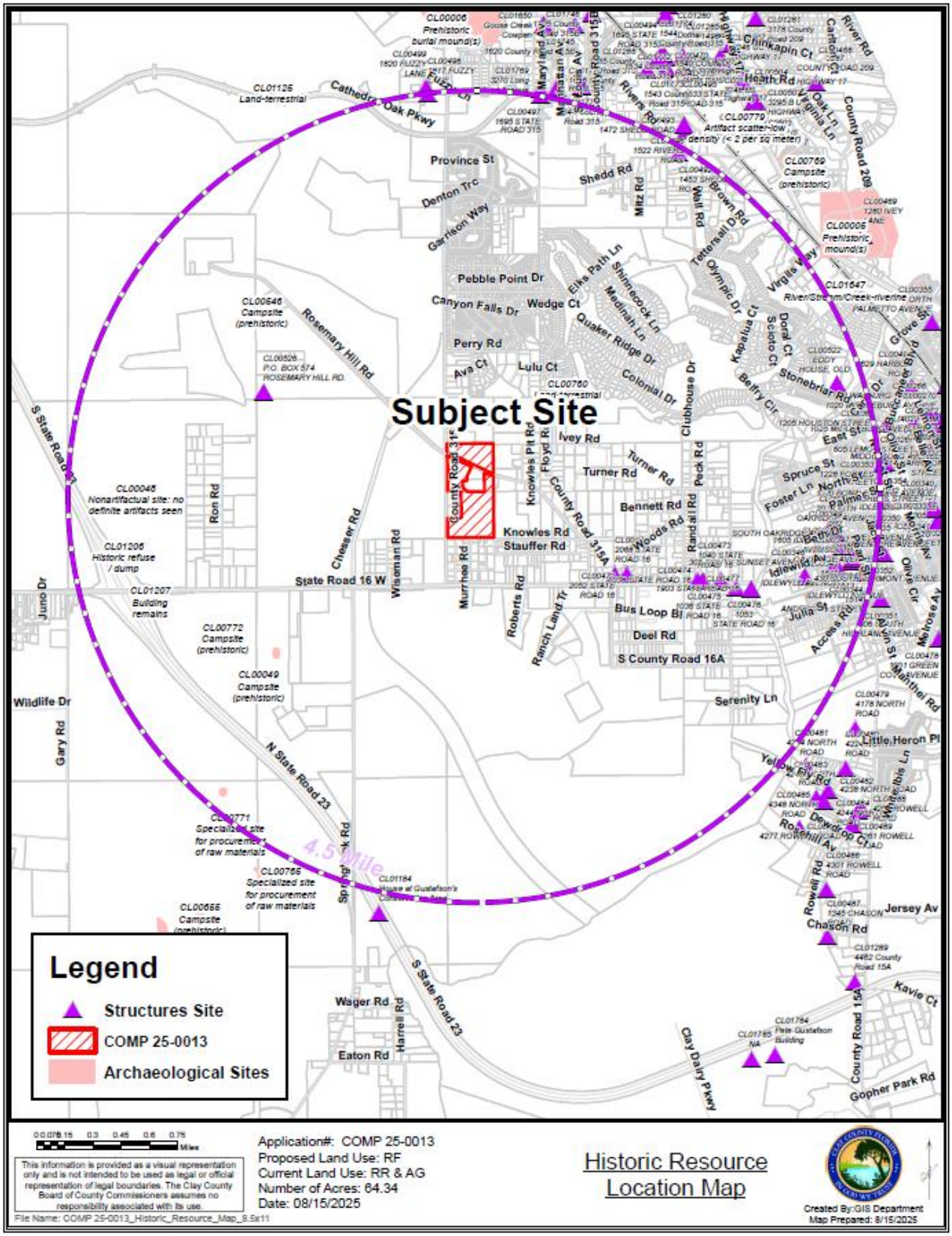


Figure 11 - Historical Resources



Relevant Clay County 2045 Comprehensive Plan Policies

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

FLU Policy 1.4.1.1 Agricultural (AG)

This classification is intended for those areas of the County designated as appropriate locations for all types of agricultural pursuits including crop production, pasture land for grazing cattle and horse farming, timber production, and cover crops for soil regeneration. Agricultural lands account for an important segment of the Clay County economy and play a vital role in the conservation of the County's natural resources.

These uses are generally characterized by being situated in areas removed from urban services, having very sparse densities and exhibiting a rural character. The Plan recognizes the value of these lands for agricultural and silvicultural activities, at both a small and large scale, and, therefore, recognizes their potential suitability for limited residential development at a density of one unit per twenty gross acres.

FLU Policy 1.4.1.3 Rural Residential (RR)

These areas will serve as a transition between areas with planned urban services, agriculture/residential areas, and environmentally sensitive areas. The new growth in these areas may include central sewer or water systems or other urban level public services if feasible. Rural residential areas will provide a low density residential character.

Designation of these areas on the Future Land Use Map is based on recognizing a number of existing and future development factors. These include areas with soil conditions suitable for individual wells and septic systems; existing rural subdivisions with little or no infrastructure improvements, including unpaved roads; small farm or recreational and low intensity institutional uses; and areas which are in close proximity to but outside of, planned urban services and are not anticipated to develop at an intensity to require significant urban services within the planning period.

Allowable residential density under this category shall be one dwelling unit per 5 net acres. Implementation of this land use designation shall occur in accordance with the Land Development Regulations. Some locations in Rural Residential may qualify for a density of one unit per acre, but only if the requirements of tract size, clustering and points in Future Land Use Objective 1.4 and its policies are met.

FLU Policy 1.4.1.5 Rural Fringe (RF)

This designation is reserved for land accessible to existing Urban Services and located in the areas where extension of central water and (where applicable) sewer service can be easily provided. Densities in this area shall be a maximum of three units per net acre and a minimum of one unit per

net acre. This density category is almost exclusively characterized by single-family detached housing units but may also include two and three family residential developments.

A maximum density of 7 units per net acre may be allowed within the Rural Fringe 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.

Analysis Regarding Urban Sprawl

It is the intent of Clay County to discourage the proliferation of Urban Sprawl. As required by FS 163.3177, all proposed comprehensive plan amendments are to be analyzed to ensure that urban sprawl and its negative impacts are not promoted. A future land use plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:

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

   Staff Finding: The proposed future land use change would allow the property to be developed with a higher density than is currently allowed and is in keeping with the intent of the Rural Fringe land use which is "reserved for land accessible to existing Urban Services and located in the areas where extension of central water and (where applicable) sewer services can be easily provided".

2. *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.*

   Staff Finding: The subject property is located in an area transitioning from rural to suburban character and is in close proximity to existing service facilities. The parcels are undeveloped lands that are available and suitable for development.

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

   Staff Finding: The proposed amendment does not create a radial, strip, isolated or ribbon pattern.

4. *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.*

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

5. *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.*

   Staff Finding: The surrounding properties are residential or wooded and there are no immediately adjacent agricultural areas or activities. The existing timber use on the parcel on the west side of CR 315 across from the subject parcels was zoned PUD and approved for a single-family residential subdivision.

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

Staff Finding: There are existing public facilities and services available just to the west which will serve this property. In addition, the property is just south of the new elementary school on CR 315.

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

Staff Finding: Residential development of the subject parcel will be able to benefit from the recently completed Cathedral Oak Blvd. roadway to the north and the adjoining commercial development that will follow.

8. *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.*

Staff Finding: The subject parcel is already connected to all local services except water and sewer which are available on the other side of CR 315.

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

Staff Finding: The property is in an area transitioning from rural to suburban development and will be a similar density to that which has been approved on the parcel at the northwest corner of CR 315 and CR 315A/Rosemary Hill.

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

Staff Finding: The proposed amendment will not discourage or inhibit infill development.

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

Staff Finding: The proposed FLU will not change the type of use of the property, only the density.

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

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

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

Staff Finding: The proposed amendment will not result in the loss of significant amounts of functional open space.

Recommendation

Staff recommends approval of COMP 25-0013.