



COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT

February 20, 2015

OVERVIEW

Case Number: 2825

Applicant: City of Palm Coast

Property Description: An approximately 276 acre area southeast of Flagler County Airport, north of the Grand Landings MPD, and west of Seminole Woods Blvd.

Property Owner: See attached Property Owner list

Location: Approximately 1.5 miles south of State Road 100, and west of Seminole Woods Blvd.

Real Estate ID #: See attached Property Owner list

Current FLUM

designation: Residential Low-Density Rural Estate, Agriculture & Timberlands, and Industrial (Flagler County designation)

Current Zoning

designation: Industrial - Planned Unit Development & New Residential Communities-PUD (Flagler County Designation)

Current Use: Vacant

Size of subject

property: Approximately 276+/- acres

Requested Action: Large-scale Future Land Use Map (FLUM) amendment from Residential Low-Density Rural Estate, Agriculture & Timberlands, and Industrial (Flagler County designation) to Residential and Industrial (City of Palm Coast designation) with a note on future land use map to limit development on the properties to 3 units/acre and 200,000 sq. ft. of industrial use.

Recommendation: Staff and the Planning and Land Development Regulation Board (PLDRB) recommend approval/transmittal of the FLUM amendment to the State Land Planning Agency.

Project Planner: José Papa, AICP, Senior Planner

ANALYSIS

BACKGROUND

The application is for a City-initiated Future Land Use Map (FLUM) amendment for an 276+/- acres subject area located south of the Flagler County Airport and west of Seminole Woods Pkwy. The annexation ordinance for the subject properties was approved by City Council at their February 17, 2015 business meeting.

Currently, the 276+/- acre subject area has FLUM designations of Residential Low Density-Rural Estate (254+/- acres), Agriculture & Timberlands (18+/- acres), and Industrial (5+/- acres). The proposed FLUM amendment will amend the Flagler County FLUM designations to City of Palm Coast FLUM designations of Residential (203+/- acres) and Industrial (52+/-acres).

In addition to the FLUM amendment, staff is proposing to include a note on the Future Land Use Map that will limit the development within the area designated as Residential to 3 units/acre (203+/- acres) and industrial/commercial development within the 52+/- acre Industrial designated area to 200,000 sq. ft. The remaining 21+/- acres which comprises the Iroquois Waterway and uplands for access and maintenance of the waterway will be graphically presented as "Canals" on the Future Land Use Map (FLUM). This "Canal" identification is consistent with how major waterways within the City such as Belleair Waterway or Lehigh Waterway are represented on the FLUM map.

The main difference between the current and proposed designations is the amendment for an approximately 34.5 acre area north of the Iroquois Waterway from Residential Low Density-Rural Estate (Flagler County designation) to Industrial (Palm Coast designation).

In addition to the proposed FLUM amendment, there is a companion rezoning for the entire subject area and a special exception application for the 34.5 acre parcel north of the Iroquois Waterway. The purpose of the FLUM amendment and companion zoning map amendment is to designate the subject properties with the most appropriate designation for the future development of the parcels.

DENSITY/INTENSITY AND POPULATION

The 276+/- acre subject area currently has a FLUM designation of Residential Low Density/Rural Estate (1 unit/acre) (254+/- acres), Agriculture & Timberlands (18+/- acres), and Industrial (5+/- acres). The proposed FLUM amendment will have a net result of decreasing the residential area to 203+/- acres, and increasing the acreage in industrial areas to 52+/- acres. However, despite the decrease in Residential designated area, the development potential of the subject area will increase due to the City's designation allowing up to 15 units/acre. In order to limit the net impact, City staff with concurrence of the property owners has proposed to limit residential density to 3 units/acre. Additionally, a limit of 200,000 sq. ft. of industrial/non-residential use is proposed for the lands to be designated as "Industrial".

The net result of the proposed amendment will increase potential number of units in the subject area is 355 dwelling units (See Table 1) with a decrease in the non-residential sq. ft. of 173,984 (See Table 2).

TABLE 1 - FLUM DESIGNATION MAXIMUM DENSITY/INTENSITY ALLOWED (RESIDENTIAL USE)				
	# of Acres	Maximum Density	Maximum # of units⁽¹⁾, (2)	Population (2.4 persons/dwelling unit)
Proposed FLUM: Residential (City Designation)	203	3 units/acre	609	1,462
Current FLUM: Residential Low Density: Rural Estate (County Designation)	254	1 unit/acre	254	610
NET CHANGE			355	852
<i>Footnotes:</i>				
⁽¹⁾ <i>Max. # of units = # of Acres X Maximum Density</i>				
⁽²⁾ <i>Proposed Amendment will limit residential development to 3 units/acre.</i>				

TABLE 2 - FLUM DESIGNATION MAXIMUM DENSITY/INTENSITY ALLOWED			
	# of Acres	Maximum FAR ⁽¹⁾	Maximum Sq. Ft.^{(1), (2)}
Proposed FLUM: Industrial (City Designation)	52	0.50	200000
Current FLUM: Agriculture & Timberlands (County designation)	18.2	0.35	277935
Industrial (County designa	4.9	0.45	96050
NET CHANGE			-173984
<i>Footnotes:</i>			
⁽¹⁾ <i>Max Sq. Ft. = # of Acres X Max. FAR X 43560 sq.ft/acre</i>			
⁽²⁾ <i>Proposed amendment will limit non-residential sq. ft. in Industrial area to 200,000 Sq. Ft.</i>			

PUBLIC FACILITIES AVAILABILITY/IMPACT ANALYSIS (BASED ON THEORETICAL YIELD OF MAXIMUM DEVELOPMENT POTENTIAL)

Objective 1.1.3-Evaluation of Amendments to the FLUM

Review proposed amendments to the Future Land Use Map (FLUM) based upon environmental conditions, the availability of facilities and services, school capacity, compatibility with surrounding uses, and other generally accepted land use planning principles.

Policy 1.1.3.2 - At a minimum, infrastructure availability and capacity, specified as follows, shall be considered when evaluating proposed FLUM amendments:

- A. Existing and future capacity of roadways based on functional classifications and best available data for traffic modeling. For the purposes of evaluating capacity, roadway improvements programmed in the FDOT 5-year Work Plan or listed in either the City or the County 5-year Capital Improvement Program shall be considered.*
- B. Large-scale, high-intensity commercial projects shall be concentrated at intersections of the following arterials*
- C. Existing and future availability and capacity of central utility systems.*
- D. Availability and capacity of receiving watercourses and drainage systems to convey design storm events.*

PUBLIC FACILITIES CAPACITY/IMPACT ANALYSIS

The public facilities capacity net impact analysis was completed for the proposed Future Land Use Map Amendment. The net impact analysis was performed with the proposed density limit of 3 dwelling units/acre and 200,000 sq. ft. of industrial/non-residential uses. The results of the net impact analysis are shown on Table 3, and are summarized below:

Transportation

The proposed FLUM amendment will have a potential net decrease of 635.5 peak hour trips.

Potable Water

The proposed FLUM amendment will have a potential net increase in demand for potable water of 77,367 gallons/day or .077 million gallons/day. There is adequate water treatment capacity to address the additional demand.

Wastewater

The proposed FLUM amendment will have a potential net increase in demand for sanitary sewer treatment of 52,767 gallons/day or .05 million gallons/day. There is adequate central sewer treatment capacity to address the additional demand.

Solid Waste

The proposed FLUM amendment will have a potential net increase in 7,377 lbs. of solid waste/day. The City currently has an interlocal agreement with Volusia County for solid waste disposal. There is adequate capacity at the Volusia County landfill to accommodate the additional demand.

Public Recreation and Open Space

The proposed FLUM amendment will have a net increase in demand of 6.9 acres of park facilities. The City currently has adequate capacity to accommodate the additional demand.

Public Schools

The proposed FLUM amendment will have a potential net increase in demand for 119 student stations. The school district currently has adequate capacity to accommodate the additional demand.

Stormwater

No impact. Stormwater treatment facilities are reviewed for consistency with LOS during site plan review.

Table 3 Public Facilities Impact Analysis

Density ⁽¹⁾	# of units	Transportation (PHT) ⁽²⁾	Potable Water (GPD) ⁽³⁾	Sanitary Sewer (GPD) ⁽⁴⁾	Solid Waste (lbs./capita/day) ⁽⁵⁾	Recreation and Parks (8 acres/1000 pop.) ⁽⁶⁾	Public Education (students) ⁽⁷⁾	Stormwater Drainage ⁽⁸⁾
Proposed FLUM designation								
Residential 203.5 acres (3 units/acre)	610	616	183,000.0	120,048.0	12,605.0	11.7	203	N/A
Industrial 52.75 acres	200,000	750	34,000.0	20,000.0	0.0	0.0	0	N/A
Canal designation 20.5 acres (Iroquois Waterway)	0	0	0.0	0.0	0.0	0.0	0	N/A
	Total	1366	217000	140048	12605	12	203	N/A
Current FLUM designation								
Residential (253.6 acres)								
253.6 acres @ 1 unit = 253 d.u.	253	256	75,900.0	49,790.4	5,228.0	4.9	84	N/A
Agriculture & Timberlands (18.2 acres with .35 FAR)								
18.2 acres @ .35 FAR=278,849 sq. ft.	278,849	1,386	47,404.4	27,884.9	0.0	0.0	0	N/A
Industrial (4.9 acres)								
4.9 acres @ .45 FAR	96,050	360	16,328.5	9,605.0	0.0	0.0	0	N/A
	Total	2002	139633	87280	5228	5	84	
Net Change		-635.5	77,367.1	52,767.7	7,377.0	6.9	119.0	N/A

Footnotes:

⁽¹⁾ Calculation of Density: Lot Size (acre)*# of units/acre

⁽²⁾ Transportation: Residential PM Peak Hour Trips (PHT), Residential Development: = # of units*1.01 PM-PHT

⁽²⁾ Transportation: Non-residential PM Peak Hour Trips (PHT), Industrial = ITE Code 820: Shopping Center = 3.75/1000 sq. ft.

⁽²⁾ Transportation: Non-residential PM Peak Hour Trips (PHT), Agriculture & Timberlands = ITE Code 817: Garden Center = 4.97/1000 sq. ft.

⁽³⁾ Potable Water: Residential = # of units*2.4*125 gallons/capita/day

⁽³⁾ Potable Water: Commercial = 17 gpd/100 sq. ft.

⁽⁴⁾ Wastewater: Residential = # of units*2.4*82 gallons/capita/day

⁽⁴⁾ Wastewater: Commercial = 10 gpd/100 sq. ft.

⁽⁵⁾ Solid Waste: Residential Demand = # of units*2.40*8.61 lbs/capita/day

⁽⁵⁾ Solid Waste: No Level of Service Requirement for Non-residential

⁽⁶⁾ Recreation and Parks: Residential Demand = # of units * 2.40 *8 acres/1000 persons

⁽⁶⁾ Recreation and Parks = No LOS Requirement for Non-residential

⁽⁷⁾ Public Education Residential: = Based on multiplier provided by Flagler County School District. See Table 3.

⁽⁷⁾ Public Education Non-Residential = No LOS Requirement for Non-residential

⁽⁸⁾ Stormwater/Drainage: Stormwater Treatment will be reviewed for consistency with adopted LOS, during site plan approval process.

ENVIRONMENTAL/CULTURAL RESOURCES ANALYSIS**Objective 1.1.3-Evaluation of Amendments to the FLUM**

Review proposed amendments to the Future Land Use Map (FLUM) based upon environmental conditions, the availability of facilities and services, school capacity, compatibility with surrounding uses, and other generally accepted land use planning principles.

Policy 1.1.3.1- At a minimum, the following environmental factors shall be evaluated each time FLUM amendments are proposed:

- A. Topography and soil conditions including the presence of hydric soils.
- B. Location and extent of floodplains and the Coastal Planning Area, including areas subject to seasonal or periodic flooding.
- C. Location and extent of wetlands, certain vegetative communities, and protected wildlife species.

- D. *Location and extent of other environmentally sensitive features.*
- E. *Proximity to wellfields and aquifer recharge areas.*
- F. *Impacts to potable water supply.*

This proposed amendment is a “housekeeping” item necessitated by the annexation of the properties by the City. The environmental conditions on site were reviewed and analyzed at the time of the Flagler County FLUM amendment in 2005 by Flagler County and other FLUM amendment review agencies such as DCA (now the DEO), DEP, and SJRWMD (that amendment designated the properties with its current Flagler County FLUM designations and the existing entitlements on the property).

LAND USE COMPATIBILITY ANALYSIS

Policy 1.1.3.3 – At a minimum, compatibility with proximate uses and development patterns shall be considered when evaluating proposed FLUM amendments.

- A. *This policy shall not be construed to mean that different categories of uses are inherently incompatible; rather, it is intended to promote the use of transitional areas where densities and intensities can be appropriately scaled.*
- B. *Buffers are encouraged as an effective means of transition between areas where there is a greater degree of disparity in terms of densities and intensities.*
- C. *Impacts to the health, safety, and welfare of surrounding residents shall be considered.*

Surrounding Future Land Use Map Designation:

North: Mixed Use (City of Palm Coast), Agriculture & Timberlands and Industrial (Flagler County)
 South: Residential (City of Palm Coast)
 East: Mixed Use (City of Palm Coast)
 West: Residential (City of Palm Coast), Industrial (Flagler County)

Surrounding Zoning Designation:

North: Industrial & Industrial-PUD (Flagler County), & Industrial-1 (City of Palm Coast)
 South: Master Planned Development (MPD) (City of Palm Coast)
 East: Industrial-1, General Commercial (COM-2), & Master Planned Development (MPD) (City of Palm Coast)
 West: Single-family & Industrial (Flagler County)

Surrounding Property Existing Uses:

North: Vacant lands, Flagler County Airport (City of Palm Coast & Flagler County)
 South: Vacant lands & Grand Landings MPD (City of Palm Coast)
 East: Vacant lands (City of Palm Coast)
 West: Vacant lands & single-family (City of Palm Coast)

The proposed Future Land Use Map (FLUM) designations are consistent with the surrounding FLUM designations. Additionally, the change for 34.5 acre parcel north of the Iroquois Waterway of residential designation to an industrial designation is compatible with land uses in the area since the areas north of Iroquois Waterway are designated as either Industrial or Mixed Use on the Flagler County or City of Palm Coast FLUM. Furthermore the proximity to the Flagler County Airport and other non-residential areas makes a non-residential FLUM designation more appropriate for the subject parcel and is an appropriate transition zoning to the residential uses south of the Iroquois Waterway.

CONSISTENCY WITH COMPREHENSIVE PLAN

In addition to being consistent with Objective 1.1.3 which establishes the criteria for review of Future Land Use Map Amendments as provided in the previous section. The proposed amendment is consistent with the following policies in the Comprehensive Plan:

Policy 1.3.1.1 - The City shall ensure that the location and timing of new development is coordinated with the provision of public facilities through the use of growth management measures being included in the LDC such as development phasing, programming, and appropriate sizing of public facilities.

The proposed amendments are consistent with Policy 1.3.1.1, the net increase in public facilities impacts can be accommodated by the existing infrastructure.

Policy 1.4.2.1 - The city shall provide an appropriate balance of commercial, retail, office, and industrial land uses on the FLUM to balance jobs and housing.

The designation of additional acreage adjacent to the Flagler County Airport for Industrial is appropriate and consistent with Policy 1.4.2.1 since the City currently has limited areas designated for industrial use.

RECOMMENDATION

Staff and the Planning and Land Development Regulation Board (PLDRB) recommend that the City Council APPROVE the proposed Comprehensive Plan amendments.

Legend




City Of Palm Coast FLUM Classifications

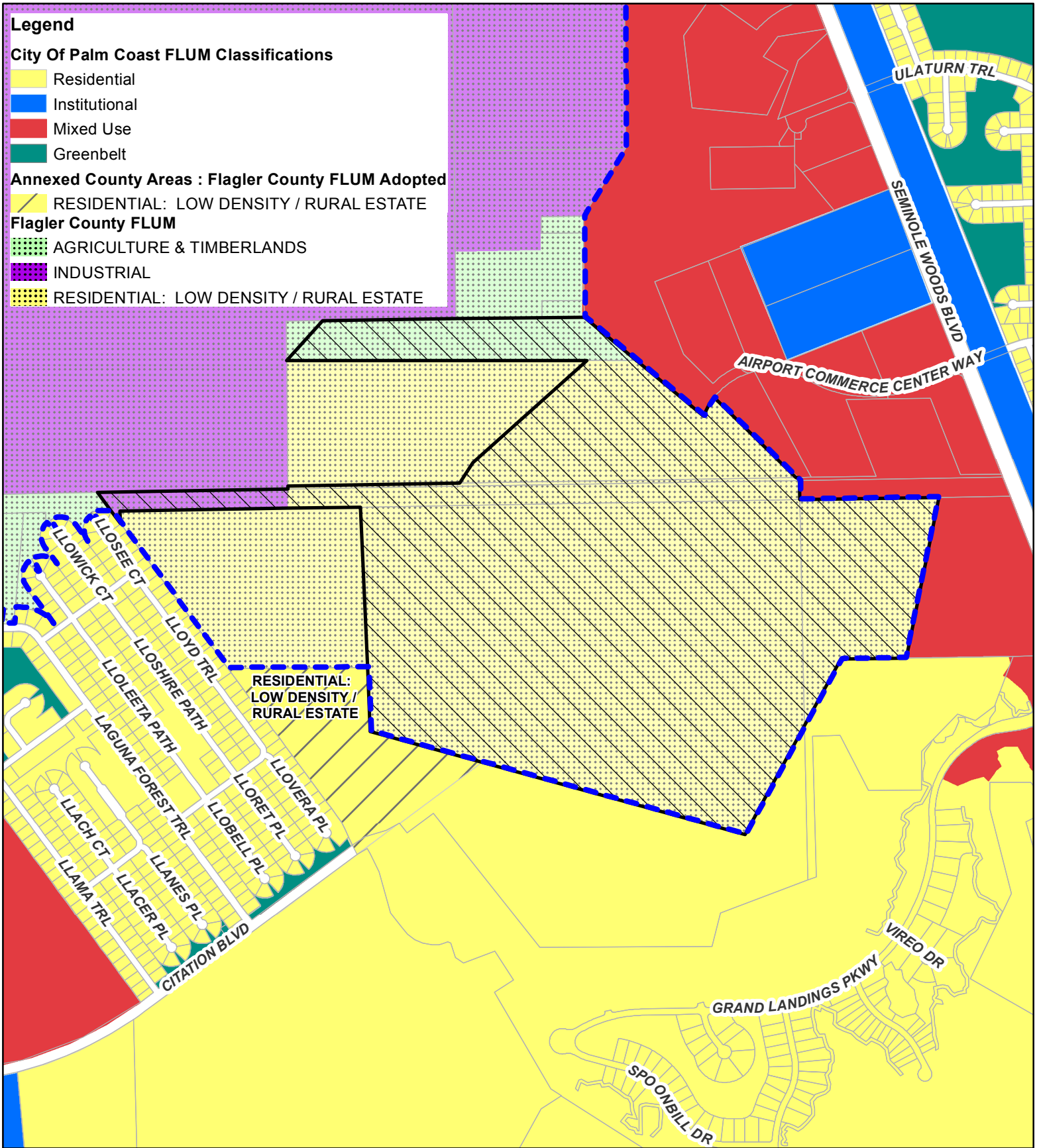
-  Residential
-  Institutional
-  Mixed Use
-  Greenbelt

Annexed County Areas : Flagler County FLUM Adopted

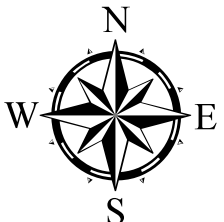
-  RESIDENTIAL: LOW DENSITY / RURAL ESTATE



Flagler County FLUM

-  AGRICULTURE & TIMBERLANDS
-  INDUSTRIAL
-  RESIDENTIAL: LOW DENSITY / RURAL ESTATE



Future Land Use Map



-  Palm Coast City Limits
-  Proposed Annexation south of the airport

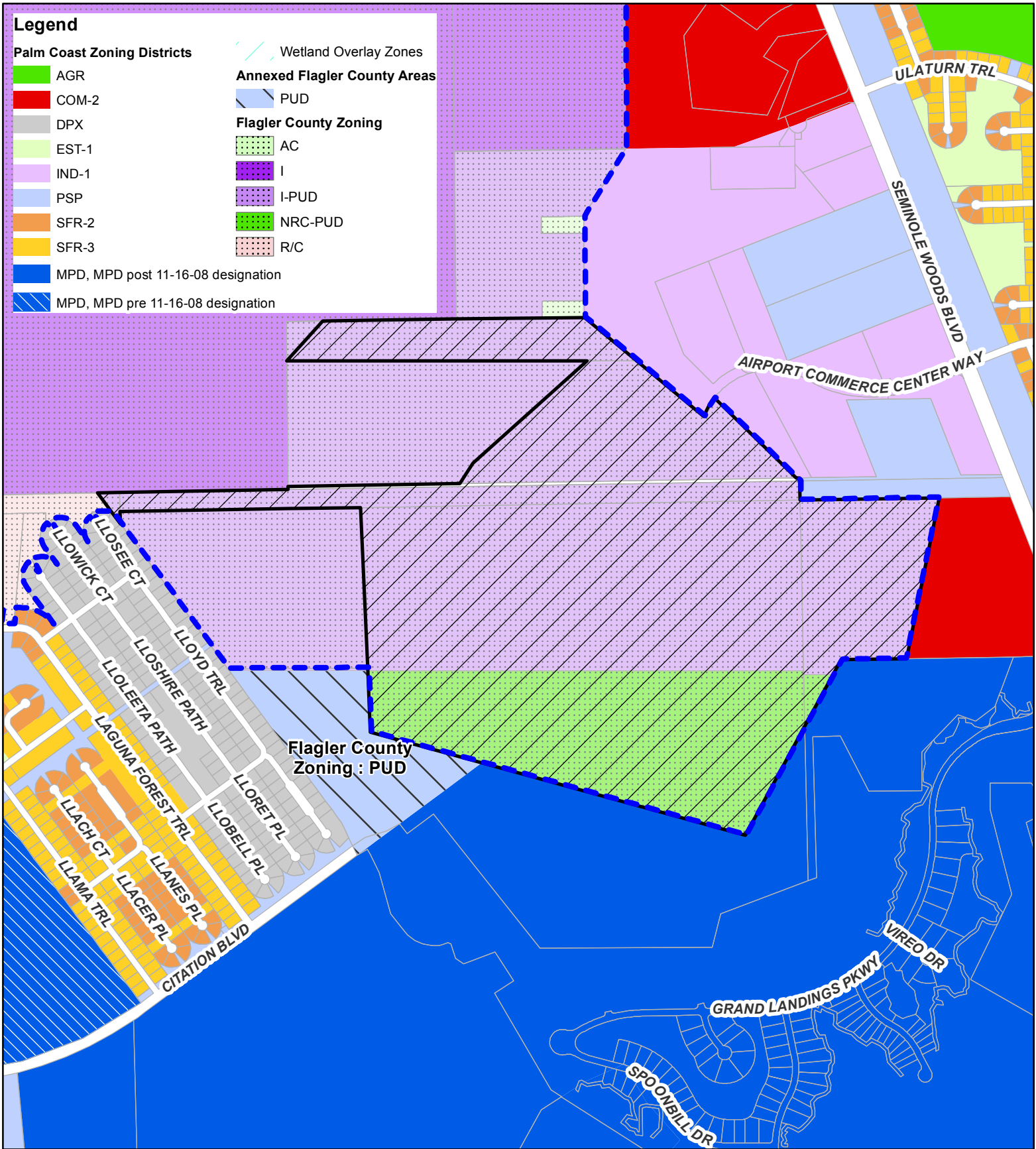


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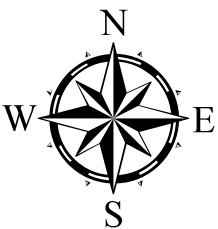
Map Provided by the GIS Division



Date: 1/14/2015

- Legend**
- Palm Coast Zoning Districts**
- AGR
 - COM-2
 - DPX
 - EST-1
 - IND-1
 - PSP
 - SFR-2
 - SFR-3
 - MPD, MPD post 11-16-08 designation
 - MPD, MPD pre 11-16-08 designation
- Wetland Overlay Zones**
- Annexed Flagler County Areas**
- PUD
- Flagler County Zoning**
- AC
 - I
 - I-PUD
 - NRC-PUD
 - R/C



Zoning Map



-  Palm Coast City Limits
-  Proposed Annexation south of the airport



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