



COMMUNITY DEVELOPMENT DEPARTMENT

STAFF REPORT September 1, 2017

OVERVIEW

Case Number:	3401
Applicant:	City of Palm Coast
Size of subject property:	Approximately 109 acres
Property Description/Location:	An approximately 109 acre area located 1,400 feet north of Roberts Road, east of Colbert Lane.
Property Owner(s):	Sunbelt Palm Coast Marina LLC, WGA Investments LLC
Real Estate ID #:	02-12-31-0000-01010-0051, 34-11-31-0000-01010-0090, 35-11-31-0000-01010-0061, 02-12-31-0000-01010-0041, 02-12-31-0000-01010-0050, 34-11-31-0000-01010-0000, 35-11-31-0000-01010-0010, 35-11-31-0000-01010-0060
Current FLUM Designation:	Residential-Medium Density (88.9+/- acres), Commercial-Low Intensity (3.5+/- acres), and Conservation (17.5+/- acres) – Flagler County designations
Current Zoning Designation:	Planned Unit Development (PUD) – Flagler County designation
Current Use:	Vacant
Requested Action:	<p>Large-scale Future Land Use Map (FLUM) amendment for an approximately 109 acre parcel from current Flagler County designations to City of Palm Coast designations. Proposed amendment will include a policy to limit residential development on the parcels to 615 dwelling units.</p> <p>There is a companion zoning map amendment that will change the zoning on the designated parcels to an equivalent City of Palm Coast Master Planned Development Agreement.</p>
Recommendation:	Staff recommends that the Planning and Land Development Regulation Board (PLDRB) recommend Transmittal of the FLUM amendment to the State Land Planning Agency.

Project Planner: José Papa, AICP, Senior Planner

ANALYSIS

BACKGROUND

The application is for 109+/- acre parcel annexed into the City on September 19, 2017. The application is for a large-scale Future Land Use Map (FLUM) amendment that will designate the subject parcels with the equivalent City of Palm Coast designation. As specified in a Pre-annexation agreement with the land owner, the proposed amendment will recognize the existing entitlements granted to the subject property.

Currently, the subject area has Flagler County FLUM designations of Residential-Medium Density (88.9+/- acres), Commercial-Low Intensity (3.5+/- acres), and Conservation (17.5+/- acres). The proposed amendment will amend the Flagler County designations to the most equivalent City of Palm Coast designations of Residential (88.9+/- acres), Mixed Use (3.5+/- acres), and Conservation (17.5+/- acres). Additionally, the proposed amendment will include a policy on the FLUM to limit residential development on the parcels to 615 dwelling units. There is a companion zoning map amendment that will provide the parcel with a City of Palm Coast designation and a Master Planned Development Agreement which recognizes the existing entitlements and development standards previously approved for the parcel.

DENSITY/INTENSITY AND POPULATION

Note: The analysis for comprehensive plan map amendments take into consideration the maximum development potential including any policy limiting development under the current and proposed land use category and represent the theoretical maximum development potential within the land use category.

Currently, the 109+/- acre subject area currently has Flagler County FLUM designations of Residential-Medium Density (88.9+/- acres), Commercial-Low Intensity (3.5+/- acres), and Conservation (17.5+/- acres). The proposed amendment will amend the Flagler County designations to City of Palm Coast designations of Residential (88.9+/- acres), Mixed Use (3.5+/- acres), and Conservation (17.5+/- acres). Additionally, the proposed amendment will include a policy on the FLUM to limit residential development on the parcel to 615 dwelling units.

As shown in Table 1, the proposed amendment will have a potential net increase of 38,115 sq. ft. and net reduction of 7 dwelling units. The increase in allowable sq. ft. is due to the City of Palm Coast Mixed Use designation having a higher allowable Floor to Area Ratio of .55 while the existing Flagler County FLUM designation has a maximum FAR of .30. The net reduction in dwelling units is due to the policy limiting residential development to 615 dwelling units.

TABLE 1 - FLUM DESIGNATION MAXIMUM DENSITY/INTENSITY ALLOWED (NON-RESIDENTIAL USE)			
	# of Acres	Maximum FAR	Maximum Sq. Ft. ⁽¹⁾
Proposed FLUM: Mixed Use (City Designation)	3.5	0.55	83853
Current FLUM: Commercial Low Intensity (Flagler County designation)	3.5	0.30	45738
NET CHANGE		Increase	38115
<i>Footnotes:</i> ⁽¹⁾ Max Sq. Ft. = # of Acres X Max. FAR X 43560 sq.ft/acre			

TABLE 1a - FLUM DESIGNATION MAXIMUM DENSITY/INTENSITY ALLOWED (RESIDENTIAL USE)			
	# of Acres	Maximum Density	Maximum # of units ⁽¹⁾
Proposed FLUM: Residential (City Designation)	88.9	15 units/acre* (will include policy limit of 615 units)	615
Current FLUM: Residential-Medium High Density (Flagler County designation)	88.9	7 units/acres	622
NET CHANGE		Increase	-7
<i>Footnotes:</i> ⁽¹⁾ Max. # of units = # of Acres X Maximum Density			

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

As previously stated the intent of the comprehensive plan amendment is to provide a City of Palm Coast designation for the subject property while recognizing the existing entitlements. Based on an analysis of the development potential under the existing and proposed FLUM with consideration of the proposed policy to limit development on the subject parcel. The analysis shows no substantial increase in the demand on public facilities and services. The analysis provided in this section is a capacity analysis. At the time of site plan review or during the platting process, a more in-depth analysis of the public infrastructure needed to serve the proposed project is conducted. It should be noted that preliminary review of the proposed development has been conducted by the City of Palm Coast Utilities Department.

The results of the net impact analysis are shown on Table 2, and are summarized below:

Transportation

The proposed FLUM amendment will have a maximum potential net increase of 86 peak hour trips.

Potable Water

The proposed FLUM amendment will have a maximum potential net decrease in demand for potable water of 4,290 gallons/day.

Wastewater

The proposed FLUM amendment will have a maximum potential net decrease in demand for sanitary sewer treatment of 2,375 gallons/day.

Solid Waste

The proposed FLUM amendment will have a maximum potential net decrease of 151 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 potential net decrease in demand of -.14 acres of park facilities.

Public Schools

The proposed FLUM amendment will have a potential net decrease in demand of 3 student stations.

Stormwater

N/A. Stormwater treatment facilities are reviewed for consistency with LOS during site plan review.

Table 2 Public Facilities Impact Analysis

*Proposed FLUM amendment includes site specific policy to limit residential development to 615 dwelling units.

Density ⁽¹⁾	# of units or square feet of development	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								
Conservation (17.5 ac.) No development								
Residential (88.9 ac.) 12 du/acre	615	615	184,500	121,032	12,708	11.8	204	N/A
Mixed Use (3.5 ac.) .55 FAR	83,853	311	14,255	8,385	0	0.0	0	N/A
(minus) 34% pass-by trips for shopping center		106						
Total		820	198755	129417	12708	12	204	N/A
Current FLUM designation (Flagler County Designations)								
Conservation (17.5 ac.) No development.								
Residential-Medium Density (88.9 ac.) 7 du/acre	622	622	186,690	122,469	12,859	11.9	207	N/A
Commercial Low Intensity (3.5 ac.) .30 FAR	45,738	170	7,775	4,574	0.0	0.0	0	N/A
(minus) 34% pass-by trips for shopping center		58						
Total		734	194465	127042	12859	12	207	
Net Change		86	4,290	2,375	-151	-0.1	-3	N/A

Footnotes:

- ⁽¹⁾ Calculation of Density: Lot Size (acre)*# of units/acre
- ⁽²⁾ Calculation of Intensity: Lot Size (acre)*43560*FAR
- ⁽³⁾ Transportation: Residential PM Peak Hour Trips (PHT), Residential Development: = # of units*1.0 PM-PHT (Average Rate), ITE Trip Generation Manual, 9th Edition
- ⁽⁴⁾ Transportation: Non-residential PM Peak Hour Trips (PHT), Industrial Use = ITE Code 820: Shopping Center = 3.71/1000 sq. ft. based on equation in ITE Manual, 9th
- ⁽⁵⁾ Potable Water: Residential = # of units*2.4*125 gallons/capita/day
- ⁽⁶⁾ Potable Water: Commercial = 17 gpd/100 sq. ft.
- ⁽⁷⁾ Wastewater: Residential = # of units*2.4*82 gallons/capita/day
- ⁽⁸⁾ Wastewater: Commercial = 10 gpd/100 sq. ft.
- ⁽⁹⁾ Solid Waste: Residential Demand = # of units*2.40*8.61 lbs/capita/day
- ⁽¹⁰⁾ Solid Waste: No Level of Service Requirement for Non-residential
- ⁽¹¹⁾ Recreation and Parks: Residential Demand = # of units * 2.40 *8 acres/1000 persons
- ⁽¹²⁾ Recreation and Parks = No LOS Requirement for Non-residential
- ⁽¹³⁾ Public Education Residential: = Based on multiplier provided by Flagler County School District. See Table 3.
- ⁽¹⁴⁾ Public Education Non-Residential = No LOS Requirement for Non-residential
- ⁽¹⁵⁾ 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.

Analysis: The proposed comprehensive plan amendment does not cause additional environmental/cultural impacts on the subject property. The proposed amendment do not change the developable areas and continues to preserve the identified “conservation” areas. A copy of the environmental assessment and site plan analysis report is provided.

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: Residential: Low Density-Rural Estate (Flagler County)

South: Mixed Use: High Intensity (Flagler County)

East: Residential: Low Density-Rural Estate (Flagler County)

West: Conservation (City of Palm Coast) – Graham Swamp Preservation Area

Surrounding Zoning Designation:

North: Agriculture & Planned Unit Development (PUD) (Flagler County)

South: Planned Unit Development (PUD) (Flagler County)

East: Planned Unit Development (PUD) (Flagler County)

West: Preservation (City of Palm Coast)

Surrounding Property Existing Uses:

North: Vacant/FIND Property & Single-family residential

South: Vacant

East: Single-family residential

West: Preservation area

The proposed FLUM amendment is consistent with the land use designations in the proximate area. The proposed Residential land use designation is appropriate and consistent with properties to the north, east and south. The proposed Mixed Use designation along Colbert Lane abut residential properties but are separated by Colbert Lane from lands with a FLUM designation of Conservation

CONSISTENCY WITH COMPREHENSIVE PLAN

In addition to being consistent with Objective 1.1.3 and Policy 1.1.3.3 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.

Analysis: The proposed amendments are consistent with Policy 1.3.1.1, the public facilities impacts can be accommodated by the existing infrastructure capacity. The need to extend water or wastewater mains to the facility will be the responsibility of the developer/property owner.

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.

Analysis: The proposed amendment is consistent with Policy 1.4.2.1, the proposed amendment will mainly increase the number of residential dwellings in the area. The amendment will retain a small 3.5 acre parcel for non-residential uses which may provide services to the residential units.

Objective 3.4.1 – Diversity in Housing Opportunities

Policy 3.4.1.1 – Through the FLUM and the zoning district regulations of the LDC, the City shall make provisions to supply land that can be developed with various types of residential uses, including single-family homes of various sizes, duplexes, multi-family dwellings, and residential units in mixed use development.

Analysis: The proposed amendment is consistent with Comprehensive Plan Objective and Policy to provide opportunities to diversify housing opportunities in the City. The change to Residential land use designation provides an opportunity to have zoning designations that would allow greater flexibility in density, size, or housing types.

Policy 5.1.3.2 – The City shall designate urban densities or intensities on the Future Land Use Map only in areas that have sufficient existing or planned capacity for potable water facilities and wastewater facilities where connection is available consistent with Policies 1.1.1.2 and 1.1.3.2. For the purposes of this Plan, any residential density exceeding one (1) dwelling unit per acre shall be deemed to be an urban density.

Analysis: The proposed amendment to Residential and Mixed Use designation is consistent with Comprehensive Plan policy to create urban densities or intensities in areas that have sufficient existing or planned capacity for potable water and wastewater facilities.

Policy 5.2.2.3 – The City shall designate urban densities or intensities on the Future Land Use Map only in areas that have sufficient existing or planned capacity for sanitary sewer facilities and where connection is available as set forth in State law and City regulations. The City shall minimize the use of septic tanks in accordance with the provisions of Objective 5.2.3 and policies implementing that objective. For the purpose of this Plan, any residential density exceeding one (1) dwelling unit per acre shall be deemed to be an urban density.

Analysis: The proposed amendment to Residential and Mixed Use is consistent with Comprehensive Plan policy above to designate urban densities or intensities in areas that have sufficient existing or planned capacity for sanitary sewer facilities.

RECOMMENDATION

Staff recommends that the Planning and Land Development Regulation Board (PLDRB) recommend that the City Council Approve the proposed Comprehensive Plan amendment.