



NEFRC Planning and Growth Management Policy Committee

Thursday, August 2, 2007

MINUTES

The NEFRC Planning and Growth Management Policy Committee meeting was held on Thursday, August 2, 2007 at 9:00 a.m., at Northeast Florida Regional Council, Jacksonville, Florida. Chairman Rutledge called the meeting to order with the following members:

PRESENT

Commissioner Boyle
Vice Mayor Crichlow
Ms. Dungey
Commissioner Harris
Mayor King
Mr. Register
Mr. Spaeth
Ms. Vallencourt
Mr. Sample for Ms. Burnette (ex-officio)
Mr. Parks (ex-officio)
Mr. Bill Green for Mr. Strong (ex-officio)
Commissioner Laibl
Commissioner Rutledge-Chair

ABSENT

Vice-Mayor Lawson-Brown
Comm. Holland

EXCUSED

Ms. Barber
Councilman Bue
Councilman Clark
Commissioner Fletcher
Ms. Franklin
Mayor Leeper
Commissioner Manuel
Mr. Maxwell
Commissioner Stevenson

Others: Valerie Britt, Ed Preston, Gary Kresel, Lisa Ransom, Joe Cone, Bill Green, Mike Griffis and others.

Staff Present: Brian Teeple, Ed Lehman, Guy Parola, Ameera Sayeed, Michael Hill, Sheron Forde, Debbie Dale, and others.

*Approval of Minutes

Chairman Rutledge called for a motion to approve the July 12, 2007, meeting minutes; Mr. Register made the motion, it was seconded by Ms. Vallencourt; motion carried.

Old Business

There was no old business to discuss.

New Business

Comprehensive Plan Amendment Review

Mr. Lehman stated there were 26 Comprehensive Plan Amendments reviewed during the month of July. Six (6) Transmitted Amendments and two (2) Adopted Amendments are brought before the Committee and Board for review.

Baker County Transmitted Amendment (07-2) – Mr. Lehman provided a summary of the transmitted amendment consisting of four (4) changes to the Future Land Use Map (FLUM). Staff comments regarding these changes are as follows: First; conversion of 72.02 acres of agricultural Zone B lands to residential Zone E – staff is concerned about the continued progression of residential development in this

part of the County without central water and sewer and recommends that the County provide additional justification for the conversion and their commitment to provide central utilities to serve the residential development in the adopted amendment packet. Second; proposed change of 723.7 acres from Ag Zone A to Light Industrial – staff recommends that, as a large portion of the project site is identified as wetlands, the County should consider a conservation land use category for this area of the project. The applicant and the County should work closely with the Florida Department of Transportation (FDOT) to ensure that any development will not impair the adopted Level of Service (LOS) on US 90 and I-10, a roadway on the Florida Intra-State Highway System (FIHS). Additionally, staff is concerned about the extensive development that would not be served by a regional water and wastewater system and recommends that the issue of water and sewer and the potential provision for a regional potable and wastewater treatment system should be presented in the adoption document. Third; proposed change of 1,056.5 acres from Ag Zone A and 167.9 acres from Ag Zone B to 710 acres of Industrial, 40 acres of Commercial and 475 acres of Conservation – No commitment for water and sewer was included in the transmitted amendment and there is a potential developer’s agreement being negotiated with Macclenny, therefore, staff suggests that the status of that agreement be included in the adoption document. It is believed that this change could result in potential development that will impact I-10 and US 90, however, there is an overall benefit of providing job opportunities in Baker County in that average trip lengths should be reduced and the percentage of commuter trips with destinations outside of the County should also be reduced. Forth; proposed change to the FLUM, changing 1,515 acres from Ag Zone A and Ag Zone B to Industrial – If the project goes through Development of Regional Impact (DRI) review, the impacts should be adequately mitigated. If not, the data and analysis is not sufficient to determine the impacts of this project and the efforts to be taken by the County to ensure that the LOS standard for I-10, US 90 and the Interchange will be met. Staff recommends that the Planning and Growth Management Policy Committee approve this report for transmittal to the Department of Community Affairs (DCA).

Mr. Register inquired as to whether or not the third proposed change, which is also more than 800 acres, has to go through the DRI process as well? Mr. Lehman stated that that is 710 acres of Industrial and 40 acres of Commercial and believes the applicant has requested a binding letter from DCA to determine its DRI status. Staff believes that it would not have to go through the DRI based on its size.

President Laibl inquired of Mr. Register the status of Baker County’s water, was it like every other rural county? Mr. Register stated that, like most other rural counties, they are depending on someone else to do this. He stated that as far as water and sewer, regarding the last proposed change, the property owner owns several thousand acres north and northeast of this property and based on conversations with the owner, they are working with the Public Service Commission and are in the process of applying for a certificated area to provide water and sewer and this area would encompass all of their property. In addition, they plan to develop the rest of it as residential. Therefore, he is confident there will be a large regional water and sewer plant on that end of the County. He added that the other industrial site’s plans calls for a small plant to service only this area, which the County is not in favor of. The County Commission has stated that they don’t want a lot of small plants scattered all over the county, they want a regional water and sewer plant. In reference to the residential property, the owner has stated that his intention for this is 0.75 acre lots with well and septic, which is the reason it passed because the County Commission has indicated that it will no longer approve 0.5 acre lots.

Mr. Parks stated that he is personally in favor of more industrial developments in Baker County. However, FDOT is concerned with the LOS on US 90 and I-10 and want to make sure that they are working with the developers to determine the impacts.

Mr. Register stated that he understands that some of the rules state that in a rural area there needs to be six (6) miles between interchanges on I-10 and inquired of Mr. Parks if that rule where this industrial park is proposing to build an interchange on I-10. Mr. Parks stated that it does. They will need to go through an Interchange Justification Report process, which goes through FDOT and then goes to Federal the Highway Administration and then ends up in Washington. He further stated that one of the things they will be asking is if they can move it a little further east. They are almost on the edge of Duval County,

which is in a transitioning area, where you have a three (3) mile requirement and the closer you get to that area, then you can look at justifying not going six (6) miles because right now, where it is, its about 2.25 miles from the S.R. 228 interchange.

Mr. Register pointed out that these are three large industrial amendments, which translate into jobs and Baker County supports these projects.

Chairman Rutledge called for a motion to approve staff recommendations on the Baker County's Transmitted Amendment 07-2, Commissioner Boyle made the motion, it was seconded by Mayor King; motion carried.

City of St. Augustine Beach Transmitted Amendment (07-2) – Mr. Parola provided a summary of the transmitted amendment that consists of a proposed amendment to the FLUM, changing the current area of Commercial and Residential land use categories and designating it as Mixed Use. He stated that while staff supports this effort, the text that accompanied the land use map amendment was a little vague, lacking predictability in the actual development and densities; therefore, it is suggested that it be clearly stated with more specific language. Staff recommends that the Planning and Growth Management Policy Committee approves this report for transmittal to the DCA.

There was no discussion on this item.

Chairman Rutledge called for a motion to approve staff recommendations on the City of St. Augustine Beach Transmitted Amendment 07-2, Commissioner Boyle made the motion, it was seconded by President Laibl; motion carried.

City of Jacksonville Transmitted Amendment (07-2) – Mr. Parola provided an overview of the transmitted amendment consisting of 13 proposed changes to the FLUM and two (2) text amendments. Staff had no comments on amendments 1, 3, 5, 6, 9 and 11. Staff's comments/recommendations regarding the remaining amendments are as follows: Amendment 2; 64 acres from Ag II to Light Industrial – The City should explore the use of a Planned Unit Development zoning district to ensure buffering standards that maintain the natural road frontage. Amendment 4; 16.11 acres from Ag IV to Light Industrial – As the site is contiguous to preservation lands owned by JEA and in accordance with the Strategic Regional Policy Plan (SRPP), a substantial conservation easement could be incorporated into the development for all portions of the site abutting preservation lands. Amendment 7; 31 acres from Low Density Residential to Light Industrial – staff recommends that the City establish access to the site and perform a transportation analysis based upon the entitled access prior to submitting for adoption of this FLUM amendment. Amendment 8; 43.69 acres from Rural Residential to Light Industrial – Staff recommends that the City establish access to the site and perform a transportation analysis based upon the entitled access prior to submitting for adoption of this FLUM amendment. Amendment 10; 66.04 acres from Medium Density Residential to Business Park – The 2015 traffic analysis seems to not take into account traffic from the Timucuan DRI. Amendment 12; 118 acres from Medium Density Residential to Light Industrial – The 2015 traffic analysis seems to not take into account traffic from the Timucuan DRI. Amendment 13; 12.55 acres from Medium Density Residential to Light Industrial – The DCA and FDOT have requested that a general transportation analysis using methodology agreed upon by FDOT be submitted for this transmittal round, however, documentation verifying the agreed upon methodology and corresponding analysis is missing from this transmittal packet. Therefore, staff suggest that the agreed upon analysis be included in the adoption round for this amendment. Staff has no comments regarding the proposed text amendments. Therefore, staff recommends that the Planning and Growth Management Policy Committee approves this report for transmittal to the DCA.

Commissioner Boyle stated he liked the suggestion regarding the request for the City to explore the use of a Planned Unit Development zoning district to ensure buffering standards and inquired if the Council could leverage the developers and make it a requirement that they put in buffers. Mr. Parola deferred to

Mr. Lehman for an explanation of the difference between a comment and a recommendation and whether a recommendation can be incorporated into this action. Mr. Lehman stated that at this level of review, the Council can only comment on that because this relates to a land use change and not land development regulation. Therefore, it would be difficult to condition this land change on providing a buffer, but want to bring it to the City's attention and hope they carry it forward. The strongest comment we can have in this is to recommend it. However, this comment does go to the DCA who can choose to act on our comments in their report based on how seriously they view our comments. At this stage, as a comment, it provides the DCA with adequate guidance in their review of this project. Mr. Lehman stated he's never seen a comp plan amendment with buffering requirements within the comp plan amendment. Therefore he believes it only rises to a comment level.

Chairman Rutledge called for a motion to approve staff recommendations on the City of Jacksonville Transmitted Amendment 07-2, Commissioner Boyle made the motion, it was seconded by Mr. Register; motion carried.

Town of Callahan Transmitted Amendment (07-1) – Mr. Lehman stated that this is a re-transmittal of the transmitted amendment that came before the Committee in April. The only change is one additional text amendment as well as policies to address school siting criteria. Mr. Lehman provided a summary of the Committee and Board's recommendation that a traffic study be included to determine whether these amendments will have an impact on roads in this area of Nassau County. In the Town's analysis, they note that the main thoroughfares in Callahan are operating at levels of service B and C, and that the changes, "should not have an adverse impact on the transportation system in the Town or cause the degradation of the roadway network below the adopted level of service." However, there is no data and analysis provided to support or contradict that statement. Therefore, consistent with the Council's April recommendation, staff's recommendation is that the Town provide sufficient data and analysis in the form of a traffic study to analyze the impacts on the roadway segments within this region, and not adopt these amendments if it is determined that there is not adequate capacity to accommodate the FLUM amendments, or provide information on how these impacts will be addressed through concurrency. Mr. Lehman stated that the reason for the re-transmittal is due to the text amendment. DCA declined review of this due to the fact that the Town had not adopted their school siting criteria as required. The Town has now included the criteria and is proposing to add policy A.1.1.12 to the FLUE and policy G.1.5 and G.1.5.1 to the Intergovernmental Coordination Element. Staff recommends that the Planning and Growth Management Policy Committee approves this report for transmittal to the DCA.

There was no discussion.

Chairman Rutledge called for a motion to approve staff recommendations on the Crescent City Adopted Amendment 07-1, Ms. Dungey made the motion, it was seconded by Ms. Vallencourt; motion carried.

City of Palm Coast Transmitted Amendment (07-CP1) – Mr. Parola provided an overview of the amendment consisting of two text changes to the Transportation Element of the Comprehensive Plan. He added that it accomplishes mandating interconnectivity throughout the City utilizing a requirement that any subdivision over 50 units have two points of ingress and egress. It also implements a water supply facilities work plan, which essentially states that the timing of future land use development needs to correlate with adequate water and public facility supply. Staff recommends that the Planning and Growth Management Policy Committee approves this report for transmittal to the DCA.

Ms. Dungey inquired if a loop road would suffice. Mr. Parola stated that there is a possibility for a loop road. However, what this does is mandate that when there are collector roads and subdivisions, there is at least two points of interconnectivity. One, there is two points of ingress and egress; two, it has the affect of reducing the queue in the morning of exiting the subdivision. A brief discussion followed regarding the past and current practices.

Chairman Rutledge called for a motion to approve staff recommendations on the City of Palm Coast Transmitted Amendment 07-CP1, Ms. Vallencourt made the motion, it was seconded by Commissioner Harris; motion carried.

Town of Hastings Transmitted Amendment (07-1) – Mr. Lehman stated that the amendment consists of several text amendments to position the Town in their efforts to receive a Florida Communities Trust grant. The data and analysis supported these policy changes. However, Policy 1.12.1 states that the Town will expand development opportunities in Hastings to promote urban infill. However, staff is uncertain of the purpose of the amendment because there was no data and analysis in support of it. The only data and analysis provided was the Florida Communities Trust grant. As written, it is vague and provides little direction to the Town on how to address urban infill. Other changes were the addition of Objective VI.5 and Policies VI.5.1 and VI.5.2. Staff recommends that the Planning and Growth Management Policy Committee approves this report for transmittal to the DCA.

Chairman Rutledge called for a motion to approve staff recommendations on the Town of Hastings Transmitted Amendment 07-1, Commissioner Boyle made the motion, it was seconded by Mr. Spaeth; motion carried.

City of Jacksonville Adopted Amendment (07-D2) – Mr. Lehman stated that this comp plan amendment corresponds with the Timucuan DRI and that Mr. Gary Kresel and Ms. Lisa Ransom, City of Jacksonville, are in attendance to answer questions. This Committee and Council reviewed this amendment in its transmitted form at its March 2007 meeting. Mr. Lehman provided an overview of the adopted amendment consisting of a FLUM amendment to accommodate the land uses proposed in the Timucuan DRI, proposes to change 5,984.88 acres from Agriculture, Rural Residential and public Buildings/Facilities to Mixed Use, and a text amendment to the Future Land Use Element. Staff recommends that the Planning and Growth Management Policy Committee find this adopted amendment consistent with the SRPP.

Commissioner Holland arrived and was added to the quorum.

Public Comment

Ms. Britt, 378 Tilefish Court, Jacksonville, FL – Spoke regarding her concerns that the mixed use category is missing and encourage the developers and applicant to consider putting in under the FLUM umbrella as conservation. Regarding the DRI, Ms. Britt also spoke on the topic of Braddock Road stating that the north vision was never adopted into the Comp Plan as they were done more informally and were never parts of the plan. She suggests that if the City wants to use these FDOT special programs, that they state whether it is or isn't in the plan.

There was no further discussion.

Chairman Rutledge called for a motion to approve staff recommendations on the City of Jacksonville Adopted Amendment 07-D2, Commissioner Boyle made the motion; it was seconded by Mayor King; motion carried.

City of Atlantic Beach Adopted Amendment (07-1) – Mr. Parola stated this Adopted Amendment was reviewed by the Committee in its transmitted form at the April 2007 meeting of the Council. Mr. Parola provided an overview of this adopted amendment and stated that, after its review of the transmitted amendment, the DCA did not do an Objections, Recommendations and Comments report. Staff recommends that the Planning and Growth Management Policy Committee find this adopted amendment consistent with the SRPP.

There was no discussion.

Chairman Rutledge called for a motion to approve staff recommendations on the 07-1, Commissioner Boyle made the motion, it was seconded by Commissioner Harris; motion carried.

Intergovernmental Coordination and Review Report

Mr. Lehman stated that this item is for information only, no action required.

Development of Regional Impact (DRI)

Timucuan DRI Development Order – Mr. Lehman provided a brief overview of the DO and stated that staff has reviewed the DO against the recommendation report that was adopted by the Council at its March 2007 meeting it was found consistent with the Council’s recommendations. Staff recommends that the DCA not appeal this Development Order.

Mr. Spaeth inquired about the 72 acres within the CHHA and how staff arrived at that number. Mr. Lehman stated that that was proposed in the Development Plan and somewhat mirrors language derived from discussions with Ms. Britt during the recommendation report.

Public Comment

Ms. Britt, 378 Tilefish Court, Jacksonville, FL – Ms. Britt stated that while she did take part in the discussions to change the language, she won’t take credit for it. She was trying to make it a stronger requirement and that the language before the Committee today isn’t really the language she agreed to. She wanted them to say there would be no residential development in the CHHA, but the developers said they couldn’t do their development plan that way. Her concern with the current language is that it’s not as strong as she wanted. The current language basically says that all but 72 acres can be developed with commercial. She was trying to make it stronger than the language that they had at the time. However, she will leave it to the Council to work it out.

Mr. Spaeth further inquired why they don’t develop in the entire area. Mr. Lehman stated that what staff is concerned with is the residential as that deals with evacuation issues. Therefore, it is important that the 228 acres be limited from residential. The 72 acres are their prime lands and they didn’t want to give up all of it; however, through negotiations it was agreed to limit it to 72 acres and had mitigation consistent with the recommendation report.

Chairman Rutledge called for a motion to approve staff recommendations on the Timucuan DRI Development Order, Commissioner Boyle made the motion, it was seconded by Ms. Dungey; motion carried.

Development of Regional Impact Report – Mr. Lehman stated that this item is for information only. It was mentioned that the Cordova Palms DRI in St. Johns County have submitted their second sufficiency and have been determined to be sufficient and estimate that the hearing for that will take place in October. Therefore, this Committee will hear the overview of the DRI and, in line with our policy, we will probably meet in St. Johns County in October to address the Cordova Palms DRI.

Public Comment

There were no public comments.

Next Meeting Date

The next meeting will be held Thursday, September 6, 2007, at 9:00 a.m. at Northeast Florida Regional Council, 6850 Belfort Oaks Place, Jacksonville, FL 32216

Adjournment

The meeting adjourned at 9:51 a.m.