



TO: Nicholas Mimms, PE, City Manager

THROUGH: Rebecca Grohall, AICP, Planning Director

FROM: Kori Benton, Senior Planner

RE: **Jenkins Road KOA**
Application for Planned Development (PD) – Zoning Atlas Amendment
3180 South Jenkins Road

DATE: February 21, 2018

STAFFREPORT

Owners: SR BACHER ENTERPRISES LLC
 1821 US-1 FT
 Fort Pierce, FL 34946

Applicant: S. R. Bacher Enterprises, LLC.
 1821 NUS Highway 1
 Fort Pierce, FL 34946

Representative: Brian Nolan, AICP, ASLA
 Senior Project Manager, Lucido & Associates
 701 S.E. Ocean Blvd.
 Stuart, Florida 34994

Requested Action: Approval of Jenkins Road KOA Planned Development (PD), encompassing a Zoning Atlas Amendment from Medium Density Residential (R-4) to Planned Development (PD) and an associated development plan for a 323 site KOA Campground.

Location: 3180 South Jenkins Road.

Parcel IDs: 2430-212-0001-000-5

Current Zoning & Future Land Use: Medium Density Residential (R-4) & Medium Density Residential (RM)

Proposed Zoning & Future Land Use: Planned Development (PD) & Boundary Commercial (BC)

Surrounding FLU & Zoning:

North	East	South	West
RM/R-4 & RL/R-1	RL/R-1 & RU/RS-4	RM/R-4 & RL/R-1	GC/C-3 & RL/R-3

Parcel(s) Size: 56.035 acres

Utilities: Located within the FPUA Retail Service Area

Staff Analysis:

The applicant is requesting the approval of a Planned Development (PD), known as Jenkins Road KOA, encompassing a Zoning Atlas Amendment from Medium Density Residential (R-4) to Planned Development (PD) and an associated development plan for a KOA Campground. The request for a Planned Development is associated with the pending consideration of a Future Land Use amendment, for the site, approved for transmittal to other agencies by the City Commission

The subject site is located along the east side of Jenkins Road, immediately north of Edwards Road, and a half mile south of the Okeechobee Road commercial corridor. The site is currently undeveloped with a variety of native and invasive species throughout the property. The site is bordered to the immediate north by North St. Lucie River Water Control District Canal No. 39, to the east lie existing low density single-family residential homes; to the immediate west lies S. Jenkins Road followed by moderate density residential homes and vacant commercial land; and to the immediate south lies Edwards Road trailed by medium density residential uses and vacant land.

Development Plan

The request seeks to amend the zoning designation of the subject property to Planned Development, PD along with assignment of a development plan for a KOA campground to accommodate recreational vehicles with improved vehicle stalls providing power, water and sewer hook-ups; semi-improved camp sites that will allow for tow-behind campers, tents and KOA-provided cabins, each with electrical hook-ups; outdoor storage area for boats, trailers and tow-behind campers along with a manager's quarters. At build-out, the campground would feature 197 pull-through RV lots and 126 Back-in RV Lots, augmented by a 6,000 sq. ft. administration building complete with a convenience store, laundry, storage room, public accessible restrooms and a dining/multipurpose room with commercial kitchen, recreational amenities such as pool, horseshoe Pits, pickleball and shuffleboard courts, kayak launch feature at the proposed 3.95 lake, and other support facilities customary with KOA campgrounds. The typical RV site will feature a landscaped space, patio, and fire pit.

The applicant presents operation and management highlights for the park, inclusive of maximum stays of six months, quiet hours between 10 pm and 7 am, an on-site manager, and use details for the various site types.

Phasing

The project is proposed in three phases, with a complete development timeline of six year, as follows:

Phase 1 – Spring 2018 to Spring 2019.

- 92 pull-through & 24 back-in Lots
- Water, Wastewater & Electrical Facilities
- Project Entrances
- Administration Building – *Phase 1 of 2*
- Pool, Pool Fence, Patio, & Parking
- Retention Lake & Support Drainage
- On-site Storage Area (guests only)
- Landscape Buffers
- Active Play Area

Phase 2 - Spring 2019 to 2021.

- 80 Back-In Lots
- Water, Wastewater & Electrical Facilities
- Second Retention Lake
- Landscape Buffers
- Workshop/Restrooms
- Horseshoe Pits, Pickleball Courts, Shuffleboard Courts

Phase 3 - Spring 2021 to 2023.

- 105 Pull-Through Lots, 22 Back-In Lots
- Water, Wastewater & Electrical Facilities
- Administration Building - *Phase 2 of 2*
- Restrooms & Workshop
- Multi-Purpose Field

· Shuffleboard Courts

*Completion of Manager's quarters, as needed

Design

The overall site design seeks to embrace the expansive size of the property, native vegetation, and maneuvering needs of RVs, while integrating a sizable KOA Campground and park amenities to provide a complete recreational tourist experience.

The Jenkins Road boundary is highlighted with a 30 ft. landscape buffer that frames the site's primary entrance, and separates activities within the park from Jenkins Road, and existing residences further to the west. Upon arrival into the site, guests are welcomed by a KOA administration building, parking area and furnished park amenities.

The 6,000 sq. ft. administration building, or clubhouse, is characterized by a Florida vernacular, reminiscent of Florida Cracker and Key West styles, presenting a defined entry and metal roof. The facility will offer a convenience store, laundry, storage room, restrooms and a dining/multipurpose room with commercial kitchen to guests. A manager's office is proposed on a mezzanine level.

Transportation & Sidewalks

Access to the development is proposed via a primary two-way driveway on S. Jenkins Road, along with a secondary/emergency access via Edwards Road. A southbound turn lane is proposed on S. Jenkins Road to support the primary entry. Both S. Jenkins Road and Edwards Road are two-lane County-maintained transportation links, featuring drainage swales on both sides of each road.

The applicant is proposing a payment in-lieu of constructing sidewalks along site boundaries of Jenkins, Edwards, and McNeil roads as no sidewalks currently adjacent to the site. Coupled with the limited pedestrian facilities adjacent, the applicant cites the hindrance of roadside swales and overhead utility poles along both S. Jenkins Road and Edwards Road in completing such improvements. As St. Lucie County maintains the abutting roadways, therefore consideration of this request is deferred to their jurisdiction.

Internal sidewalks are planned around the administration and amenity complex, with consideration of unpaved paths and trails within the campground as site operations develop. Guests are provided the ability to traverse the site via golf carts and bicycles.

Landscaping, Stormwater Retention, and Lighting

The presented landscape plan emphasizes the provision of parameter buffers along the boundaries of the site, and preservation of native trees concentrated on undisturbed sections of the site. The landscape plan demonstrates efforts made to preserve native vegetation where feasible, designing RV sites in a manner that minimizes tree impacts.

Landscape buffers of consisting of existing native vegetation are proposed along all property lines and will vary from 20' to 30' in width. Typical landscape buffer sections, along each boundary of the site are provided within the landscape plan package. RV or campground sites will feature individual landscape design to accent the pad, and integrate vegetation throughout the grounds. Furthermore, the plan integrates numerous interior vehicular use area landscape islands, many of which are designed to encompass preservation of the existing oak, pine, and palm trees.

Proposed landscaping will be comprised of Florida native species well suited for the climate zone, many of which are drought tolerant. All minimum standards of the City's landscape requirements are demonstrated to be met or

exceeded. Irrigation will be provided either via an on-site irrigation well or via municipal reuse water main. The applicant is encouraged to integrate variable hedge plant species and height along the abutting right-of-ways to formulate a layered buffer for noise dampening and visual enhancement.

The development plan proposes two stormwater maintenance ponds, of 3.03 and 1.45 acres, central to the campground activities. Littoral plantings will be provided to accent, promote stabilized habitat, and process nutrients within these ponds.

Site lighting, internal to the site, will be provided in accordance with applicable City Code requirements. Street lighting considerations for Jenkins and Edwards Road have been highlighted in discussions with the applicant and St. Lucie County, however are not presented within the proposed development plan.

Traffic

The traffic analysis filed reviewed the proposed development, originally assuming 399 campground sites. The formal filing by the applicant encompasses 323 sites, therefore the traffic generation figures have been prorated accordingly.

The project will generate approximately 1,020 daily trips, of which 49 are projected as AM peak hour trips and as 87 PM peak hour trips. Of these anticipated trips, at complete build-out, 75% are anticipated for assignment to Jenkins Road, and 25% are assumed for Edwards Road.

South Jenkins Roads and west Edwards Road are presently two lane, undivided roadways which operate at a Level of Service of C, with further expansion capacity. The intersection of Jenkins Road and Okeechobee Road recently underwent significant expansion as part of a Florida Department of Transportation (FDOT) and St. Lucie County initiative to enhance this Strategic Intermodal System (SIS) corridor. Previously considered and approved residential developments along West Edwards and South Jenkins Road have expired, however may provide demand to revisit further expansion of capacity along these minor arterial roadways. St. Lucie County engaged a consulting traffic engineer to review the transportation impacts of the project with anticipation that any justified improvements, beyond the proposed turn lane on Jenkins, will be integrated into the final development order. Findings indicated sufficiency with the presented turn lane, along with adjustments to the secondary means of access for the site. The applicant has integrated adjustments accordingly.

Right-of-way

St. Lucie County maintains all three abutting roadways, with both Jenkins and Edwards emphasized in the County's right-of-way (ROW) protection plan. St. Lucie County has indicated their request for 40ft. of ROW along Jenkins, based upon a 180' ROW in the ROW Protection Plan; 47 ft. along Edwards due to constraints and the plan for the future ROW, and approximately 7ft. along McNeil based upon an 80' ROW plan. The applicant integrated the scope of these requests within the current plan. It is noted that recent development activities along Jenkins Road accounted for a 25ft. dedication, whereas the current request is 40ft. and those along Edwards Road accounted for a 27ft. dedication, whereas the current request is 47ft.

Comprehensive Plan & Compatibility

The Boundary Commercial designation allows medium intensity commercial developments that are primarily intended to serve surrounding neighborhoods and residential areas. Uses allowed within this designation include general commercial, retail, offices, *tourist/entertainment facilities*, hotels/motels, *parcs and recreation*, along with *compatible* public, quasi-public, and *special uses*. This land use designation allows a maximum FAR of 1.0.

The use presents a blend of tourist and recreational facilities to accommodate short-term and seasonal visitors. This use, based upon design and integration to the established character of adjacent development and uses, seeks to assimilate with this corridor adjacent to the interstate interchange, and the future commercial and residential development along Jenkins Road. The applicant may seek to integrate specific provisions pertaining to temporary residence of guests, as the development is not intended provide long-term residential accommodations.

The proposed amendment has been reviewed with regards to the established Goals, Objectives and Policies of the City's Comprehensive Plan, with emphasis on potential impacts to the surrounding neighborhoods to the west, south, and east, as well as long range development of commercial centers to the west, north west, and north of the site, potential transportation impacts, and demand on infrastructure. The proposed zoning atlas amendment and coupled development plan are generally consistent with the goals, objectives and policies of the Comprehensive Plan as it promotes tourist lodging, entertainment facilities, parks and recreation, and special uses which benefit from proximity to Interstate 95 and the Florida Turnpike, and the commercial hub along Okeechobee Road. The development plan integrates the use within this large land tract with emphasis on preservation of native trees to provide natural buffers and a site layout that minimizes impacts to surrounding users.

Standards for Review

The following standards must be satisfied per Section 22-131 of the City Code prior to the approval of the requested amendment:

- (1) The amendment is consistent with the comprehensive plan;
- (2) The amendment will not have an adverse effect on the ability of the city to:
 - a. Satisfy land and water use needs; and
 - b. Meet transportation demands and provide community facilities and services; and
- (3) The amendment will promote and protect the public health, safety and general welfare.

The subject property is currently zoned R4 – Medium Density Residential, with a Future Land Use of RM – Residential Medium. The proposed use is not consistent with the existing Zoning and Future Land Use, however the presented rezoning and concurrent request for a Future Land Use Map Amendment to Boundary Commercial (BC) has been transmitted to the State for review, and accepted. The adoption hearing of this amendment is scheduled for consideration by the City Commission on March 19th, 2018

Upon approval of the proposed Land Use Amendment, the proposed zoning atlas amendment is generally consistent with the Goals, Objectives, and Policies of the City's Comprehensive Plan. Furthermore, the amendment should not have adverse an effect on the ability of the city to satisfy land and water use needs, meet transportation demands, and provide community facilities and services. The presented amendment promotes and protects the public health, safety and general welfare through the increased variety of tourist facility and the local economy, while limiting impacts to neighboring residential districts.

The proposed development plan incorporates a transition from the proposed commercial designation, desired along an arterial roadway such as Jenkins, to reduced development intensity towards established residential development, to the east.

Technical Review Committee:

All affected departments have reviewed and approved the applications. No significant impacts to public facilities are immediately expected by the proposed rezoning and development plan. Traffic impacts have been further assessed with the applicant's pending development application to determine any demand for transportation improvements to abutting roadways and intersections.

Planning Board

The Planning Board, at their December 12th, 2017 meeting, voted unanimously to recommend approval with the conditions presented by staff. Since the Planning Board's recommendation, the applicants have provided accommodation for right-of-way dedication to St. Lucie County and traffic analysis commentary to satisfy two (2) of the presented conditions.

Property Owner Response Summary:

A total of 81 notifications of the proposal were mailed to the owners of property located within 500 feet of the subject property. To-date, zero responses have been collected. A tally of the garnered responses will be provided to the City Commission at the public hearing.

Staff Recommendation:

The proposed amendment and associated Development Plan meet the criteria specified in Section 22-131 of the City Code and promotes and protects the public health, safety and general welfare; therefore Staff recommends the **approval** of the proposed Planned Development with the condition the applicant completes sidewalks, or provides payment-in-lieu of sidewalk construction, pursuant to City Code Section 22-62 or applicable St. Lucie County provisions as abutting roadways are under County jurisdiction.