



# PROPOSED SMALL-SCALE FUTURE LAND USE MAP (FLUM) AMENDMENT

## OVERVIEW

ORDINANCE: 2018-611

APPLICATION: L-5307-18C- 4-9

APPLICANT: ERIC ALMOND

PROPERTY LOCATION: 6021 Blanding Boulevard, 6046 Wesconnett Boulevard

Acreage: 1.08

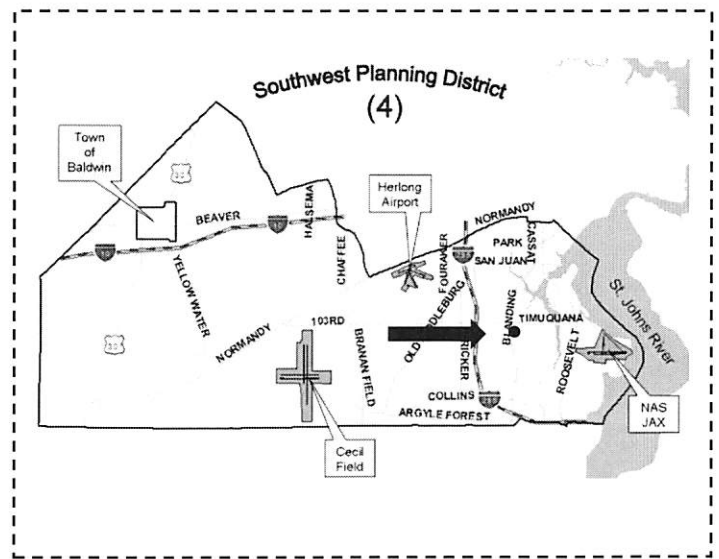
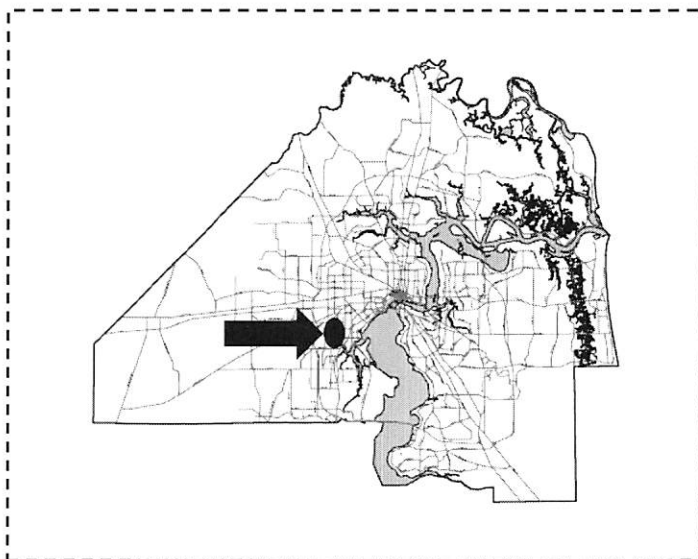
Requested Action:

	Current	Proposed
LAND USE	MDR	CGC
ZONING	RMD -A	CCG-1

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or Decrease in Maximum Density	Non-Residential Net Increase or Decrease in Potential Floor Area
MDR	CGC	16 DU (15 DU per acre)	N/A	N/A	16,466 sq. ft. (0.35 FAR)	Decrease 16 DU	Increase 16,466 sq. ft.

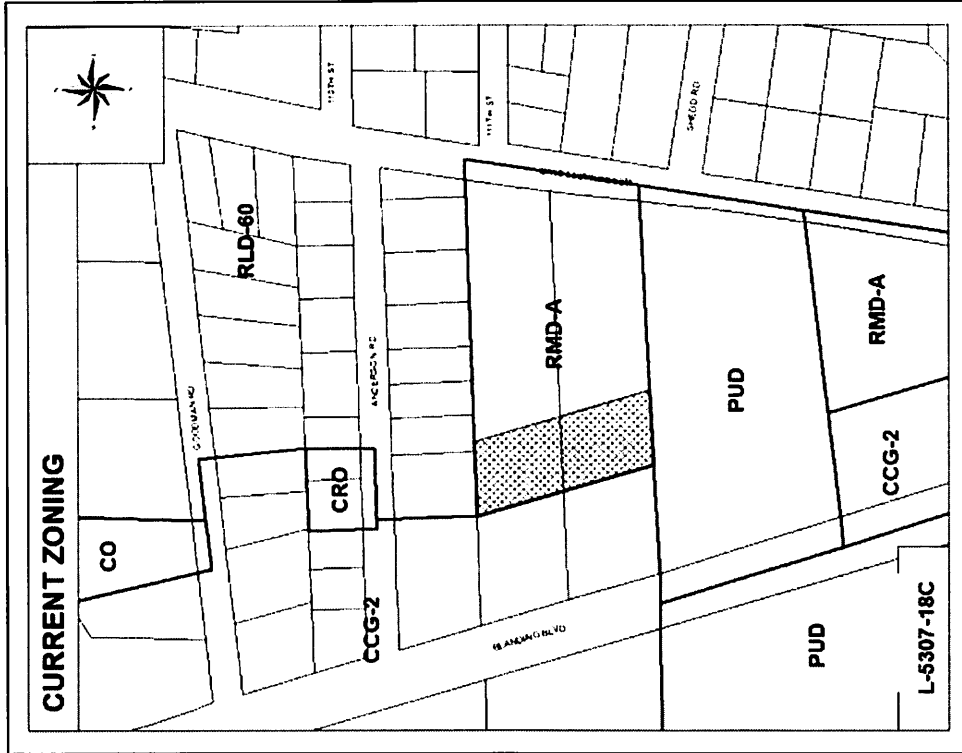
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: **APPROVAL**

### LOCATION MAPS:

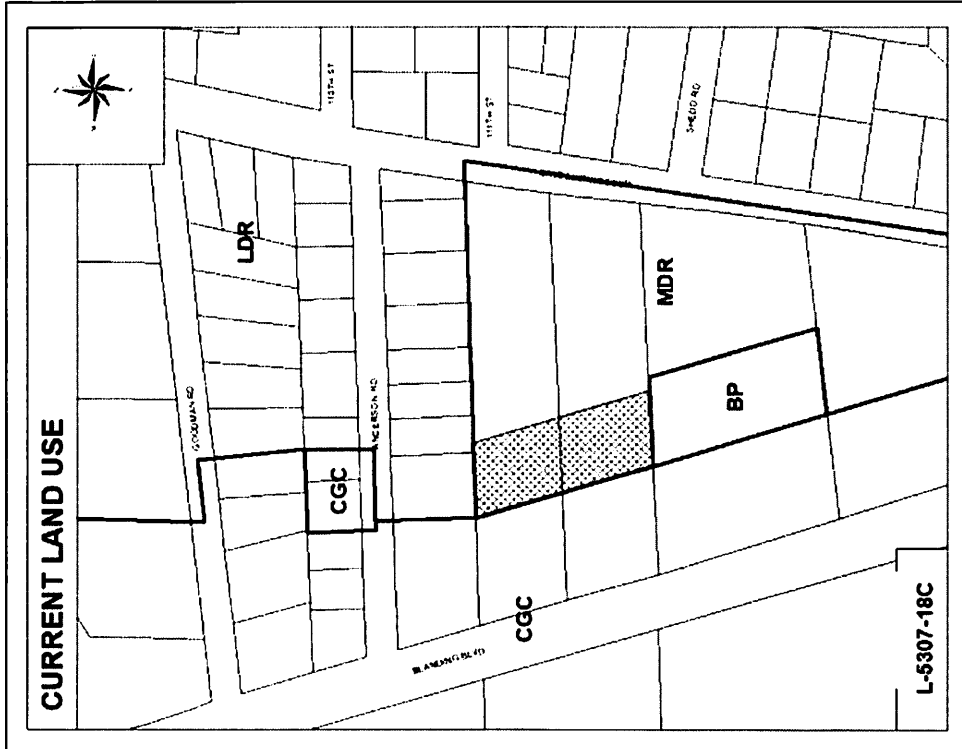


# DUAL MAP PAGE

## SMALL LAND USE APPLICATION L-5307-18C



**Current Zoning District(s):** Residential Medium Density- A (RMD-A)  
**Requested Zoning District(s):** Community Commercial General- 1 (CCG-1)



**Existing FLUM Land Use Categories:** Medium Density Residential (MDR)  
**Requested FLUM Land Use Category:** General Commercial (CGC)

# ANALYSIS

## Background:

The proposed amendment site is located on the east side of Blanding Boulevard (S.R. 21) a major arterial roadway with sidewalks on both sides of the road. The 1.08 acre land use application site is a portion of two separate lots. The 1.41 acre southern lot has a split land use, with the 200 feet along Blanding Boulevard having a CGC land use designation and the eastern half having MDR. The northern 3.04 acre parcel has access to both Blanding Blvd. and Wesconnett Blvd. and also has similar split land use categories. The proposed land use amendment is to change the portions of both lots that abut the CGC portions along Blanding Blvd. The site is located in the Urban Development Area, Council District 9, Planning District 4 and within the boundaries of the Southwest Vision Plan.

The applicant proposes a future land use map amendment from Medium Density Residential (MDR) to Community/General Commercial (CGC) and a rezoning from Residential Medium Density-A (RMD-A) to Commercial Community General-1 (CCG-1) in order to allow for the development of a Goodwill Store. The Planning and Development Department is recommending a zoning district change to Commercial Neighborhood (CN) in order to provide a transition area between the CCG-2 and the RMD-A to the east. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-612.

The subject site is located one-quarter of a mile north of the intersection of Wesconnett Blvd. and Blanding Blvd. The CGC land use lines both sides of Blanding Boulevard throughout this area. MDR and Low Density Residential (LDR) are the primary land uses along Westconnett Blvd. The strip of CGC on the east side of Blanding Boulevard has a depth of 200 feet. On the parcel directly south abutting the subject site, Ordinance 2006-0216-E amended the future land use from CGC to Business Park (BP). The character of the area is primarily commercial along Blanding Boulevard and transitions to residential along Westconnett. The most recent land use change was completed in 2017 (Ordinance 2017-625-E) and changed the land use from LDR to CGC but required the zoning to be changed from RLD-60 to CRO rather than CCG-1 to provide a transition of use and intensity between the CCG-2 land use and the residential properties to the east.

The generalized adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC/LDR	CCG-2	Service Garage
South	CGC/BP	PUD	Open Storage
East	MDR	RMD-A	Single Family
West	CGC	CCG-2	Warehouse

The dual land use and zoning map on page 2 and the land utilization map (Attachment A) provide a detailed picture of the existing development pattern for the immediate area.

### **Impact Assessment:**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this Section.

### **Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition). According to the applicant the site is served by centralized water and sewer. (JEA letter dated June 4, 2018)

#### Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment has the potential to result in an increase of 293 net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

#### Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

#### Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

## Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 7 is 0.66.

Blanding Boulevard (SR 21) is the first functional classified facility that would be impacted by the proposed development. SR 21 between I-295 East Beltway and 103<sup>rd</sup> Street (SR 134) is a 4-lane urbanized arterial facility which has a maximum daily capacity of 39,800 vpd. This segment is expected to operate at a V/C ratio of 0.93 with the inclusion of the additional traffic from this land use amendment. SR 21 is under the jurisdiction of the FDOT and will be subject to FDOT review and access management requirements.

### **Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of less than 300', unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

### **Future Land Use Element**

**Objective 2.5** Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

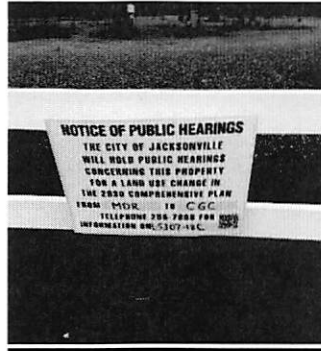
# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Residential	Goodwill Store
Land Use/Zoning	MDR	CGC
Development Standards For Impact Assessment	15 DU per acre	0.35 FAR
Development Potential	16 DU	16,466 sq. ft.
Population Potential	37 people	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<u>YES</u>	<u>NO</u>
Plans/Studies		X
Aquatic Preserve		X
Airport Environ Zone	300' NAS	
Industrial Preservation Area		X
Cultural Resources		Low
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		Discharge
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	293 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease 2,937 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease 2,203 gallons per day	
Potential Solid Waste Impact	Decrease 15.26 tons per year	
Drainage Basin / Sub-Basin	Ortega river/ Fishing Creek	
Recreation and Parks	Westconnett Park	
Mass Transit	Bus routes #5, #30	
<b>NATURAL FEATURES</b>		
Elevations	22 ft.	
Soils	63 – Sapelo fine sand, 0 to 2% slope	
Land Cover	1400 Commercial	
Flood Zone	N/A	
Wet Lands	N/A	
Wild Life	N/A	

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on September 11, 2018, the required notices of public hearing signs were posted. Twenty-Eight (28) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizens Information Meeting was held on September 17, 2018 and there were no speakers present.



## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

Proposed amendment analysis in relation to the Goal, Objectives, and Policies of the 2030 Comprehensive Plan:

#### Future Land Use Element:

- Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- Policy 1.2.9 Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

- Goal 3** To achieve a well balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.
- Objective 3.2** Continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas
- Policy 3.2.4** The City shall permit expansion of commercial uses adjacent to residential areas only if such expansion maintains the existing residential character, does not encourage through traffic into adjacent residential neighborhoods, and meets design criteria set forth in the Land Development Regulations.
- Objective 6.3** The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

According to the Category Descriptions for the Urban Development Areas of the Future Land Use Element (FLUE), the MDR category is intended to provide compact medium to high-density residential development and transitional uses between low-density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category.

According to the FLUE, Community/General Commercial (CGC) in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as an arterial or higher on the Functional Highway Classification Map. Commercial retail sales and service and business and professional offices are primary uses within CGC in the Urban Area.

The subject site is located in the Urban Development Area of the Southwest Planning District, in an area with access to full urban services, including sidewalks along both sides of Blanding Boulevard (S.R. 21) a principal arterial roadway and major commercial corridor. Therefore, the proposed amendment is consistent with the CGC Future Land Use Category preference for new designations. Additionally, the amendment aids in maintaining a compact and compatible land use pattern, consistent with FLUE Policy 1.1.22.

The proposed land use amendment encourages development of an underutilized property within the Urban Area of the City that already has the infrastructure, utilities, and public facilities in place to support such development. Pursuant to FLUE Policy 1.2.9, the site currently has



access to centralized water and sewer, according to a JEA Availability letter provided by the applicant, dated June 4, 2018. The proposed amendment extends the 200 foot strip of CGC fronting along Blanding Boulevard and additional 150 feet to the east. This extension of the CGC will facilitate the viability of commercial infill and development typical of the modern development patterns. The Planning and Development Department recommends that the companion zoning be changed from RMD-A to CN to provide a transition area from the CCG-2 to the RMD-A to the east. As such, the proposed land use amendment is consistent with FLUE Objective 6.3 and the original intent of the Urban Development Area, which encourages revitalization and use of existing infrastructure through redevelopment and infill.

The subject site is an appropriate infill location as required by FLUE Policy 1.1.11 and Policy 6.3. The site is located along a principal arterial roadway and is served by mass transit. Therefore, the proposed amendment would result in a well-balanced and organized combination of uses served by a convenient and efficient transportation network as called for by Goal 3 of the FLUE. The proposed amendment will promote FLUE Objective 3.2 by sustaining commercial viability and offering additional employment opportunities for this area.

Policy 3.2.4 of the FLUE precludes expansion of commercial uses adjacent to residential areas where non-residential traffic will intrude into residential neighborhoods. The proposed amendment site has direct access along Blanding Boulevard and access to commercial uses is prohibited through residential areas to the east. Therefore, non-residential traffic would not intrude into the residential neighborhoods along Wesconnett Boulevard, which is consistent with FLUE Policy 3.2.4

#### Recreation and Open Space Element

Proposed amendment analysis in relation to the Objectives and Policies of the 2030 Comprehensive Plan, Recreation and Open Space Element (ROSE):

Policy 2.2.1 The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

The reservation of at least 10% of open space in the amendment site will be enforced through the development review process as called for by ROSE Policy 2.2.1.

#### **Vision Plan**

The subject site is located within the boundaries of the Southwest Jacksonville Vision Plan, which was adopted by City Council in September of 2003. The subject site is located within the Suburban Area of the Vision Plan boundaries, which describes this area as “lower-density pockets of contemporary housing and free-standing retail nodes, the prevailing pattern of development in this zone is auto-oriented.” The redevelopment of this site will further the spirit and intent of the Vision Plan.

#### **Strategic Regional Policy Plan**

The proposed land use amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Policy 3: Local governments are encouraged to offer incentives or make development easier in areas appropriate for infill and redevelopment.

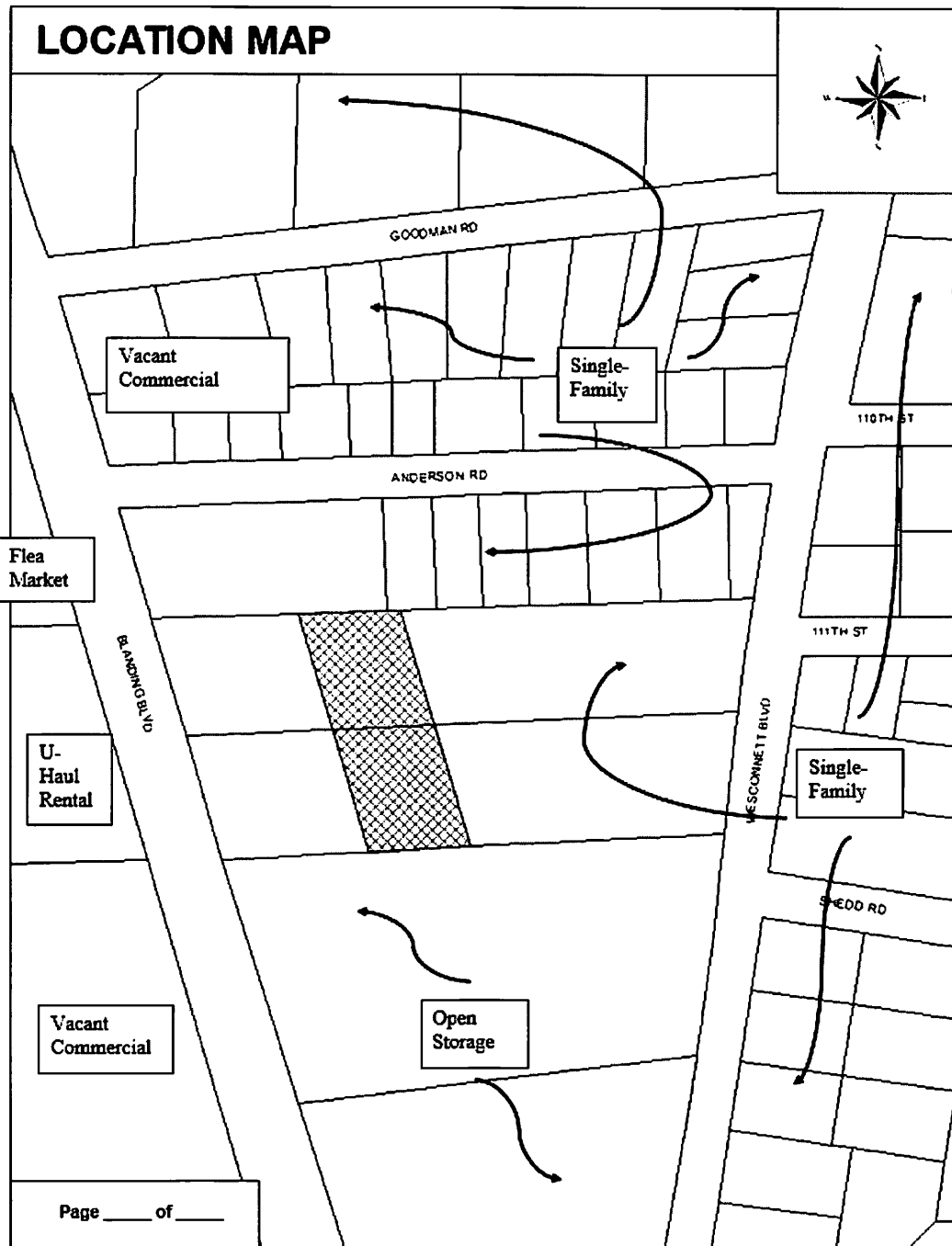
The proposed land use amendment is consistent with Policy 3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional location for the creation of new business opportunities in the northeast Florida region.

## **RECOMMENDATION**

The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and the Strategic Regional Plan.

# ATTACHMENT A

## Existing Land Utilization:



## ATTACHMENT B

### Traffic Analysis:

The proposed project identified in Land Use Amendment L-5307-18C is located along Blanding Boulevard, south of Anderson Road between Blanding and Wesconnect Boulevard in the Urban Development Area of Jacksonville, Florida. The subject site has an existing Medium Density Residential (MDR) land use category. The proposed land use amendment is to allow for Community General Commercial on approximately 1.08 +/- acres.

Transportation Element Policy 1.2.1 of the 2030 Comprehensive Plan requires the use of the most current ITE Trip Generation Manual (10<sup>th</sup> Edition) to calculate the vehicular trips based on the maximum development potential for existing and proposed land uses. In accordance with development standards for impact assessments established in the Future Land Use Element Policy 1.2.16, the MDR land use category development impact assessment standards allows for 15 multi-family dwelling units per acre, resulting in a development potential of 16 units (ITE Land Use Code 220) which could generate 117 daily vehicular trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 16,446 SF of commercial space (ITE Land Use Code 820) which could generate 410 net daily vehicular trips. This will result in net increase 293 daily vehicular trips if the land use is amended from MDR to CGC, as shown in Table A.

**Table A**  
**Trip Generation Estimation**

Current Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips	Less Pass-By Trips	Net New Daily Trip Ends
MDR	220	16 MF DUs	T = 7.32 (X)	117	0.00%	117
<b>Total Section 1</b>						<b>117</b>
Proposed Land Use	ITE Land Use Code	Potential Number of Units (X)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Pass-By Trips	Net New Daily Trip Ends
CGC	820	16,466 SF	T = 37.75 (X) / 1000	622	34.00%	410
<b>Total Section 2</b>						<b>410</b>
<b>Net New Daily Trips</b>						<b>293</b>

*Source: Trip Generation Manual, 10th Edition, Institute of Engineers*

## **ATTACHMENT B(con't)**

### **Additional Information:**

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7.


Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

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# ATTACHMENT C

## Land Use Amendment Application:

		<b>APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>	
<b>Date Submitted:</b>	5/15/18	<b>Date Staff Report is Available to Public:</b>	9-28-18
<b>Land Use Adoption Ordinance #:</b>	2018-611	<b>Planning Commission's LPA Public Hearing:</b>	10-4-18
<b>Rezoning Ordinance #:</b>	2018-612	<b>1st City Council Public Hearing:</b>	10-9-18
<b>JPDD Application #:</b>	L-5307-18C	<b>LUZ Committee's Public Hearing:</b>	10-16-18
<b>Assigned Planner:</b>	Jody McDaniel	<b>2nd City Council Public Hearing:</b>	10-23-18
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b>		<b>Owner Information:</b>	
ERIC ALMOND, P.E. ALMOND ENGINEERING, P.A. 6277 DUPONT STATION COURT EAST, UNIT 1 JACKSONVILLE, FL 32217 Ph: (904) 306-0162 Email: EALMOND@ALMONDENGINEERING.COM		LEO MARTINEZ LEO MARTINEZ SR TRUST 6021 BLANDING BLVD JACKSONVILLE, FL 32244  DENA H SALIS MARIE MARTINEZ LIFE ESTATE 6046 WESCONNETT BLVD JACKSONVILLE, FL 32244	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acreage:</b>	1.08	<b>General Location:</b>	0.65 MILES SOUTH OF 103RD STREET ON BLANDING BLVD
<b>Real Estate #(s):</b>	097785 0010 097785 0500	<b>Address:</b>	6046 WESCONNETT BLVD 6021 BLANDING BLVD, JACKSONVILLE, FL 32244
<b>Planning District:</b>	4		
<b>Council District:</b>	9		
<b>Development Area:</b>	URBAN AREA		
<b>Between Streets/Major Features:</b>	ANDERSON RD and WESCONNETT BLVD		
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> USED TRUCK DEALERSHIP			
<b>Current Land Use Category/Categories and Acreage:</b>			
MDR	1.08		
<b>Requested Land Use Category:</b>	CGC	<b>Surrounding Land Use Categories:</b>	CGC
<b>Applicant's Justification for Land Use Amendment:</b>			
SURROUNDING 2030 COMP PLAN FLUM DESIGNATIONS: CGC, BP, MDR, LDR THE CURRENT AREA OF THE PROPERTY THAT HAS A LAND USE OF CGC AND ZONING OF CCG-2 IS NOT OF SUFFICIENT SIZE TO ALLOW FOR A TYPICAL COMMERCIAL DEVELOPMENT. THE CGC INTENT ALONG COLLECTOR/ARTERIAL ROADS IS ALLOWABLE AND PERMISSABLE, THIS REQUEST IS TO EXPAND SLIGHTLY THE PHYSICAL DIMENSIONS OF THE CGC LAND USE TO PROMOTE COMMERCIAL DEVELOPMENT.			
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b>	JEA	<b>Sanitary Sewer</b>	JEA
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b>			
RMD-A	1.08		
<b>Requested Zoning District:</b>	CCG-1		
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coi.net/luzap/">http://maps.coi.net/luzap/</a>			

# ATTACHMENT D

Aerial map:

