

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



## OVERVIEW

**ORDINANCE: # 2018-753**

**APPLICATION: L-5315-18C-3-3**

**APPLICANT: ROBERTA GIBBS**

**PROPERTY LOCATION: 14190 BEACH BOULEVARD (SR 212); ON THE EAST SIDE OF WASHBURN ROAD, BETWEEN BEACH BOULEVARD (SR 212) AND WASHBURN COURT.**

**Acreage: 0.53**

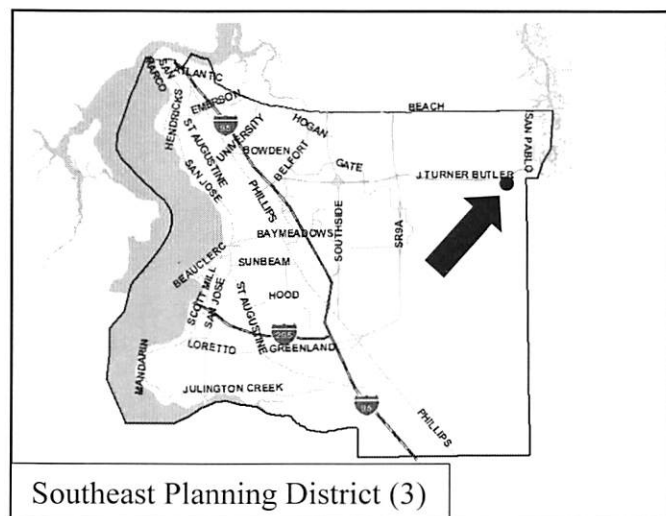
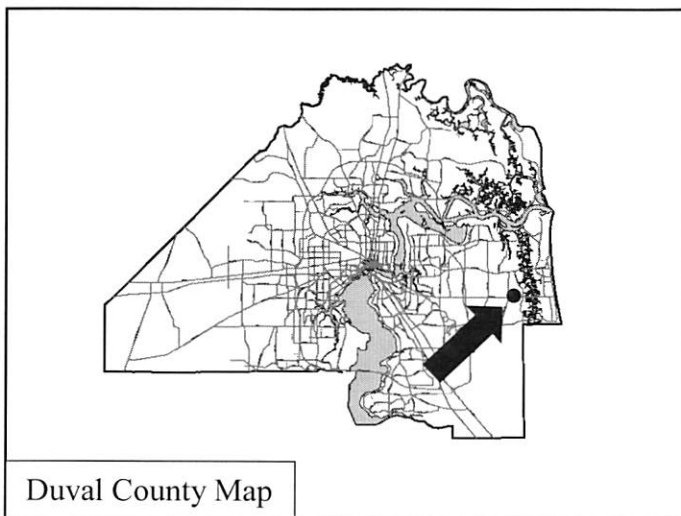
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>RPI</b>	<b>CGC</b>
<b>ZONING</b>	<b>RLD-60</b>	<b>CN</b>

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
RPI	CGC	N/A	N/A	11,543 Sq. Ft. (0.5 FAR)	8,080 Sq. Ft. (0.35 FAR)	N/A	Decrease 3,463 Sq. Ft.

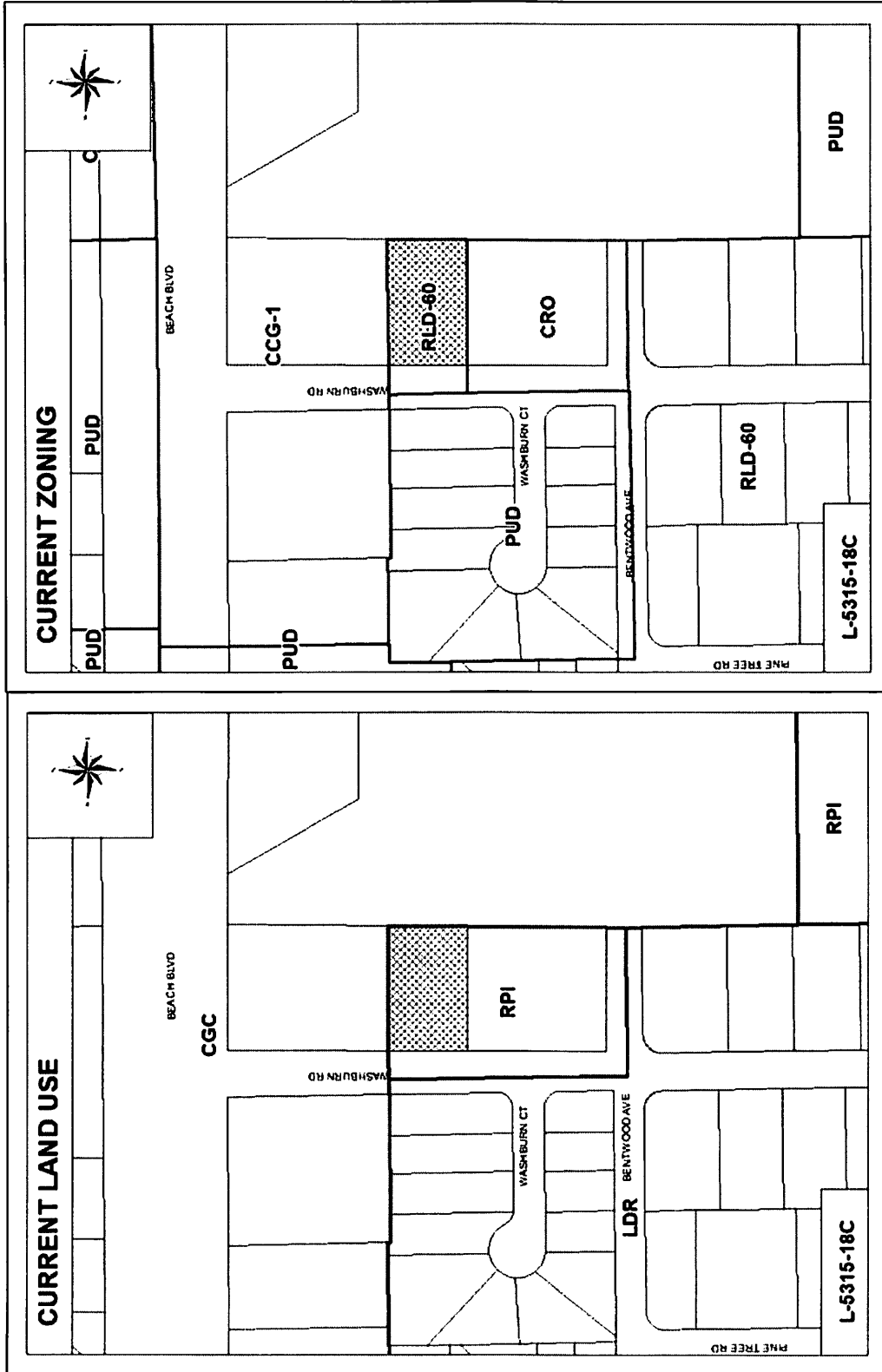
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



# DUAL MAP

## SMALL SCALE LAND USE APPLICATION L-5315-18C



**Existing FLUM Land Use Categories:** Residential-Professional-Institutional (RPI)    **Current Zoning District(s):** Residential Low Density-60 (RLD-60)

**Requested FLUM Land Use Category:** Community-General Commercial (CGC)    **Requested Zoning District(s):** Commercial Neighborhood (CN)

# ANALYSIS

## Background:

The 0.53 of an acre subject site is currently vacant and is located in the Urban Development area of Council District 3, Planning District 3 and is within the boundaries of the Southeast Vision Plan. The site is a portion of parcel 167071-0100 and is located east of Washburn Road, classified as a local road between Beach Boulevard (SR 212) and Washburn Court.

The applicant proposes a future land use map amendment from Residential-Professional-Institutional (RPI) to Community General Commercial (CGC) and a rezoning from Residential Low Density-60 (RLD-60) to Commercial Neighborhood (CN) for property within the Urban Development Area. The companion rezoning is pending concurrently with this land use amendment application pursuant to Ordinance 2018-754. According to the applicant, the purpose of the land use amendment is to develop the site as a car washing facility.

Much of the surrounding area has either a CGC, RPI or LDR land use designation with uses such as: single-family homes, a convenient store, and a strip mall. The predominant land use category in the area along this portion of Washburn Road is Low Density Residential (LDR) with CGC on the parcels fronting along Beach Blvd.

Adjacent Property	Land Use	Zoning District	Current Use(s)
North	CGC	CCG-1	Gas Station/Convenient Store
South	RPI	CRO	Lodge/Union Hall (School of Bridge)
East	CGC	CCG-1	Shopping Strip
West	LDR	PUD	Residential

The proposed amendment does not include a residential component. Therefore, school capacity will not be impacted.

## 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 information filed in the application, the site will be served by JEA.

#### 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 89 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 2.

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 2 is 0.70.

Beach Boulevard (SR 212/US 90) between Hodges Boulevard and San Pablo Parkway is the first functional classified road that would be impacted by the proposed development. SR 212 is a 6-lane divided arterial facility with a maximum daily capacity of 59,900 vpd (2017). The proposed commercial development could generate approximately 89 net daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.77 with the inclusion of the additional traffic from this land use amendment.

### **Airport Environment Zone**

The site is located within the 500 foot Height and Hazard Zone for Craig Airport. Zoning will limit development to a maximum height of less than 500 feet, 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). See Objective 2.5 of the Future Land Use Element below:

### **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

[ L-5315-18C ]

<b>DEVELOPMENT ANALYSIS</b>		
Development Boundary	Urban Development Area	
Roadway Frontage Classification	116 Feet of Frontage; local road	
Plans/Studies	Southeast Vision Plan	
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant	Car Wash
Land Use/Zoning	RPI/RLD-60	CGC/CN
Development Standards For Impact Assessment	0.5 FAR	0.35 FAR
Development Potential	11,543 Square Feet	8,080 Square Feet
Population Potential	N/A	N/A
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Septic Tank Failure Area		X
Airport Environ Zone	500' Craig Airport	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X-Low
Historic District		X
Coastal High Hazard/Adaptation Action Areas		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
Boat Facility Siting Zone		X
Brownfield		X
State Road (SR)	SR Name: N/A	X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	89 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease in 406 gallons/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease in 304.5 gallons/day	
Potential Solid Waste Impact	Decrease of 5.5 tons/year	
Drainage Basin / Sub-Basin	Intracoastal Waterway / Open Creek	
Recreation and Parks	Castaway Island Preserve / Isle of Palms Park	
Mass Transit	Routes 9 and 205	

NATURAL FEATURES	
Elevations	12 to 14 feet above mean sea level
Land Cover	1400- Commercial and Services
Soils	32- Leon Fine Sand, 0 to 2 percent slopes
Flood zone	N/A
Wetlands	N/A
Wildlife (sites greater than 50 acres)	N/A

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on November 15, 2018, the required notice of public hearing signs were posted. Twenty-two (22) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen's Information Meeting was held on November 19, 2018. No members of the public were present.



# CONSISTENCY EVALUATION

## 2030 Comprehensive Plan

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

### Future Land Use 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 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- 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.
- Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.



Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

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.

### **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.

### **Comprehensive Plan Analysis**

According to the FLUE, the current land use, RPI in the Urban Area, is intended to provide compact medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled.

The proposed land use category, CGC, is a category which 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. Development that includes residential uses is preferred to provide support for commercial and other uses. 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. Principal uses for CGC include but are not limited to: Commercial retail sales and service establishments including auto sales; Restaurants; Hotels and motels; Offices, Business and Professional Offices including veterinary offices; Financial institutions; Multi-family dwellings; Live/Work Units; Commercial recreational and entertainment facilities; Auto repair and sales, mobile home/motor home rental and sales, boat storage and sales; Off street parking lots and garages; Filling stations; and Uses associated with and developed as an integral component of TOD.

The site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA letter, dated August 13, 2018, there is an 8-inch water main within the Beach Boulevard right-of-way adjacent to the property. In addition, there is a 2-inch sewer force main within the property and a second 14-inch sewer force main connection point within the Beach Boulevard right-of-way.

The proposed amendment to CGC promotes a compact and compatible land development pattern, while creating an organized and balanced combination of uses and allows for infill development on vacant, underutilized land. The amendment results in a logical extension of the adjacent CGC while maintaining a compatible transition of intensities with RPI to the south. Therefore, meeting the criteria of FLUE Goal 3, Objective 6.3, and Policy 1.1.22.

The proposed amendment to CGC would promote an existing commercial area that is consistent with the character of the area, permits development and expansion of commercial uses in an existing corridor, thereby meeting the requirements set forth in FLUE Objective 3.2 and Policies 3.2.1, 3.2.4 and 3.2.7.

The proposed land use amendment will be required to comply with ROSE Policy 2.2.1 concerning the adequate provision of open space.

The proposed amendment has been reviewed and found to comply with the Southeast Vision Plan pursuant to FLUE Policy 4.1.8B.

### **Southeast Vision Plan**

The subject property is located within the boundaries of what is identified as the Urban Area of the Southeast Vision Plan (March 2010). According to the plan, the proposed land use amendment is consistent with the following:

- Guiding Principle Two- Promote Mixed-Use/Mixed-Income Redevelopment and Infill
  - Subprinciple 2.2- Encourage redevelopment along arterials with higher densities and intensities that limit impacts on failing roadways.

The property is vacant within close proximity to a road corridor that is predominantly commercial use. Therefore, the amendment to CGC will provide infill in a commercial area with full infrastructure and services that is classified as being underdeveloped.

### **Strategic Regional Policy Plan**

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

Goal 2.3                      An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

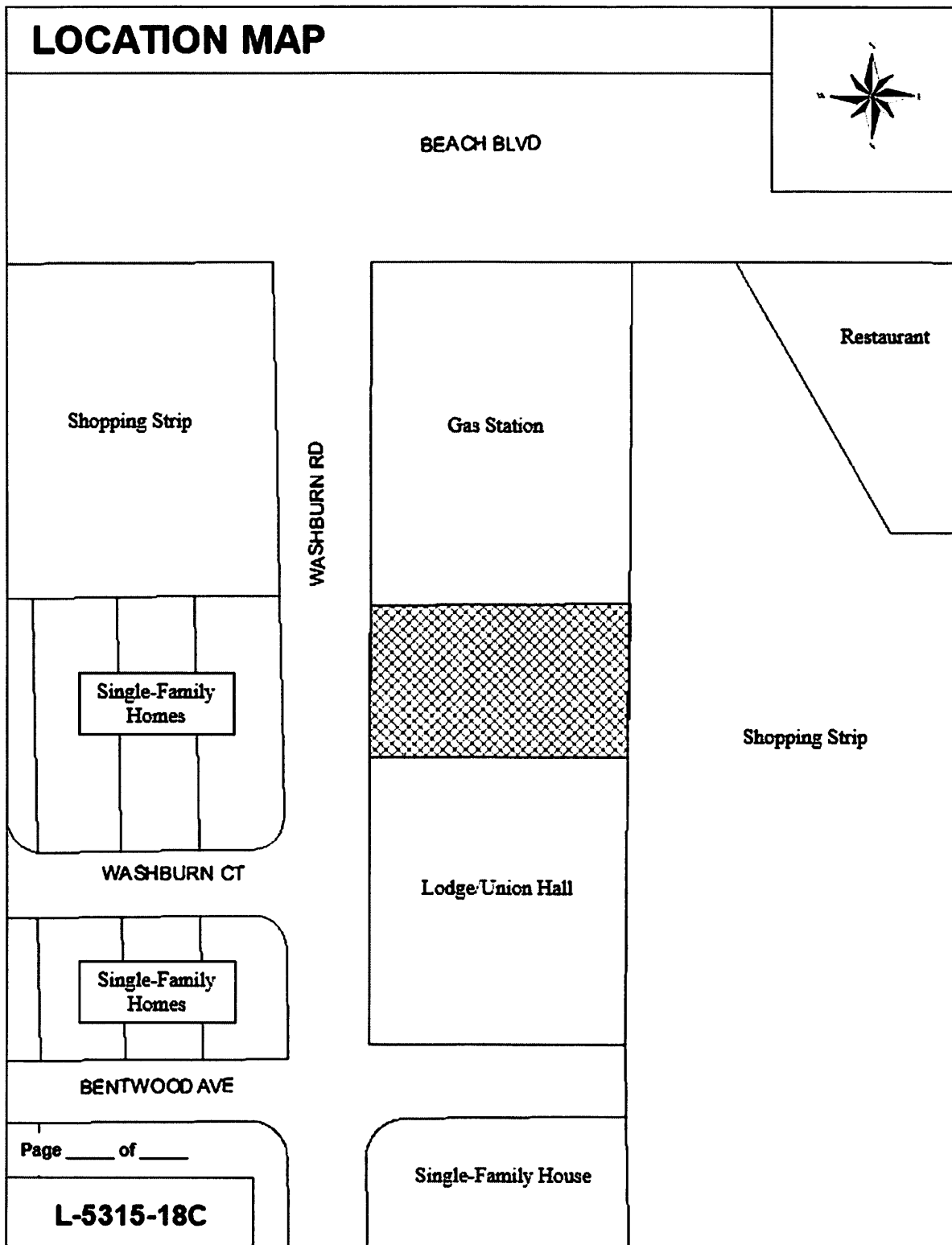
The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it provides an opportunity for the creation or relocation of a new business, or the expansion of an existing business in the northeast Florida region.

## **RECOMMENDATION**

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

# ATTACHMENT A

## Existing Land Utilization:



## ATTACHMENT B

### Traffic Analysis:



ONE CITY. ONE  
JACKSONVILLE.

## City of Jacksonville, Florida


*Lenny Curry, Mayor*

City Hall at St. James  
117 W. Duval St.  
Jacksonville, FL 32202  
(904) 630-CITY  
www.coj.net

### MEMORANDUM

**DATE:** November 19, 2018

**TO:** Susan Kelly  
Community Planning Division

**FROM:** Lurise Bannister   
Transportation Division

**SUBJECT:** Transportation Review: Land Use Amendment L-5315-18C

The proposed project identified in Land Use Amendment L-5315-18C is located at 14190 Beach Boulevard, south of Beach Boulevard, in the Urban Development Area of Jacksonville, Florida. The subject site is undeveloped and has an existing Residential/Professional/Institutional (RPI) non-residential land use category. The proposed land use amendment is to allow for Community General Commercial (CGC) on approximately 0.53 +/- 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 RPI non-residential land use category development impact assessment standards allow for 0.5 FAR per acre. This results in a development potential of 11,543 SF of office/institutional space (Land use Code 710), which could generate approximately 112 net daily trips. The proposed CGC land use category development impact assessment standards allows for 0.35 FAR per acre, resulting in a development potential of 8,080 SF of general commercial space (ITE Land Use Code 820) which could generate 201 daily vehicular trips. This will result in 89 net new daily vehicular trips if the land use is amended from RPI to CGC, as shown in Table A.

## ATTACHMENT B (cont.)

**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
RPI	710	11,543 SF	$T = 9.74 (X) / 1000$	112	0.00%	112
<b>Total Section 1</b>						<b>112</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	8,080 SF	$T = 37.75 (X) / 1000$	305	34.00%	201
<b>Total Section 2</b>						<b>201</b>
<b>Net New Daily Trips</b>						<b>89</b>

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

**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 2.

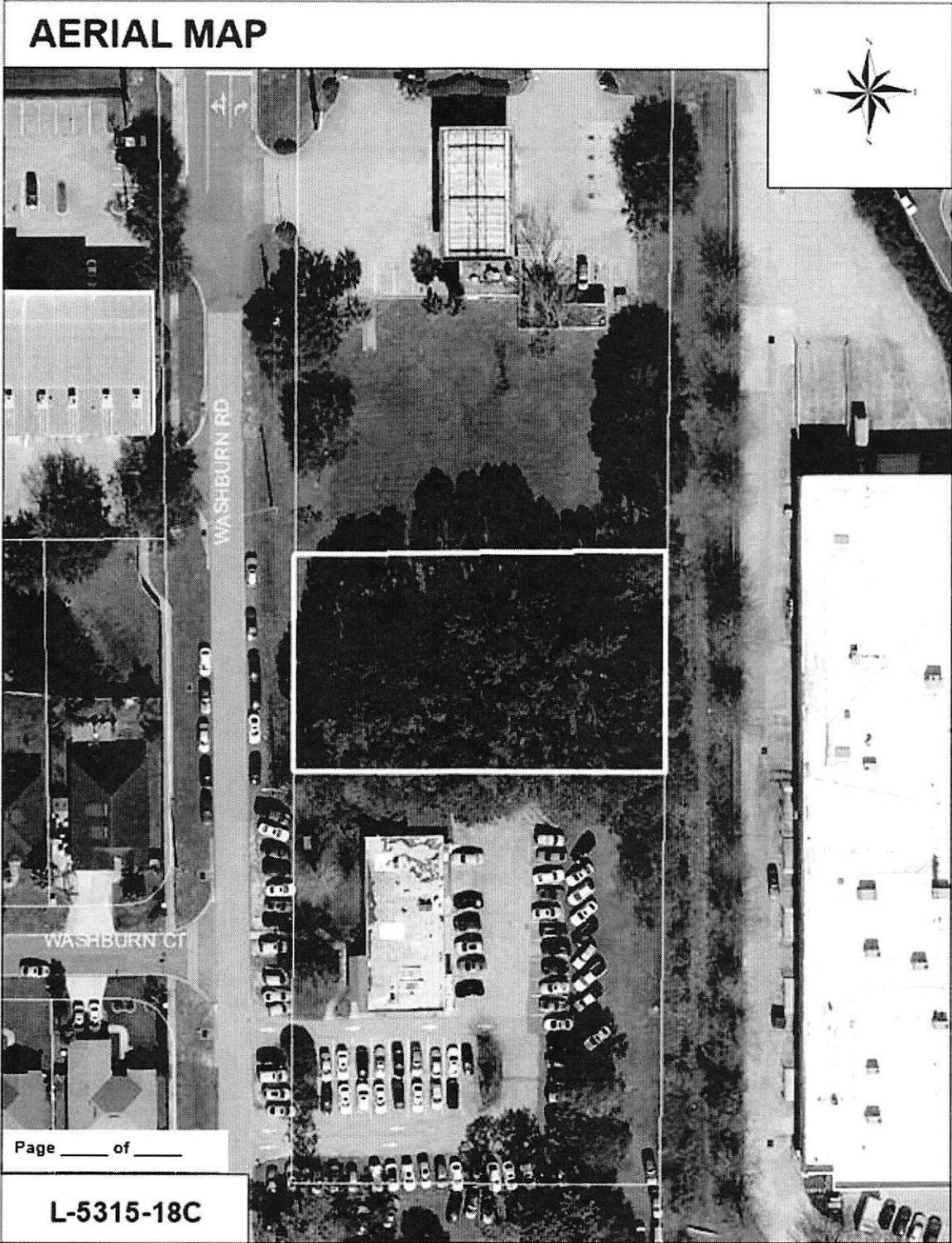
Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) 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 2 is 0.70.

Beach Boulevard (SR 212/US 90) between Hodges Boulevard and San Pablo Parkway is the first functional classified road that would be impacted by the proposed development. SR 212 is a 6-lane divided arterial facility with a maximum daily capacity of 59,900 vpd (2017). The proposed commercial development could generate approximately 89 net daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.77 with the inclusion of the additional traffic from this land use amendment.


**ATTACHMENT C**

**Aerial Photo:**



# ATTACHMENT D

## 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> 9/6/18	<b>Date Staff Report is Available to Public:</b> 11/30/2018
<b>Land Use Adoption Ordinance #:</b>	2018-753	<b>Planning Commission's LPA Public Hearing:</b>	12/6/2018
<b>Rezoning Ordinance #:</b>	2018-754	<b>1st City Council Public Hearing:</b>	12/11/2018
<b>JPDD Application #:</b>	L-5315-18C	<b>LUZ Committee's Public Hearing:</b>	1/3/2019
<b>Assigned Planner:</b>	Chris Schoenig	<b>2nd City Council Public Hearing:</b>	1/8/2019

**GENERAL INFORMATION ON APPLICANT & OWNER**

<b>Applicant Information:</b> ROBERTA GIBBS SOLID ROCK ENGINEERING CONSULTANTS, INC. 10365 S. HOOD ROAD, #206 JACKSONVILLE, FL 32257 Ph: 9044256711 Fax: 9044156710 Email: RGIBBS@SOLIDROCKENGINEERING.COM	<b>Owner Information:</b> JAY SEEWARD SEA LION REAL ESTATE LLC 12355 HAGEN RANCH ROAD, STE. 604 BOYNTON BEACH, FL 33437 Ph: 7862811004 Fax:
---	---

**DESCRIPTION OF PROPERTY**

<b>Acreage:</b> 0.53 <b>Real Estate #(s):</b> 167071 0100	<b>General Location:</b> BEACH BLVD WEST OF THE INTERCOASTAL
<b>Planning District:</b> 3 <b>Council District:</b> 3 <b>Development Area:</b> URBAN AREA <b>Between Streets/Major Features:</b> SAN PABLO ROAD and HODGES BLVD	<b>Address:</b> 14190 BEACH BLVD

**LAND USE AMENDMENT REQUEST INFORMATION**

**Current Utilization of Property:** STORE/CONVENIENCE/GAS  
**Current Land Use Category/Categories and Acreage:**  
RPI 0.53

**Requested Land Use Category:** CGC      **Surrounding Land Use Categories:** CGC

**Applicant's Justification for Land Use Amendment:**  
THE CURRENT ZONING DISTRICT AND LAND USE CATEGORY DO NOT ALLOW FOR THE PROPOSED USE. THE APPLICANT PROPOSES TO CONSTRUCT A CAR WASH WHICH WILL GENERATE LESS TRAFFIC THAT A GAS STATION, WHICH IS THE CURRENT USE FOR THE PARCEL

**UTILITIES**

**Potable Water:** JEA      **Sanitary Sewer:** JEA

**COMPANION REZONING REQUEST INFORMATION**

**Current Zoning District(s) and Acreage:**  
RLD-60 0.53

**Requested Zoning District:** CN

Additional information is available at 904-255-7888 or on the web at <http://maps.coj.net/luzap/>