

**PROPOSED SMALL SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**



**OVERVIEW**

**ORDINANCE: 2014-125**

**APPLICATION: 2013C-029**

**APPLICANT: BILL SILCOX**

**PROPERTY LOCATION:** On the west side of 8438 Normandy Boulevard

**Acreage:** 0.69 acres

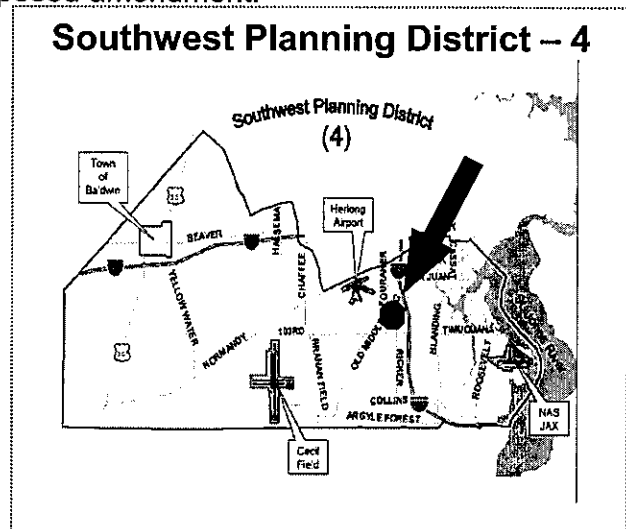
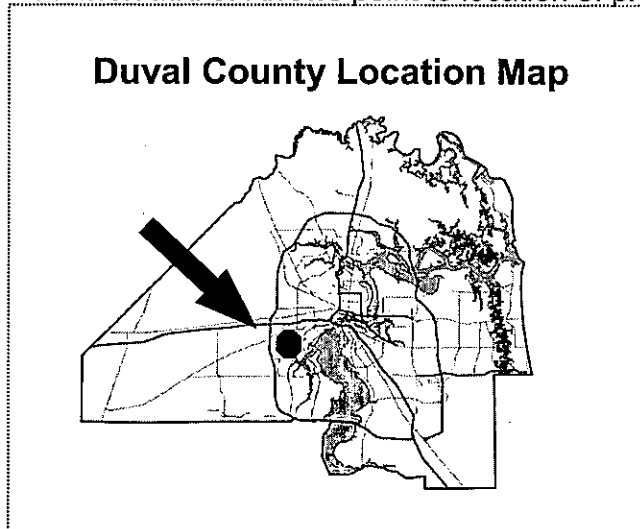
**Requested Action:**

	Current	Proposed
<b>LAND USE</b>	<b>MDR</b>	<b>CGC</b>
<b>ZONING</b>	<b>RMD-B</b>	<b>PUD</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
MDR	GCG	10 DU (15 DU/Acre)	N/A	N/A	10,519 SF Commercial Uses (0.35 FAR)	Decrease of 10 DU (15 DU/Acre)	Increase of 10,519 SF of Non-Residential Uses

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

**LOCATION MAPS:** Arrows point to location of proposed amendment.



**SMALL SCALE LAND USE APPLICATION 2013C-029**

**CURRENT LAND USE MAP**

**CURRENT ZONING MAP**

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

**Current Zoning District(s):** Residential Medium Density-B (RMD-B)  
**Requested Zoning District(s):** Planned Unit Development (PUD)

## **ANALYSIS**

### **Background:**

The 0.69 acre subject property is located on the south side of Normandy Boulevard, just west of 8438 Normandy Boulevard and within Council District 12 and the Southwest Planning District. The applicant proposes an amendment to the Future Land Use Map series (FLUMs) from Medium Density Residential (MDR) to Community/General Commercial (CGC) and a rezoning application from Residential Medium Density-B (RMD-B) to Planned Unit Development (PUD). The property is currently vacant and the proposed land use amendment and companion rezoning are being processed so that the property can be used to park commercial dump trucks.

The area surrounding the subject site is primarily non-residential along both the north and south sides of Normandy Boulevard. North of the site there are two churches and a nursing home. East and west of the site is another church, a gas station, an office and a service garage. A single-family residential neighborhood is located to the south of the subject site. To the west of the subject site there is a 25 foot wide strip of land designated with the MDR land use category. This strip of land is designated as right-of-way according to the Property Appraiser's data. (See Land Utilization Map, Attachment A)

Normandy Boulevard is a four-lane divided principal arterial roadway that does not contain sidewalks on either side of the right-of-way. The subject site is located approximately three quarters of a mile west of Fouraker Road, a collector roadway, and one and one half miles west of I-295.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City.

### **Impacts and Mitigation**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the appropriate residential density by residential land use category, or the Development Impact Standards (non-residential categories), for the subject site. Development Impact Standards are detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*. These standards produce development potentials shown on the attached *Impact Assessment*.

### **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's 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).

### **Airport Environs**

The subject property is located within the 50 foot Height and Hazard Airport Zone for Herlong Airport and the 500 foot Military Height and Hazard Zone. Development in this area will be limited to a maximum height of less than 50 feet unless approved by the Jacksonville Aviation Authority (JAA) or the Federal Aviation Administration (FAA). Development 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 656.10051(d).

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed land use amendment results in an increase of 229 net new daily trips. This analysis is based upon the comparison of what potentially could be built on that site given the proposed land use category (as detailed in FLUE Policy 1.2.16 *Development Standards for Impact Assessment*) versus the maximum development potential. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

### **School Capacity**

The proposed land use amendment from MDR to CGC does not include residential development potential. Therefore, school enrollment and capacity will not be impacted by this land use amendment.

# IMPACT ASSESSMENT

## DEVELOPMENT ANALYSIS

	<u>CURRENT</u>	<u>PROPOSED</u>
Site Utilization	Commercial Office Buildings	Commercial
Land Use Category	RPI	NC
Development Standards For Impact Assessment	0.5 FAR	0.45 FAR
Development Potential	70,567 sf of RPI uses	63,510 sf of NC uses
Population Potential	N/A	N/A

## SPECIAL DESIGNATIONS AREAS

	<u>YES</u>	<u>NO</u>
Aquatic Preserve		X
Airport Environ Zone	50' height zone for Herlong Airport & 500' Military Height & Hazard Zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity		X
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X

## PUBLIC FACILITIES

Potential Roadway Impact	There will be an increase of 229 net new daily trips
Water Provider	JEA
Potential Water Impact	Decrease of 352.8 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Decrease of 264.6 gallons per day
Potential Solid Waste Impact	Decrease of 11.2 tons per year
Drainage Basin / Sub-Basin	Goodbys Creek (Stream)
Recreation and Parks	None
Mass Transit	San Jose BV served by B7 (blue) Bus Line, CT1 (purple) Bus Line, and SS50 Express Service Bus Line

## NATURAL FEATURES

Elevations	10-15 feet
Soils	Urban Land (69); Urban land – Hurricane-Albany complex(75)
Land Cover	Retail Sales and Services (1410)
Flood Zone	No
Wet Lands	No
Wild Life	No

## PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on December 9, 2013, the required notice of public hearing signs were posted. Twenty-one (21) notices were mailed out to adjoining property owners, the Southwest CPAC and registered neighborhood associations informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Planning and Development Department held a Preview Workshop on December 16, 2013. There was one member of the public present at the workshop that expressed concerns regarding noise pollution, potential to cause off-site flooding and the fact that the subject property and adjacent property are already being used to store dump trucks and trailers.

## CONSISTENCY EVALUATION

### 2030 Comprehensive Plan

The proposed amendment is consistent with the following Goal, Objective and Policies of the 2030 Comprehensive Plan, Future Land Use Element (FLUE):

- GOAL 1** To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.
- Objective 1.1** Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- Policy 1.1.18** Prohibit scattered, unplanned, urban sprawl development without provisions for facilities and services at levels adopted in the 2030 Comprehensive Plan in locations inconsistent with the overall concepts of the Future Land Use Element and the Development Areas and the Plan Category Descriptions of the Operative Provisions.
- 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 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.

According to the Category Descriptions for the Urban Development Areas of the FLUE, the MDR future land use category primarily permits medium density residential developments at up to twenty (20) units per acre.

The CGC Future Land Use Category is intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. 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.

The proposed amendment creates a logical extension of the CGC category for property located on a principal arterial roadway, which is consistent with the general intent of the CGC Future Land Use Category. The amendment site is located in the suburban area, has access to full urban services and is located in a developed area. Therefore, the proposed amendment ensures that development occurs in a compact and compatible land use pattern that maintains an efficient urban service delivery system as called for in FLUE Objective 1.1, and Policies 1.1.18 and 1.1.22.

The site subject to the proposed amendment fronts on Normandy Boulevard, a principal arterial roadway. Properties fronting on Normandy Boulevard in the immediate area are developed with non-residential uses. Residential uses border the southern boundary of the subject site and are accessed off of Doloma Street, which is located one quarter of a mile east of the subject site. The companion PUD rezoning can address compatibility issues related to the adjacent residential property. If this amendment to CGC is approved, there is a 25 foot wide strip of land designated MDR/RMD-B which will be sandwiched between two CGC land use categories. This 25 foot strip of land is undeveloped and according to the Property Appraiser's data is right-of-way. Therefore, the proposed amendment will not alter the residential character of adjacent residential development and will not create through traffic into adjacent residential areas in accordance with FLUE Goal 1 and Policy 3.2.4.

### **Vision Plan Consistency**

The subject property is located within the boundaries of the Southwest Jacksonville Vision Plan. The Plan does not contain recommendations related to the location of the proposed land use amendment. Therefore, the proposed amendment is not inconsistent with the Southwest Jacksonville Vision Plan.

## Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan, Economic Development:

Policy 55C      Make Northeast Florida conducive to small business success. Promote incubators and relationships with colleges and universities. Increase access to capital and the purchasing power of small businesses through join and cooperative efforts. Support efforts that give priority to small business and business in the Region in government contracting.

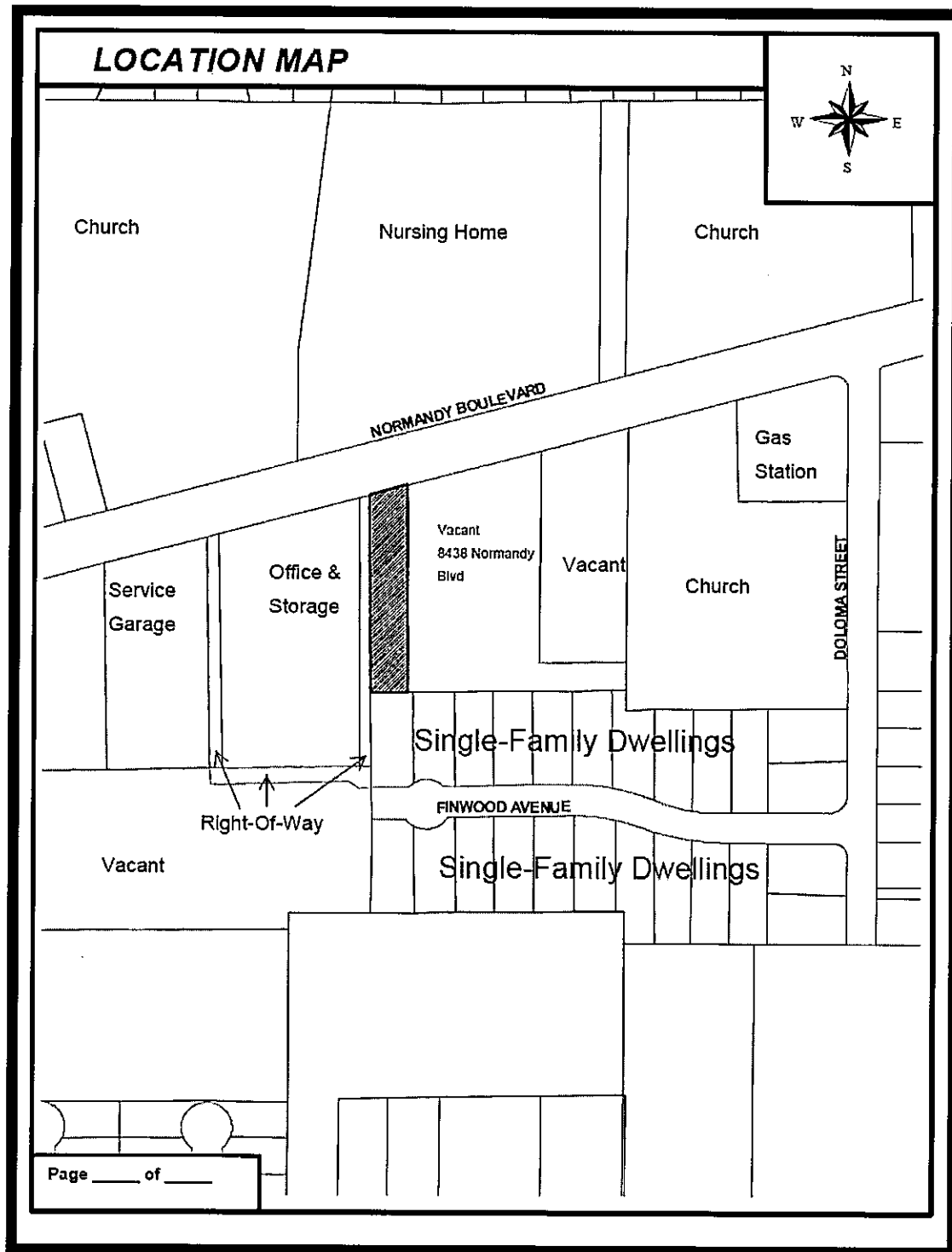
The proposed land use amendment is consistent with Policy 55C of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would provide an additional opportunity for the creation of small business in Northeast Florida.

### 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

Produced by: Planning and Development Department  
Application Number: 2013-029

LB  
Date: 12/26/2013  
Mobility Zone / Development Area: 6 / Suburban  
Planning District: 4  
Council District: 12

**Table A**

## Trip Generation Estimation

### Section 1

Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
Undeveloped	0.69								
Total Section 1									0

### Section 2

Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
MDR / RMD-B	0.69	220	10	DUs	$T = 6.65 (X)$	67	0.00%	0.00%	67
Total Section 2									67

### Section 3

Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
CGC / PUD	0.69		10,520	1,000 SF OF GLA	$T = 42.7 (X) / 1000$	449	0.00%	34.00%	296
Total Section 3									296
*Net New Trips = Section 3 - Section 2 - Section 1									229

Source: Trip Generation Manual, 9th Edition, Institute of Engineers

# ATTACHMENT B - TRAFFIC ANALYSIS (CONTINUED)

1/6/2014

Produced by: Planning and Development Department  
Application Number: 2013-029

LB  
Date: 12/26/2013  
Mobility Zone / Development Area: 6 / Suburban  
Planning District: 4  
Council District: 12

**Table B**

## Net New Daily External Trip Distribution

	a 229	= Total Net New External Trips (Table A)	b	(a*b)
Link ID Number	Roadway Name	From / To	Percent of Total Net New Daily Amendment Trips	Net New Daily External Amendment Trips
95	NORMANDY BLVD (SR 228)	HERLONG RD TO I-295	97.66%	224
286	HERLONG RD	NORMANDY BLVD TO I-295	0.00%	0
300	HAMMOND BLVD	NORMANDY BLVD TO CRYSTAL SPRINGS RD	5.31%	12

BOLD Indicates Directly Accessed Segment(s)

Produced by: Planning and Development Department  
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LB  
Date: 12/26/2013  
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**Table C**

## Roadway Link Analysis

Link ID Number	Road Name	Termini	Roadway Classification	State or City Road	Numbers of Lanes	Adopted Service Volume	Background Traffic			Amended Trips Daily External	Total Trips Daily External	Percent Capacity Used with Amended Trips
							Daily Volumes	1 Year Growth %	Volumes w/ 5 yr Growth			
a							b	c	d	e	f	g
95	NORMANDY BLVD (SR 228)	HERLONG RD TO I-295	Arterial I	State	4/D	39,800	25,550	1.00%	26,853	224	27,077	68.03%
286	HERLONG RD	NORMANDY BLVD TO I-295	Collector	City	2/U	14,040	4,335	1.00%	4,556	0	4,556	32.45%
300	HAMMOND BLVD	NORMANDY BLVD TO CRYSTAL SPRINGS RD	Collector	City	2/U	14,040	5,490	1.00%	5,770	12	5,782	41.18%

\* As determined from Trend Analysis or FDOT LOS Report, dated 8/13/2013  
Data from City of Jacksonville Road Most recent Links Status Report dated 11/1/2013  
BOLD Indicates Directly Accessed Segment(s)

## Major Intersections List

SIS Interchanges/ SHS Intersections within Impact Area

## **ATTACHMENT C – Land Use Amendment Application**



### **APPLICATION FOR SMALL-SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN**

Date Submitted:	10/16/13	Date Staff Report is Available to Public:	03/07/2014
Land Use Adoption Ordinance #:	2014-125	1st City Council Public Hearing:	03/11/2014
Rezoning Ordinance #:	2013-391	Planning Commission's LPA Public Hearing:	03/13/2014
JPDD Application #:	2013C-029	LUZ Committee's Public Hearing:	03/18/2014
Assigned Planner:	Kristen Reed	2nd City Council Public Hearing:	03/25/2014

#### **GENERAL INFORMATION ON APPLICANT & OWNER**

**Applicant Information:**  
BILL SILCOX  
SILCOX CONTRACTING INC  
4582 LEXINGTON AVE  
JACKSONVILLE, FL 32210  
Ph: 904-389-1516  
Fax: 904-389-1514  
Email: JANA@SILCOXCONTRACTING.COM

**Owner Information:**  
BILLY CULVER  
8438 NORMANDY BLVD  
JACKSONVILLE, FL 32221

#### **DESCRIPTION OF PROPERTY**

**Acreage:** 0.69  
**Real Estate #(s):** 009150 0100

**General Location:**  
LOCATED ON WEST SIDE OF 8438 NORMANDY BLVD

**Planning District:** 4  
**Council District:** 12  
**Development Area:** SUBURBAN DEVELOPMENT AREA  
**Between Streets/Major Features:**  
DERITO DR and DOLOMA ST

**Address:**  
0 NORMANDY BLVD

#### **LAND USE AMENDMENT REQUEST INFORMATION**

**Current Utilization of Property:** VACANT  
**Current Land Use Category/Categories and Acreage:**  
MDR 0.69

**Requested Land Use Category:** CGC  
**Surrounding Land Use Categories:** MDR  
**Justification for Land Use Amendment:**  
CURRENT ZONING DOES NOT ALLOW FOR PARKING OF COMMERCIAL DUMP TRUCKS

#### **UTILITIES**

**Potable Water:** CITY  
**Sanitary Sewer:** CITY

#### **COMPANION REZONING REQUEST INFORMATION**

**Current Zoning District(s) and Acreage:**  
RMD-B 0.69

**Requested Zoning District:** PUD

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