



TO: Nicholas Mimms, PE, City Manager

THROUGH: Rebecca Grohall, AICP, Planning Director

FROM: Brandon Creagan, LEED Green Associate, Planner

RE: **Future Land Use Map Amendment – General Commercial (GC)
 Camping World - 2191 S. Jenkins Road**

DATE: May 23, 2018

STAFF REPORT

Property Owner: Spec Ft Pierce LLC
 3200 Saint Lucie Blvd
 Fort Pierce, FL 34946

Applicant: Structural Real Estate (Stephan Doyle)
 171 Aberdeen Street, Suite 400
 Chicago, IL 60607

Representative: Engineering, Design, & Construction, Inc. (Bradley J. Currie)
 10250 SW Village Parkway, Suite 400
 Port St. Lucie, FL 34987

Requested Action: Transmittal of a proposed Future Land Use Map Amendment from RL,
 Low Density Residential to GC, General Commercial

Site Location: 2191 S. Jenkins Road

Parcel IDs: 2313-431-0000-000-1, 2313-441-0000-000-2, 2313-444-0040-000-3,
 2313-443-0000-000-8, & 2313-434-0001-000-7

Existing Use: Vacant

Parcel Size: 44.97 Acres

Current Zoning: PD, Planned Development

Future Land-Use RL, Low Density Residential

Proposed Future Land Use: GC, General Commercial

Surrounding Future Land Use:

| North | East | South | West |
|-------------|------|------------|--------------|
| RL/RU (SLC) | RM | RL/RU(SLC) | I-95/RU(SLC) |

Staff Analysis:

The applicant is requesting the approval of a Future Land Use Map Amendment, for 5 parcels of land that are approximately 44.97 acre in total size, and located at approximately 2191 S. Jenkins Road. The applicant would like the change the Future Land Use on the parcels from RL, Low Density Residential to GC, General Commercial. All 5 parcels are currently vacant. The parcels to the east across Jenkins Road are all have a Future Land Use of RM, Medium Density Residential. The parcels to the north and south have a Future Land Use of RL, Low Density Residential and County RU, Residential Urban 5 Dwelling Units an Acre. Finally to the west to the west is Interstate 95 and County RU, Residential Urban 5 Dwelling Units an Acre. The purpose of the request for the Future Land Use Map Amendment is to allow for the development of 80,241 square feet of retail, sales, and service area for Camping World and Gander Outdoors. The Applicant also has a pending application for rezoning the parcels from PD, Planned Development to C-3, General Commercial as well a pending Development Review and Conditional Use application.

History:

The parcels were annexed under Ordinance K-331 into the City of Fort Pierce on March 21, 2005. The parcels were given an R-2, Single Family Intermediate Density zoning designation and an RL, Low Density Residential Future Land-Use designation. The parcels were then rezoned under Ordinance K-498 from R-2, Single Family Intermediate Density to PD, Planned Development on August 6, 2007. The property was rezoned to PD to be included in the Old Florida Village, which was a mixed-use residential and commercial development.

Proposed Amendments & District Comparison:

Table 1 demonstrates basic use standards for development capacity within the existing and proposed designations for the subject site.

Table 1: Existing and Proposed Site Data – Zoning & Future Land-Use

| | Existing | Proposed |
|---|--|--|
| Zoning | PD | C-3 |
| Future Land-Use (FLU) | RL | GC |
| Non - Residential Maximum Floor Area Ratio (FAR) Permitted | - | 1.0 |
| Maximum Lot Coverage | Determined by Site Plan in Accordance with the Future Land-Use (Must Maintain at Least 20% Open Space) | 60% |
| Maximum Height | Determined by Site Plan in Accordance with the Future Land-Use | 65 ft. |
| Residential Density Allowance | 1 to 6.5 Dwelling Units/Acre | 15 du/ac * Residential uses may comprise up to 20% of the total floor area of the General Commercial Future Land-Use designation. |

As demonstrated in Table 1, the maximum permitted non-residential floor area ratio (FAR) for the subject properties increases to allow a FAR of 1.0 under the proposed amendments. Additionally, the maximum permitted lot coverage (area covered by buildings) may increase, or decrease, dependent upon the

development plan considered with the pending Development review request. The applicant’s development plan presents building lot coverage of roughly 6.94%, with an overall impervious coverage of roughly 85.99%, which is below the maximum provided by the current and proposed districts.

Table 2 demonstrates use type data for the existing and proposed zoning designations for the subject site.

Table 2: Existing and Proposed Site Data

| Zoning | Existing RL | Proposed GC |
|--|---|--|
| Land Use Objective | <p>The Low Density Residential (RL) designation is intended for parcels that are best suited for lower density residential uses. The predominant development typology will consist of single family detached housing but can also contain duplexes and multifamily residences. Limited commercial uses intended to serve the neighborhood shall be allowed. Compatible public, quasi-public, and special uses including parks, churches, non-profit clubs, schools and daycare facilities shall also be allowed. This land use category ranges in density from 1 to 6.5 dwelling units per acre. This category combines the previously allowed Residential Suburban (RS), Residential Urban (RU) and Low Density Residential (RI) categories.</p> | <p>The General Commercial designation provides for higher intensity commercial developments or horizontal and vertical mixed-use developments. Uses allowed within this designation include multifamily residential, intensive and general commercial, retail, service, offices, tourist/entertainment facilities, hotels/motels, parks and recreation, along with compatible public, quasi-public, and special uses. This land use designation allows for a maximum density of 15 dwelling units per acre and a maximum FAR of 1.0. Development shall include either commercial or mixed uses fronting major roadway corridors with higher intensity near major intersections. Residential uses may comprise up to 20% of the total floor area of the General Commercial future land use designation.</p> |
| Residential Density (Maximum Dwelling Units Per Gross Acre) | 1 to 6.5 Dwelling Units/Acre | 15 Dwelling Units/Acre |
| Land Use Breakdown | Residential uses may comprise up to 100% of the total floor area. | Residential uses may comprise up to 20% of the total floor area of the General Commercial future land use designation. |

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 existing surrounding residential properties to the north & south, existing school to the south, future residential development to the east and at Celebration Pointe, potential transportation impacts, and demand on infrastructure. The proposed future land use map amendment is generally consistent with the goals, objectives and policies of the Comprehensive Plan as it promotes the vision of a balance between commercial and residential land uses, providing capacity for General Commercial uses that have the potential to provide services to surrounding neighborhoods. The proposed land use is generally consistent with surrounding properties and uses in the vicinity, specifically to the south along Jenkins Road & Okeechobee Road where there are existing commercial developments as well as commercial developments under construction.

Demand Analysis of Public Facilities

| | | | | | | | | | | | | | | | |
|--|---|------------------------------------|--|--|---------------------------|----------------------------------|---|-----------------|--------------------------------|--|------------------|------------------------------------|--------------------------|------------|------------|
| Potable Water: | Demand Analysis Current Land Use: 79,770 Total Gallon Per Day Proposed Land Use: 10,031 Gallons Per Day Change in Demand: -69,739 Gallons Per Day | | | | | | | | | | | | | | |
| Wastewater: | Demand Analysis Current Land Use: 78,480 Total Gallon Per Day Proposed Land Use: 8,024 Gallons Per Day Change in Demand: -70,456 Gallons Per Day | | | | | | | | | | | | | | |
| Parks & Recreation: | Demand Analysis Existing Population Park Demand 2750 acres Proposed Population Park Demand 0 Change in Demand -2750 acres | | | | | | | | | | | | | | |
| Public Schools: | Demand Analysis <table border="0" style="width: 100%;"> <tr> <td></td> <td style="text-align: center;">K-8</td> <td style="text-align: center;">High School</td> </tr> <tr> <td>Current Land Use – Maximum Enrollment Demand:</td> <td style="text-align: center;">47</td> <td style="text-align: center;">20</td> </tr> <tr> <td>Proposed Land Use – Maximum Enrollment Demand:</td> <td style="text-align: center;">0</td> <td style="text-align: center;">0</td> </tr> <tr> <td>Change in Demand:</td> <td style="text-align: center;">-47</td> <td style="text-align: center;">-20</td> </tr> </table> | | | | K-8 | High School | Current Land Use – Maximum Enrollment Demand: | 47 | 20 | Proposed Land Use – Maximum Enrollment Demand: | 0 | 0 | Change in Demand: | -47 | -20 |
| | K-8 | High School | | | | | | | | | | | | | |
| Current Land Use – Maximum Enrollment Demand: | 47 | 20 | | | | | | | | | | | | | |
| Proposed Land Use – Maximum Enrollment Demand: | 0 | 0 | | | | | | | | | | | | | |
| Change in Demand: | -47 | -20 | | | | | | | | | | | | | |
| Solid Waste: | Demand Analysis Current Land Use: 2,292.54 Yards Proposed Land Use: 4,012 Yards Change in Demand: +1,719.46 Yards | | | | | | | | | | | | | | |
| Transportation Analysis: | Impact Analysis <table border="0" style="width: 100%;"> <tr> <td></td> <td style="text-align: center;">AADT Maximum (ITE 221)</td> <td style="text-align: center;">AM/PM Peak Hour Trips Maximum</td> </tr> <tr> <td>Current Zoning/Land Use</td> <td style="text-align: center;">RL (2,787 AADT)</td> <td style="text-align: center;">RL (212 AM Peak)/(284 PM Peak)</td> </tr> <tr> <td>Proposed Zoning/ Land Use</td> <td style="text-align: center;">GC (67,656 AADT)</td> <td style="text-align: center;">GC (2,839 AM Peak)/(5,979 PM Peak)</td> </tr> </table> | | | | AADT Maximum (ITE 221) | AM/PM Peak Hour Trips Maximum | Current Zoning/Land Use | RL (2,787 AADT) | RL (212 AM Peak)/(284 PM Peak) | Proposed Zoning/ Land Use | GC (67,656 AADT) | GC (2,839 AM Peak)/(5,979 PM Peak) | | | |
| | AADT Maximum (ITE 221) | AM/PM Peak Hour Trips Maximum | | | | | | | | | | | | | |
| Current Zoning/Land Use | RL (2,787 AADT) | RL (212 AM Peak)/(284 PM Peak) | | | | | | | | | | | | | |
| Proposed Zoning/ Land Use | GC (67,656 AADT) | GC (2,839 AM Peak)/(5,979 PM Peak) | | | | | | | | | | | | | |

| | |
|--|--|
| | <p style="text-align: right;">Peak)</p> <p>Change in Demand at Proposed Build- Out + 64,869 Trips (+ 2,627 AM Peak)/(+5,695 PM Peak)</p> |
|--|--|

The proposed amendment will not increase potential impacts to most public facilities analyzed, except for solid waste (slight increase) and the transportation (major increase). Since the proposed amendment seeks to change to commercial, the impacts on the schools will decrease as enrollment is nonexistent for commercial properties.

South Jenkins Roads and west Graham Road are presently two lane, undivided roadways. South Jenkins Road operates 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 Jenkins Road have expired with the exception of Celebration Point, which is currently under construction. The analysis of development and roadway conditions of the surrounding area, in relation to a future development plan will be evaluated pursuant to the City’s concurrency requirements in coordination with St. Lucie County, as many of the adjoining roadways remain under their jurisdiction.

Future Land Use Element Goals, Objectives, & Policies

Goal 1:

The City of Fort Pierce shall regulate land uses to maintain and protect its traditional Florida small-town character by embracing its rich heritage, diverse cultural and community assets, and natural resources.

1.1 Objective:

The City shall adopt and implement the Future Land Use Map to designate future land uses that regulate uses, densities and intensities that enhance its neighborhoods and districts, stimulate tourism and the local economy, and are compatible with its small-town character.

1.3 Objective:

As development and redevelopment occur within the City, the City shall encourage the elimination or reduction of existing land uses inconsistent with the City’s character and future land use.

1.3.1 Policy:

The City shall evaluate land use amendment applications and development proposals for compatibility with the Comprehensive Plan, the City’s character, future land use designation, and the adjacent properties.

Analysis: The appropriate expansion of commercial uses along a main arterial roadway furthers the development and redevelopment of commercial districts and surrounding neighborhoods by providing compatible opportunities to stimulate the local economy. The review of subsequent development applications pursuant to our established land development regulations and design review guidelines seek to ensure compatibility with our small-town character, and adjacent developments. The addition of new commercial areas helps to enhance existing commercial centers and helps to bring new amenities into the community that would have a positive effect on the growth of the community as a whole.

Transportation Element Goals, Objectives, & Policies

Goal 2:

The City shall provide a safe, convenient, effective, and energy efficient multimodal transportation system which is coordinated with the Future Land Use and provides mobility of people and goods.

2.2 Objective:

Maintain the adopted LOS standards for all City roadways. The City shall coordinate with St. Lucie County and the Florida Department of Transportation (FDOT) to maintain the adopted LOS standards on County and State roadways within the City.

2.2.7 Policy:

Proposed land use changes shall evaluate the net difference in traffic impacts between the current land use and the proposed land use. Any change in land use which exceeds the LOS standard for a roadway shall also be accompanied by a strategy to address the impact. The strategy may consist of a capacity or operational improvement or implementation of a mobility strategy. The LOS evaluation shall be completed using professionally accepted transportation engineering methodology including generalized roadway and detailed roadway analysis as needed.

2.3 Objective:

The City shall integrate the Future Land Use Map with the City's existing, programmed, and planned transportation system to maintain the adopted roadway LOS standards and support multimodal transportation to service the existing and projected population.

2.3.2 Policy:

Proposed Future Land Use Map amendments shall be supported by the Transportation Element. An evaluation of the net change in impacts to the roadways shall be determined. The proposed amendment shall maintain the adopted LOS standard. If the LOS standards are not maintained, the amendment shall be accompanied by strategies including capacity and operational improvements, and mobility strategies to achieve the adopted LOS standard.

2.3.3 Policy:

The City shall integrate transportation and land use to support multimodal transportation through site design and development standards that address building placement and orientation, pedestrian access, bicycle parking, and transit-oriented development principles.

Analysis: The proposed land use change has been evaluated for potential traffic impacts. The change in land use, with the associated development plan, may have impacts to the Level of Service (LOS) standard for both Jenkins Road and Graham Road. Additionally, offsetting mitigation improvements to Jenkins Road via a planned deceleration or turn lane for traffic may be required. The determination of a deceleration or turn lane will be decided by St. Lucie County after a second traffic study has been conducted and reviewed at their request. The City's established design and development standards will further guide pedestrian access, bicycle parking, and transit-oriented development principles with the commercial development within the subject site.

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 proposed amendment is generally consistent with the Goals, Objectives, and Policies of the City's Comprehensive Plan and is consistent with the request to amend the zoning designation of the site. 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 commercial amenities along with a positive benefit to the local economy that commercial centers can bring. The applicant will provide sufficient landscape buffers to help buffer the commercial development from nearby neighboring residents.

Technical Review Committee:

All affected City Departments have reviewed the proposed Application for Future Land Use Map Amendment and have provided conditional approval based on compliance with requirements of the City Code. The comments generated from the technical review, and any responses by the applicant are provided for review.

Planning Board:

The Planning Board, acting as the Local Planning Agency, at their May 8, 2018 meeting, voted unanimously to recommend approval of the request.

Staff Recommendation:

The requested Application for Future Land Use Map Amendment meets the criteria specified in Section 22-131 of the City Code, the Comprehensive Plan, and does not adversely affect the public health, safety, convenience and general welfare; Staff recommends that the City Commission approve the transmittal of the requested Comprehensive Plan Future Land Use Map Amendment to the Department of Economic Opportunity (DEO) for their review in accordance with large scale comprehensive plan amendment regulations.