

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2015-169 TO**  
**PLANNED UNIT DEVELOPMENT**

**APRIL 9, 2015**

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2015-169** to Planned Unit Development.

***Location:*** East side of Moncrief Road between 25<sup>th</sup> Street West, 22<sup>nd</sup> Street West and Chase Avenue

***Real Estate Number(s):*** 088819-0000, 088820-0000, 088821-0000, 088823-0000, 088824-0000, 088827-0000, 088828-0000, 088829-0000, 088830-0000, 088831-0000, 088863-0000, 088864-0000, 088865-0000, 088825-0000, 088822-0000, 088826-0000

***Current Zoning District:*** Residential Low Density-60 (LRD-60)  
Commercial Community General-1 (CCG-1)  
Commercial Community General-2 (CCG-2)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Low Density Residential (LDR)  
Community General Commercial (CGC)

***Proposed Land Use Category:*** Neighborhood Commercial (NC)

***Planning District:*** Urban Core, District 1

***Planning Commissioner:*** Vacant/Chris Hagan

***City Council District:*** The Honorable E. Denise Lee, District 8

***Applicant/Agent:*** Greg Kupperman  
Green & Kupperman, Inc.  
200 First Street, Suite B  
Neptune Beach, Florida 32266

***Owners:***

James Wright  
4662 Harbor View Drive  
Jacksonville, Florida 32208

Charles Kennebrew  
3210 Ribault Scenic Drive  
Jacksonville, Florida 32208

Paul Tutwiler  
Northwest Jacksonville Community Development  
Corp.  
3416 Moncrief Road, Suite 200  
Jacksonville, Florida 32208

Jacqueline Johnson  
1239 West 23<sup>rd</sup> Street  
Jacksonville, Florida 32209

Solomon Myers  
3838 Gladys Street  
Jacksonville, Florida 32209

***Staff Recommendation:***

**APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2015-169** seeks to rezone approximately 2.26 acres of land from RLD-60, CCG-1 and CCG-2 to PUD. The rezoning to PUD is being sought so that the property can be developed with a mix of commercial retail, service establishments and offices uses. The application site lies within the boundaries of the 29<sup>th</sup> and Chase Neighborhood Action Plan (NAP) and the Myrtle and Moncrief Town Center Plan Area (MMTC).

Ordinance 2015-181 was approved which closed a portion of the right of ways of 23<sup>rd</sup> Street West and 24<sup>th</sup> Street West between Chase Avenue and Moncrief Road.

**CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

*(1) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?*

Yes. The Planning and Development Department finds that the subject property is located in the Low Density Residential (LDR) and Community General Commercial (CGC) functional land use categories as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. However, there is a companion Application for Small-Scale Use Amendment to the Future Land Use Map Series 2014C-013 (Ordinance 2015-168) that seeks to amend the portion of the site that is within the LDR and CGC land use categories to Neighborhood Commercial (NC). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land use Map Series 2014C-013 be approved. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive planning for future development of the Ordinance Code. A description of the category is noted below.

Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. Preferred development patterns include those described in Policy 3.2.6 of this element. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor.

Plan amendment requests for new NC designations are preferred in locations which are supplied with full urban services; which abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are compatible with adjacent residential neighborhoods. Sites with two or more property boundaries on transportation rights-of-way are considered preferred locations.

The uses provided herein shall be applicable to all NC sites within the Urban Priority Area. **Principal Uses:** Offices, Business and professional offices, including veterinary offices; Multi-family dwellings, when combined with another principal use; Filling stations and Commercial retail and service establishments, except for new or used automobile sales, funeral homes, and broadcasting offices and studios.

The development characteristics provided herein shall be applicable to all NC sites within the

Urban Priority Area. Residential uses shall not be permitted on the ground floor abutting roads classified as collector or higher on the Functional Highway Classification Map. Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting non-residential uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map. To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods.

*(2) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?*

The evaluation of the goals, objectives and policies of the Comprehensive Plan can be found later in this report.

*(3) Does the proposed rezoning conflict with any portion of the City's land use Regulations?*

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

*(1) Consistency with the 2030 Comprehensive Plan*

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR) and Community General Commercial (CGC). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2014C-013 / Ordinance 2015-168) that seeks to amend the portion of land that is within the LDR and CGC land use categories to NC.

This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

F.L.U.E. 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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

F.L.U.E. 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.

F.L.U.E. 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.

F.L.U.E. Policy 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

F.L.U.E. Policy 3.2.6 The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to residential neighborhoods in a manner that will encourage the use of local streets for non-residential traffic.

F.L.U.E. Objective 6.3 The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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.

*(2) Consistency with the Concurrency Mobility and Management System*

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

*(3) Allocation of residential land use*

This proposed Planned Unit Development intends to utilize lands for a commercial development. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

*(4) Internal compatibility*

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

The streetscape: The site plan shows the buildings in a configuration that is typical of suburban development with parking areas in the front of the buildings. The goal of the NAP and Town Center Plan recommend the area be developed to promote pedestrian walkability and aesthetic improvements.

The use of existing and proposed landscaping: The PUD is requesting a reduction in the landscape area along right-of-ways from 10 feet to 5 feet.

The use and variety of building sizes and architectural styles: There is a mix of architectural styles in the area and the PUD has not indicated any specific style to be uses.

*(5) External Compatibility*

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The proposed development is located in an area where residential, office, commercial and institutional uses function as a mixed-use development. Commercial uses at this location complements the existing office, commercial and residential uses by increasing the retail uses for those residents in the immediate area.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LDR	RLD-60	Single family dwellings
South	CGC	CCG-1	Vacant commercial
East	LDR	RLD-60	Single family dwellings, undeveloped residential
West	CGC	CCG-1 & 2	Commercial uses, church, vacant residential, Vacant commercial, multi-family dwellings

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: The PUD is requesting sign regulations that are typical for suburban development, up to 200 square feet in area and 50 feet in height. Under these regulations there could be as many as four – 200 square foot signs 50 feet in height along Moncrief Road and two – 200 square foot signs 50 feet in height along Chase Avenue. **The staff recommends signage is consistent with the sign regulations in the Riverside/Avondale Overlay.**

The application site lies within the boundaries of the 29<sup>th</sup> and Chase Neighborhood Action Plan and the Town Center Vision Plan for Myrtle and Moncrief. The Plan does identify a summary of recommendations for future planning efforts in the vision plan area. Recommendations such as prevention of urban sprawl, protection of established neighborhoods, rehabilitation of blighted areas, and provide suitable sites for various institutional facilities are suggested in the vision plan.

*(6) Intensity of Development*

The proposed development is consistent with the NC functional land use category as a commercial development. The PUD is appropriate at this location because it will support the existing residential dwellings, offices and service establishments in the area.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The new JTA bus route #3 serves the parcel. There is a bus shelter at the

*(7) Usable open spaces plazas, recreation areas.*

The project will be developed with the required amount of open space. No recreation area is required.

*(8) Impact on wetlands*

This is an urban site and a review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify any wetlands.

*(9) Listed species regulations*

No wildlife survey was required as the project is less than the 50-acre threshold.

*(10) Off-street parking including loading and unloading areas.*

The site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan.

### **SUPPLEMENTAL INFORMATION**

Upon visual inspection of the subject property on March 20, 2015, the required Notice of Public Hearing signs were posted.





**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2015-169** be **APPROVED with the following exhibits:**

1. The original legal description dated December 30, 2014.
2. The original written description dated January 5, 2015.
3. The original site plan dated September 5, 2014.
4. The Development Services Division Memorandum dated March 19, 2015 or as otherwise approved by the Planning and Development Department.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2015-169** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. Multi-family development shall not be permitted.
2. The sign regulations shall be –  
One internally illuminated monument sign per parcel not to exceed 32 square feet in area and 5 feet in height along Moncrief Road. No monument signs shall be permitted along Chase Avenue.  
Wall signs shall not exceed ½ square foot per lineal feet of store front abutting Moncrief Road only. Wall signs shall be externally illuminated, internal illumination is prohibited. No wall signs are permitted along Chase Avenue.



Aerial view of site.



Location of proposed pond.



Street ROW to be closed.





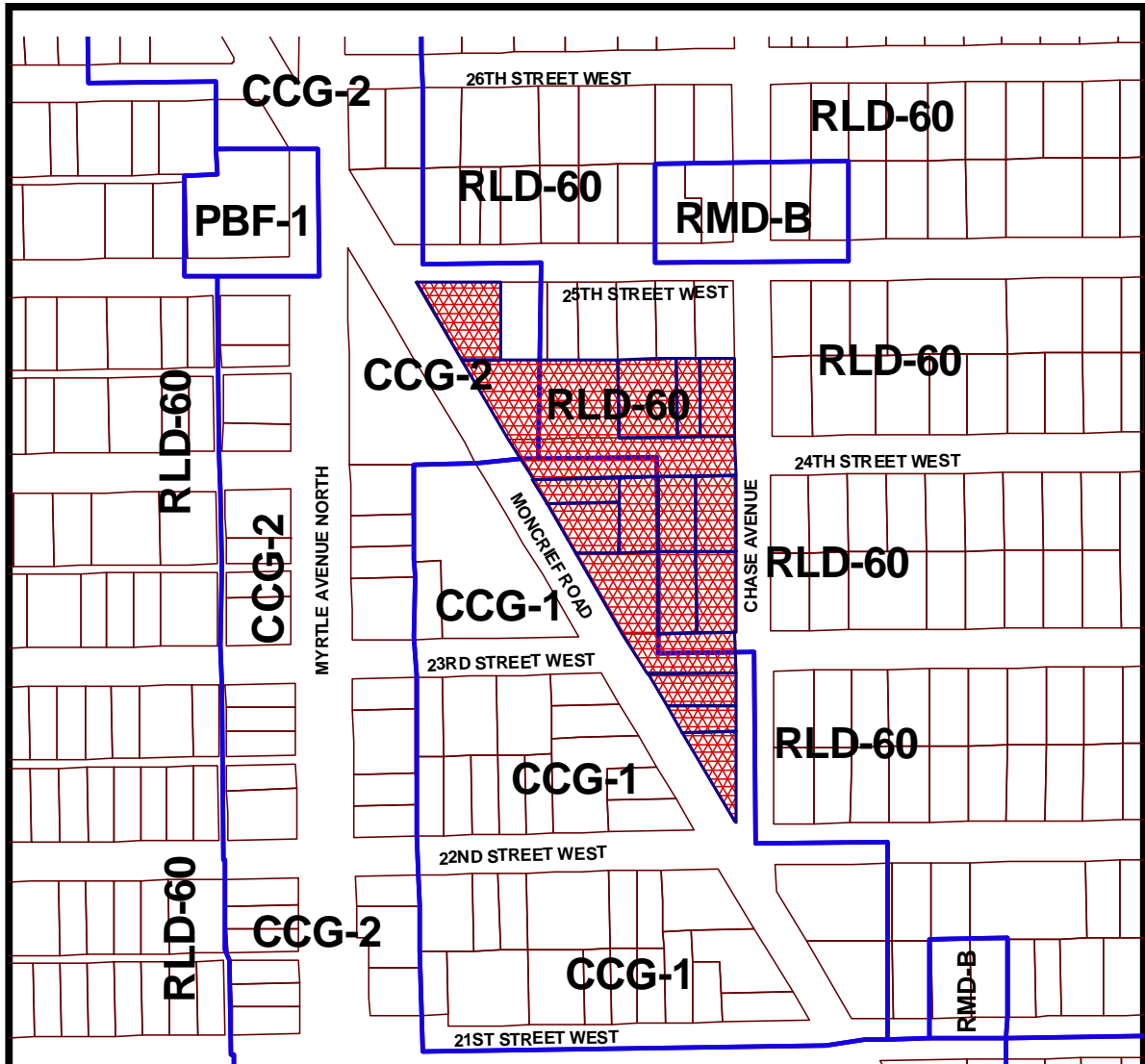
Portion of proposed site.



Location of proposed site.



Existing development across Moncrief Road.



<p>REQUEST SOUGHT:</p> <p>FROM: <b>CCG-1, CCG-2 &amp; RLD-60</b></p> <p>TO: <b>PUD</b></p>		
	<p>ORDINANCE -2015-0169</p>	<p>0 100 Feet</p> <p>COUNCIL DISTRICT: <b>8</b></p> <p>FILE COPY</p>