

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2015-660
TO PLANNED UNIT DEVELOPMENT

OCTOBER 22, 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 **2015-660** to Planned Unit Development.

Location: 0 Salisbury Road
Southeast quadrant of AC Skinner Parkway and
Salisbury Road

Real Estate Number(s): 152576 0740 and 152576 0750

Current Zoning District: Commercial Community General-1 (CCG-1)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)

Planning District: Southeast, District 3

Planning Commissioner: Anthony Robbins, AICP

City Council District: The Honorable Danny Becton, District 11

Applicant/Agent: T.R. Hainline, Esq.
Rogers Towers, P.A.
1301 Riverplace Boulevard, Suite 1500
Jacksonville, Florida 32207

Owner: Jeffrey H. Beck
Second Pioneer Corporation
433 Plaza Real, Suite 275
Boca Raton, Florida 33432

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2015-660** seeks to rezone approximately 7.32 acres of land from CCG-1 to PUD. The rezoning to PUD is being sought for the purpose of adding multi-family as a permitted use to the existing CCG-1 Zoning District and permitted uses. A maximum of 260 multi-family apartment units and related amenity and recreational facilities for the exclusive use of the residents will be permitted. Structured parking, playgrounds and playfields, open space, and storm water retention areas may be constructed on site. The subject site is located in the southeast quadrant of the intersection of AC Skinner Parkway and Salisbury Road. The site is currently undeveloped and is due north of Dave and Buster's restaurant and gaming arcade.

All uses permitted under the CCG-1 Zoning District are proposed to be permissible by minor modification in this PUD. All other uses permissible by Zoning Exception in the CCG-1 Zoning District will be permissible by Zoning Exception in this PUD. The maximum height of any building on site will be limited to 60 feet.

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 Community General Commercial (CGC) functional land use category 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. 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. 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.

The CGC land use category states that residential uses shall not be the sole use and shall not exceed 80 percent of a development. This PUD proposes multi-family use as a sole development option. The Property is part of a 35-acre tract which is the subject of an October 26, 1986 Agreement between the owners of the Property at that time, the JTA and the City. That 1986 Agreement dealt with right-of-way, roads, and other infrastructure for the development of the 35-acre parcel. The proposed multifamily residential use of the Property is

a component of the mixed-use development described in the 1986 Agreement and the aggregate multifamily is less than 80 percent of that development.

The maximum gross density in the Urban Area shall be 40 units/acre and there shall be no minimum density; except as provided herein. For sites abutting Low Density Residential (LDR) and Rural Residential (RR), the maximum gross density shall be 20 units/acre. **The site does not abut an LDR or RR Land Use.**

(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 category as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC). 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:

FLUE Objective 1.1: Ensure 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.

FLUE Policy 1.1.12: Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

FLUE Policy 1.1.20: Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

FLUE 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.

FLUE Policy 1.1.25: The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;

FLUE 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.

FLUE Policy 3.1.6: The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

(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 multi-family 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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:

For multi-family uses, a minimum of 0.90 acres of recreational/open space will be provided and may include walking paths, swimming pool, cabana/clubhouse, and similar uses. This meets the requirement of the Comprehensive Plan for recreation.

The use of existing and proposed landscaping:

Landscaping will be provided consistent with the requirements of Part 12, except the applicant proposes that up to 25% of the VUA may be more than 55 feet from the radius of a tree. **Staff is of the opinion there is no reason why the required trees cannot be provided, and recommends meeting the minimum standards in Part 12.**

The treatment of pedestrian ways:

The applicant proposes to connect to the existing sidewalk along AC Skinner Parkway. Currently, there is no sidewalk present along Salisbury Road. A sidewalk connection on Salisbury Road would connect the apartment use to the adjacent Dave and Buster's restaurant and arcade and would promote safe pedestrian movement around these two complementary uses.

Traffic circulation patterns:

A review of the proposed development by the Transportation Planning Division produced the following comments in their memorandum dated October 5, 2015:

Belfort Road, from AC Skinner Parkway to J Turner Butler Boulevard; and AC Skinner Parkway, from Belfort Road to Southside Boulevard are the directly accessed functionally classified roadways. Belfort Road is a 4-lane divided class I collector in this vicinity and is currently operating at an acceptable LOS C. Belfort Road segments have a maximum daily service volume of 25,820 vpd and a 2014 daily traffic volume of 15,439. AC Skinner Parkway is a 4-lane divided class I collector in this vicinity and is currently operating at an acceptable LOS C. AC Skinner Parkway segments have a maximum daily service volume of 35,820 vpd and a 2014 daily traffic volume of 3,977. These road segments currently have sufficient capacity to accommodate the traffic generated by this development.

This proposal is for 260 units of ITE 200 Multifamily which would generate a total of 1,699 vpd and does not exceed the amount of allowable trip generation for this property.

A review of the proposed development by the Development Services Division produced the following comments in their memorandum dated October 12, 2015:

1. Provide left and right turn lane warrant analysis at access to AC Skinner Pkwy. If turn lane(s) are warranted, Developer is responsible for all costs associated with construction.
2. Provide queue analysis and onsite queuing to ensure that vehicles will not stack into City right-of-way.
3. Provide sidewalks along roadway frontages per 2030 Comprehensive Plan and Land Development Procedures Manual.
4. Signs, fences, walls and landscaping shall be located so that horizontal line of sight is unobstructed at driveway connection and intersection of Salisbury Rd & AC Skinner Pkwy.

The use and variety of building setback lines, separations, and buffering:

The applicant proposes only a minimum rear yard setback of 10 feet and a minimum building separation of 10 feet between buildings. **The applicant has not provided a compelling reason for reduced setbacks; and therefore, the development should comply with the minimum standards for multi-family use separation.**

(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:

Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon:

The submitted site plan shows a single centrally located building and one aisle of parking around the periphery. There is no minimum setback proposed from the structure to the adjoining property. Dave and Buster's restaurant and indoor arcade is located directly south of the property. The applicant will be required to build an 8 feet tall fence along the south property line if developed as multi-family residential.

The type, number and location of surrounding external uses: The proposed development is located southeast of the Belfort Road and Interstate 95 intersection. The nearby area is predominantly developed with Hospital, Hotel/Motel, Senior Living, and Multi-family unit uses. Multi-family development at this location would complement nearby existing development.

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	CGC/ BP	CCG-1/ IBP/ PUD	Hotel/Motel, Senior Living, Apartments
South	CGC/ IBP	CCG-1/ IBP	Commercial, Indoor Recreational
East	CGC/ BP	CCG-1/ IBP/ PUD	Office/ Motel/Hotel
West	CGC	CCG-1/ PUD	Office/ Hotel/Motel, Interstate 95

(6) Intensity of Development

The proposed development is consistent with the CGC functional land use category as a multi-family development, which is not to exceed 260 dwelling units. The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses:

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:

The property will be accessed from one full access entry and exit driveway along AC Skinner Parkway. Final approval of all ingress and egress will be subject to the review and approval of the Development Services Division.

Signage:

Multi-family residential uses will be limited to one double faced or two single-faced internally or externally illuminated monument signs not to exceed 60 square feet in area and eight feet in height. Standard Code places a maximum of 24 square feet for monument style signage for multi-family residential. **Staff recommends a maximum of 24 square feet in sign area.**

Commercial uses will meet the standard signage requirements found in the CCG-1 and CCG-2 Zoning District. Wall, under canopy, and directional signage will be permitted for commercial uses only.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area. There will be a minimum of 150 square feet of recreation area per residential unit.

(8) Impact on wetlands

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 on-site. However, any development impacting wetlands will be permitted pursuant to local, state and federal

permitting requirements.

(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

For commercial uses, the site will be developed in accordance with Part 6 of the Zoning Code. For multi-family residential uses: Parking will be provided on the Property at a minimum of one (1) space per bedroom. For all other uses, parking will be consistent with the Part 6 of the Zoning Code. Parking may consist of surface parking, tandem parking, garages and/or structure parking. Applicant proposes that up to thirty-five percent (35%) of the parking spaces may be compact spaces. **There is ample room to provide the minimum required parking on site; Staff recommends that Part 6 be followed for residential units and that no more than 30% of the parking spaces be compact.**

(11) Sidewalks, trails, and bikeways

The project will be required to contain an internal and external pedestrian system that meets the 2030 Comprehensive Plan. The Applicant will be required to construct a sidewalk along Salisbury Road and A.C. Skinner Parkway.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on October 1, 2015, the required Notice of Public Hearing sign was posted.



*Source: Staff, Planning and Development Department
Date: October 1, 2015*

RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2015-660** be **APPROVED with the following exhibits:**

1. The original legal description dated August 25, 2015.
2. The original written description dated September 4, 2015.
3. The original site plan dated August 7, 2015.
4. The subject property shall be developed in accordance with the Development Services Division Memorandum dated October 12, 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 **2015-660** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

- 1) The applicant shall construct sidewalks that meet the requirements of the 2030 Comprehensive Plan along Salisbury Road and A.C. Skinner Parkway.
- 2) Landscaping shall fully comply with Part 12 of the Zoning Code.
- 3) Signage for multi-family shall be of a monument style and shall not exceed 24 square feet in area.
- 4) Multi-family structures which face or back up to each other shall provide at least forty (40) feet of separation between structures. Multi-family structures must have a minimum separation of at least twenty (20) feet between windowless end walls and twenty (20) feet between a windowless end wall and face or rear of another multi-family structure.
- 5) Parking shall be provided consistent with Part 6 of the Zoning Code.



Property is currently undeveloped.

*Source: Staff, Planning and Development Department
Date: October 1, 2015*



Radisson Hotel across Salisbury Road.

*Source: Staff, Planning and Development Department
Date: October 1, 2015*



Marriot Hotel northwest of the subject property.

*Source: Staff, Planning and Development Department
Date: October 1, 2015*



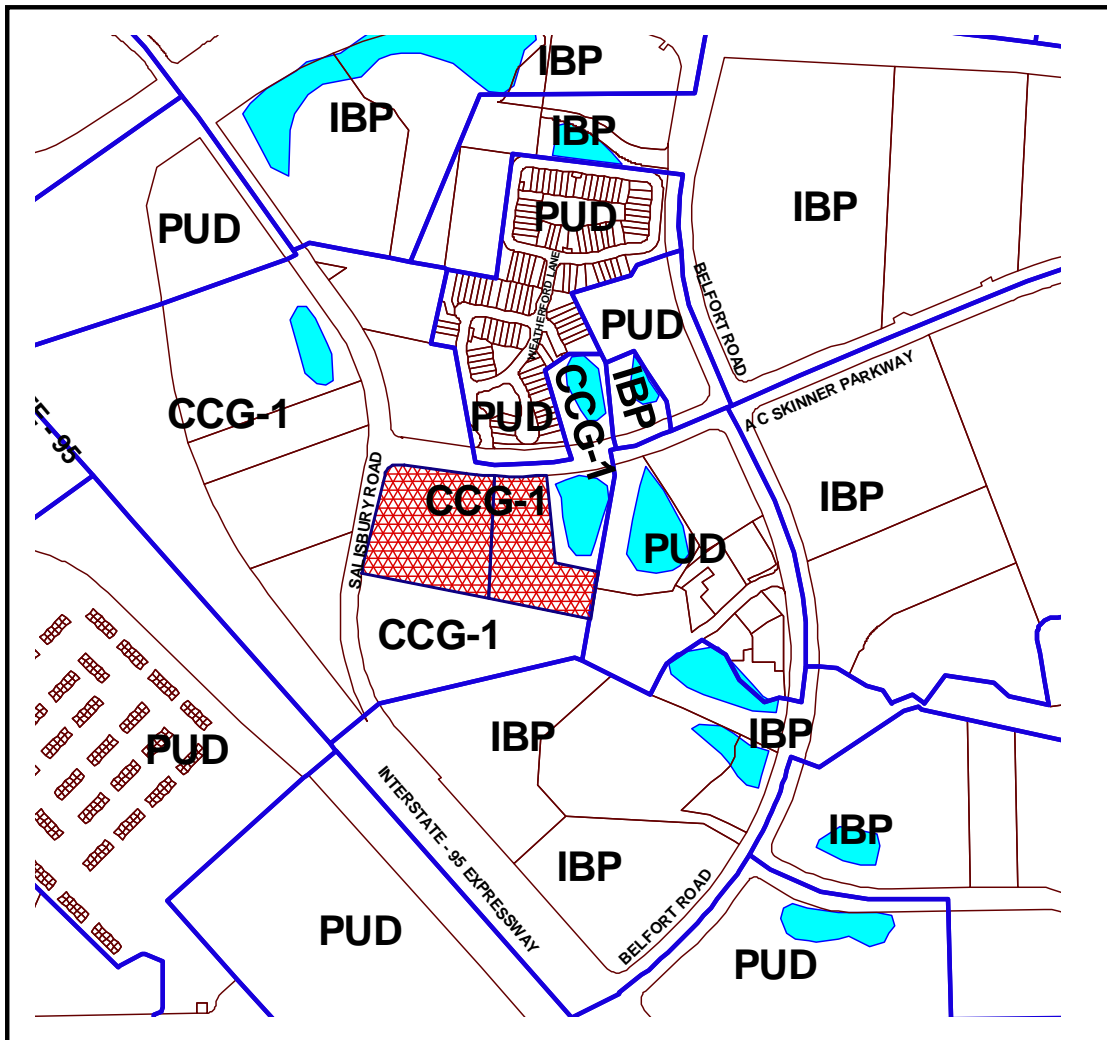
Dave and Buster's located directly south of the property.

*Source: Staff, Planning and Development Department
Date: October 1, 2015*



Parking lot adjacent to subject property's southern property line.

*Source: Staff, Planning and Development Department
Date: October 1, 2015*



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1</p> <p>TO: PUD</p>		<p>N W E S</p> <p>0100 Feet</p> <p>COUNCIL DISTRICT: 11</p>
<p>ORDINANCE NUMBER: ORD-0000-0000</p>	<p>TRACKING NUMBER: T-2015-0910</p>	<p>Exhibit 2</p>