

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2016-0327 TO
PLANNED UNIT DEVELOPMENT

JUNE 9, 2016

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 **2016-0327** to Planned Unit Development.

Location: South side New Berlin Road between Holstein Drive and Black Walnut Court

Real Estate Number(s): 106545-0050, 106545-0200, 106545-0300

Current Zoning District: Residential Rural-Acre (RR-Acre)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Rural Residential (RR)

Proposed Land Use Category: Low Density Residential (LDR)

Planning District: North, District 6

Planning Commissioner: Marshall Adkison

City Council District: The Honorable Al Ferraro, District 2

Applicant/Agent: Curtis Hart
8051 Tara Lane
Jacksonville, Florida 32216

Owner: Claude Braddock
12289 Rouen Cove Drive
Jacksonville, Florida 32226

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2016-0327** seeks to rezone approximately 16.32 acres of land from RR-Acre to PUD. There is currently one existing residential dwelling on the property. The rezoning to PUD is being sought so that the property can be developed with a maximum of 53 single family lots. All lots will have a minimum of 6,100 square feet for 60

foot wide lots and 7,100 square feet for 70 foot wide lots. Ordinance 2014-0102 approved 55 lots with a minimum lot width of fifty (50) feet and minimum lot area of 5,000 square feet on 10.14 acres to the north of this site. The developer intends to integrate and blend the proposed development into the PUD approved per Ord. 2014-0102.

There is a companion Application for Land Use Amendment to the Future Land Use Map Series 2015A-002 (Ordinance 2016-0326) that seeks to amend the property from the Rural Residential (RR) land use category to the Low Density Residential (LDR) land use category. The proposed amendment site is located south of New Berlin Road and east of Holstein Drive at the terminus of Rouen Cove Drive. The 16.12 acre land use amendment site consists of undeveloped rural land and will be Phase II of the Rouen Cove Subdivision.

The applicant proposes an amendment to the Future Land Use Map from Rural Residential (RR) to Low Density Residential (LDR) and a rezoning from Residential Rural-Acre (RR-Acre) to Planned Unit Development (PUD) to accommodate the second phase of the Rouen Cove single-family residential development. This companion rezoning application contains a larger area than the land use amendment with approximately 16.32 acres. This additional acreage is because 0.20 acres are already in the LDR land use category for a total site of 16.32 acres. The Large Scale Future Land Use Amendment is being considered for adoption along with this companion rezoning and staff is recommending that Application for Land Use Amendment to the Future Land Use Map Series 2015A-002 be approved.

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 Rural Residential (RR) 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. There is however a companion Application for Land Use Amendment to the Future Land Use Map Series 2015A-002 (Ordinance 2016-0326) that seeks to amend the property from the Rural Residential (RR) land use category to the Low Density Residential (LDR) land use category. The LDR functional land use category permits housing developments in a gross density range of up to seven (7) dwelling units per acre when full urban services are available to the site. The proposed PUD proposes a gross density of 3.24 dwelling units to the acre and will have full urban services available to the site. 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.

The uses provided herein shall be applicable to all LDR sites within the Suburban Area:

Principal Uses: Single family and Multi-family dwellings; Commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area: and other uses associated with and developed as an integral component of TND.

Secondary Uses: Secondary uses shall be permitted pursuant to the Residential land use introduction. In addition the following secondary uses may also be permitted: Borrow pits; Animals other than household pets; Foster care homes; Drive through facilities in conjunction with a permitted use; Assisted living facilities and housing for the elderly, so long as said facilities are located within three miles of a hospital and on an arterial roadway; and Commercial retail sales and service establishments when the site is located at the intersection of roads classified as collector or higher on the Functional Highway Classification Map, however logical extensions and expansions of preexisting commercial retail sales and service establishments are exempt from the roadway classification and intersection requirements.

(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

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:

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.

Policy 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

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.

Policy 1.1.21 Future amendments to the Future Land Use Map series (FLUMs) must be based on the amount of land required to accommodate anticipated growth and the projected population of the area. The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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 3.1.3 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

Objective 3.1 Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

F.L.U.E. 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.

The applicant proposes to increase the opportunity for residential development with low density residential lots maintaining the character and trend of the area satisfying Objective 3.1. The land use categories surrounding the property include Low Density Residential, Medium

Density Residential (MDR), Rural Residential and Light Industrial (LI); therefore, the amendment continues this pattern of anticipated urbanized development as recommended under Objective 3.1 and Policy 1.1.21. Moreover, residential development would complement the surrounding area and promote a pattern of compatible land use compliant with Objective 1.1 and Policy 1.1.22. Additionally, the density for the property will not exceed the maximum 7 dwelling units per acre set forth in the LDR, Suburban Development Area. The LDR land use designation is a logical extension of the existing LDR demarcation line immediately north of the site consistent with Objective 1.1.

The proposed land use amendment and rezoning is a logical extension of the proposed LDR land uses adjacent to the north and northwest of the amendment site. Extending the LDR area will continue the pattern of urbanized development proposed in the surrounding area. According to the site plan, there will be one entrance and exit to the Rouen Cove Subdivision Phase II. Additionally, development of the subject site would complement the surrounding land uses due to easy access to schools and parks and recreation.

(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, Rouen Cove- Phase II (Parcel 106545-0200; 106545-0300 and 106545-0050) is approved by Mobility Application No. 89331.0 (Concurrency Reservation Certification 89331.1) for 66 single family detached residences. The project has been issued City Development Number CDN 8986.1.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a single 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: The proposed development will be providing an area for recreation needs, and Sheffield Regional Park is within a mile of the site. Although open space/recreation area is important with a small single-family subdivision, it is the department's opinion that the needs of the residents will be better served through improvements to the Regional Park. There will be a minimum of a 20 foot natural buffer along the property line at the end of cul-de-sacs 1, 2 and 3. The buffer shall be in as natural condition as possible, but if trees of greater than or equal to 3 inches diameter breast height (dbh) are not present, appropriate shade trees shall be provided

to augment the vegetative buffer. These areas will be natural set-a-side areas that cannot be used for active recreation/park use. They will be natural growth areas in addition to the wetland areas on the site for wildlife habitat.

The use of topography, physical environment and other natural features: This 16.32 acres site currently has one home on it and slopes from south to north to Rushing Branch Creek. The property has been a pasture for many years and has beautiful trees along Rushing Branch Creek and the surrounding wetlands, with a topographical fall from south to north and east to west.

The use and variety of building setback lines, separations, and buffering: The proposed development is requesting two lot sizes, with a minimum width of 60 feet and minimum lot area of 6,100 square feet. The sixty and seventy foot wide lots provide flexibility in design and different residential types, with development controls regarding height, lot coverage, and setbacks. An 8-ft high vinyl fence will be installed along the southern and part of the western property lines. The fence will start at the southeast corner of the property and continue west until it turns north at the southwest corner of the property and will terminate at the southern terminus of the depicted wetlands. This 8 foot fence shall be constructed prior to issuance of the first building permit for a habitable structure. These design guidelines ensure the health safety and welfare of the residents with respect to open space and architectural character.

The use and variety of building sizes and architectural styles: The written description indicates that the lot sizes will allow the developer to provide unique architectural features and variations in the size and types of homes.

The separation and buffering of vehicular use areas and sections of vehicular use areas: The written description indicates that the minimum front yard setback for garages is 20 feet and that each lot will have a driveway which can accommodate two vehicles.

(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 a developing area where residential subdivisions and industrial uses are in close proximity. The area immediately surrounding the subject site primarily consists of rural and residential uses. The residential area consists of single and multi-family homes. To the north of the subject site is Phase I of the Rouen Cove Subdivision and consists of fifty-four single-family residential lots. Northeast of the subject property are multi-family homes separated from the subject site by a retention pond. The lands to the south and east of the site are primarily vacant and in the RR and Light Industrial (LI) land use categories. Immediately west of the subject site are single-family homes with significant vegetation to buffer the subject site and residential homes located along Holstein Drive in the RR land use category. Residential development at this location complements the existing uses by increasing the housing options for those 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	PUD (14-102)	Single family residences
South	RR	PUD (14-060)	PUD buffer area
East	MDR/LI	PUD (05-553 and 14-060)	Townhomes/PUD buffer area
West	LDR/RR	RR-Acre/PUD (14-102)	Single family residences

The use is consistent with the residential density and intensity of surrounding lands. This PUD proposes a gross density of 3.2 dwelling units to the acre and over 2.4 acres of passive open space, and differs from the usual application of the Zoning Code because it contains a significant amount of wetlands on the site and will be designed around and along wetland areas. Substantially more open space will be provided for than with the usual application of the zoning code. It will afford a development with a different option of single family lot sizes within a residential community in keeping with the area's pattern of development.

(6) Intensity of Development

The proposed development is consistent with the LDR functional land use category as a single family development, which is not to exceed 53 dwelling units. The PUD is appropriate at this location because it will provide alternative housing styles for residents in the area.

The availability and location of utility services and public facilities and services: A pump station has been built by the developer and dedicated to JEA for sanitary sewer services. JEA will also provide water and electric service.

The amount and size of open spaces, plazas, common areas and recreation areas: The proposed development is planning on providing some passive park areas around the creek on the property and a significant amount of open space, with over 2.43 acres of wetlands on the site. Some land will be natural growth set-a-side areas that cannot be used for active recreation/park use. They will be natural growth areas in addition to the wetland areas on the site for wildlife habitat.

(7) Usable open spaces plazas, recreation areas.

The proposed development is opting to pay \$250 per lot for recreation needs pursuant to Section 656.420 (b), Recreation and Open Space Requirements of the Zoning Code. Sheffield Regional Park is within a mile of the site. Although open space/recreation area is important with a small residential subdivision, it is the department's opinion that the needs of the residents will be better served through improvements to the Regional Park.

(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 identified 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.

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

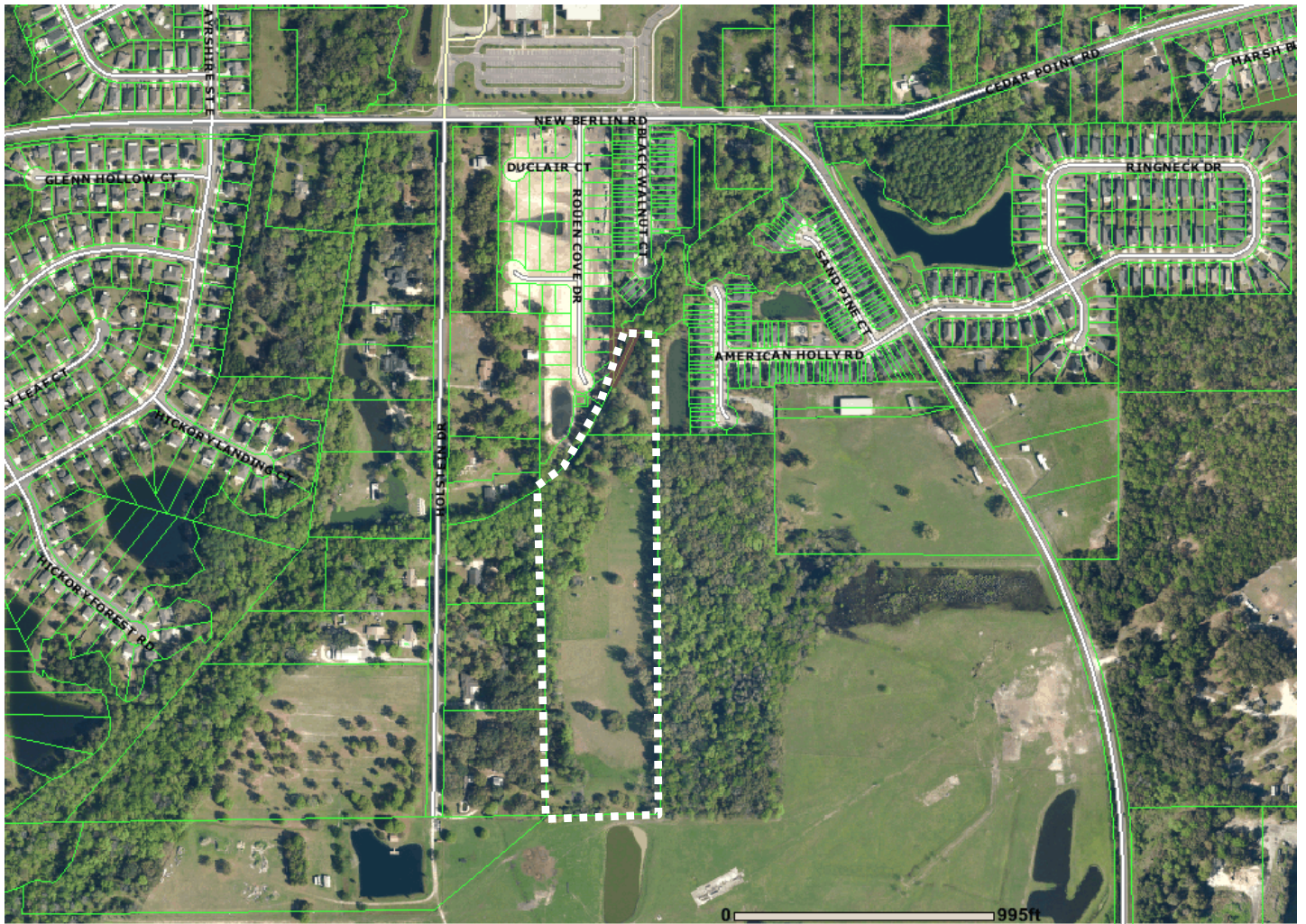
Upon visual inspection of the subject property on May 25, 2016, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2016-0327** be **APPROVED with the following exhibits:**

1. The original legal description dated August 20, 2015.
2. The original written description dated April 13, 2016.
3. The original site plan dated April 13, 2016.
4. The development shall proceed in accordance with the Development Services Division memorandum dated May 20, 2016 or as otherwise approved by the Planning and Development Department.



Aerial view of the subject property facing north



Facing south along Rouen Cove Drive with the subject site ahead on the left



Facing southeast from Rouen Cove Drive into the subject site



Facing southeast from Rouen Cove Drive into the subject site



Facing north along Rouen Cove Drive into phase I of the development



Facing north along Rouen Cove

