

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING 2016-0387 TO
PLANNED UNIT DEVELOPMENT

JULY 21, 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 **2016-0387** to Planned Unit Development.

Locations: 205 W. 3rd St
235 W. 3rd St
1341 Pearl Street
Between Pearl Street, 3rd Street West, and Silver Street

Real Estate Numbers: 070842 0510, 070842 0550, 070841 0000

Current Zoning Districts: PBF-2, CRO-S, RMD-S

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Categories: Medium Density Residential (MDR)
Residential Professional Institutional (RPI)

Proposed Land Use Category: Residential Professional Institutional (RPI)

Planning District: The Urban Core, District 1

City Council District: The Honorable Reggie Gaffney, District 7

Applicant/Agent: Joe Loretta, Genesis
9822 Tapestry Park Circle, Suite 201
Jacksonville, Florida 32246

Owner: Springfield Lofts, LLC
Mark Gerenger
52 Riley Road, Unit 155
Celebration, Florida 34747

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2016-0387** seeks to rezone approximately 2.13± acres of land from RMD-S, CRO-S, and PBF-2 to PUD. The rezoning to PUD is being sought for the purpose of redeveloping the former Jacksonville Jewish Center and Job Corps. property, and select adjacent non-contributing properties in historic Springfield. The applicant proposes to demolish the existing one-story brick and masonry dentist's office at 235 W. 3rd Street and existing concrete block warehouse structure at 1341 Pearl Street. The historic Job Corps building and associated dormitory structure at 205 W. 3rd Street will remain and will be renovated for both residential uses; the Job Corps building will be renovated for both commercial and residential uses. According to the submitted revised written description and site plan dated July 5, 2016, there will be a maximum of 78 multi-family units consisting of any combination of one-bedroom efficiency, standard one-bedroom, and two-bedroom apartments. The site plan shows a total of 86 on-site parking spaces, or, at a minimum, one on-site parking space per unit. There is limited room for overflow parking on 3rd Street and Pearl Street. Two new multi-family structures are proposed, one facing Pearl Street to replace the existing warehouse building, and one facing Klutho Park on 3rd Street West, replacing the existing one-story dentist's office.

A minimum of 10% of the total conditioned square footage will be either commercial or office use. A new two-story, 5,200+/- square feet mixed use residential/commercial structure is proposed on the vacant portion of 205 W. 3rd Street at the corner of W. 3rd Street and Silver Street. Interior to the development will be approximately 86 off-street parking spaces (including garage spaces) intended to serve the proposed 78 units, and 8,000-10,000 total square footage of office or commercial space. A small portion of the public alley (approximately 861 square feet) behind the dentist office will be vacated to permit better traffic flow around the parking area. The remaining public alleys will remain open and will be incorporated in to the design of the project. Interior vehicular use area landscaping will be provided where reasonable. Two 20 feet wide full access driveways will provide access to the internal parking lot area. Also available are two 12 feet wide historic alley accesses that connect the project to W. 4th Street to the north. Permitted commercial uses include medical and dental, professional office, private clubs, retail sales, banks, group care homes, restaurants, and inside sales and service of food and beer and wine. Outside sales and service of beer and wine will be granted through the Zoning Exception process.

Included in the proposed development is a minimum of 2,000 square feet of recreational facilities for the residents and their guests. Recreational facilities may include outdoor plaza areas, outdoor kitchen, pool amenity, and/or pavilions. Henry J. Klutho Park is located directly south of the property, across W. 3rd Street.

There is a companion Application for Small Scale Land Use Amendment to the Future Land Use Map Series of the 2030 Comprehensive Plan, **Ordinance 2016-0386 (Application 2016C-008)** requesting to change a portion of the functional land use category of the subject property (1.68 acres) from Medium Density Residential (MDR) to Residential Professional Institutional (RPI).

The companion land use amendment will permit the increase in maximum density on the property from 20 units per acre, to 40 units per acre in the RPI Land Use Category. The Planning and Development Department has submitted its report on the companion Small-Scale Land Use Amendment 2016C-008 and recommends that the same 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 Medium Density Residential (MDR) 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. However, there is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series 2016C-008 (Ordinance 2016-386) that seeks to amend the portion of the site that is within the MDR land use category to Residential Professional Institutional (RPI). Staff is recommending that Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2016C-008 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.

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

Yes. 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?

No. The written description and the site plan of the intended plan of development meet all portions of the City's land use regulations and further their intent by providing specific development standards.

Furthermore, 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 as follows:

(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): Medium Density Residential (MDR) and Residential Professional Institutional (RPI). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2016C-008 (Ordinance 2016-386) that seeks to amend the portion of land that is within the MDR land use category (1.68 acres) to RPI.

The RPI Urban Priority Area density allows a maximum of 40 units/acre in a mixed-use development that may not include more than 90 percent of any individual use. The companion PUD rezoning site plan identifies the type of uses along with the residential density and non-residential intensity of the overall project; the mix of uses provided in the PUD rezoning is consistent with the RPI land use category requirements. Additionally, RPI Urban Priority Area Development Characteristics limits commercial to the ground floor, promotes internal pedestrian and vehicular circulation, and does not allow residential uses on the ground floor abutting roads classified as arterial or higher. The density proposed in the PUD rezoning site plan may limit the internal vehicular circulation of the parking area which will utilize existing alleyways for access. The density of the site should be evaluated to ensure optimal internal circulation in relation to the necessary parking for the number of units. The PUD rezoning site plan should consider limiting the density and therefore, the overall parking to enhance internal circulation on the site in order to demonstrate strict compliance and consistency with the RPI-Urban Priority Area Development Characteristics.

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

FLUE 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.

This project provides infill mixed use residential and commercial re-development and adaptive reuse that results in a compact pattern of land use, resulting in economical and efficient provision of public services.

FLUE Policy 1.1.4 The Land Development Regulations shall include locational criteria and standards for all zoning or subdivision site plan requests for densities or intensities of use for each future land use category including appropriate criteria related to development areas, street classification, availability of public facilities and services, land use compatibility, development and redevelopment potential, site design factors, ownership patterns, environmental impacts, relevant adopted plans and studies, and principal and secondary uses as described in the Plan

Category Descriptions of the Operative Provisions. In order to ensure the development of a variety of neighborhoods and living environments, the Land Development Regulations shall include several zoning districts with different minimum lot size and density of development requirements in each residential land use category.

FLUE Policy 1.1.8

Ensure that all future development and redevelopment meets or exceeds the requirements of all Land Development Regulations, including, but not limited to zoning, subdivision of land, landscape and tree protection regulations, and signage, as established and adopted by the City, State of Florida and the federal government, unless such requirements have been previously waived by those governmental bodies.

FLUE 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.

FLUE Policy 1.1.10A

Residential development on sites less than 10 acres that are located within predominantly non-residential Future Land Use Categories and that are processed as small scale map amendments shall be limited to a maximum of 10 dwelling units per acre unless authorized through approval of a Planned Unit Development (PUD) rezoning. The maximum density allowed in the PUD shall be the result of analysis for compatibility with abutting development based on the criteria provided below. The maximum density in each non-residential Future Land Use Category does not constitute entitlement to the maximum permitted density without justification provided pursuant to analysis of the criteria. Such analysis may lead to a recommendation of approval, denial, or a condition of approval on a Planned Unit Development (PUD) rezoning capping the residential density.

All PUDs approved with a density cap above the 10 dwelling units per acre limitation pursuant to this policy shall contain the following statement either in the written description or within the enabling legislation:

A residential density limit of (insert #) dwelling units per acre has been placed on this property as a result of Future Land Use Element (FLUE) Policy 1.1.10A. This density limit can only be changed through application for a rezoning (administrative and minor modifications to increase the density are not permitted) and the requirements of FLUE Policy 1.1.10A must be applied to determine the appropriateness of any increase in residential density.

The criteria below shall be considered in determining the appropriate maximum density for PUD rezonings pursuant to this policy:

- Potential for the development of blighting or other negative influences on

- abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or manmade buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout

An explanation of these considerations is provided by the Applicant, and discussed in further detail by Staff in the body of this report.

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 1.1.13

Ensure that mixed and multi-use projects enhance, rather than detract from, the character of established developed areas by requiring site plan controlled zoning such as Planned Unit Developments (PUDs), TODs or TNDs for all mixed and multi-use projects and conforming with the following criteria:

1. The type of land use(s), density, and intensity is consistent with the provisions of the land use category, particularly the category's predominant land use;
2. The proposed development is in conformity with the goals, objectives, policies, and operative provisions of this and other elements of the 2030 Comprehensive Plan; and
3. The proposed development is compatible with surrounding existing land uses and zoning.

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;
5. Revitalization of older areas and the downtown, and purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use

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. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

FLUE Policy 2.1.3

Require the adaptive reuse of historic landmarks instead of demolition where physically, structurally, and economically feasible. Maintain a high quality of design for infill and new development within historic districts in order to preserve sites that are not designated in accordance with the provisions established in the Historic Preservation Element.

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.

FLUE Policy 3.1.3

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

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.

FLUE Policy 3.1.19

The City shall adopt criteria and standards in order to limit the location of single-family attached and multi-family housing units to the periphery of established single-family detached neighborhoods and non-residential nodes, along collectors, arterials, and rail transit corridors, unless the higher density residential development is a component of a mixed or multi-use project.

Objective 6.3

The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill 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.

Sanitary Sewer Sub-Element (SS)

1.2.6

Within the Suburban Boundary Map as defined in the Future Land Use and Capital Improvements Elements, new septic tanks will be forbidden pursuant to the Septic Environmental Protection Board – Rule 3; however, they may be permitted as interim facilities, provided the following requirements are satisfied:

The applicant has supplied a JEA Service Availability letter; the site will be serviced by centralized wastewater and potable water distribution systems.

Historic Preservation Element (HPE)

Objective 1.4

The City of Jacksonville shall establish and improve property values, and thus the tax base of local landmarks and local historic districts by encouraging property owners to maintain and improve buildings, grounds, streetscape and vistas and encouraging settlement and revitalization of established neighborhoods.

1.4.2

The Planning and Development Department shall continue to review and make specific recommendations to the City Council regarding changes or modifications to the Land Development Regulations that will protect the character of designated local historic districts, landmarks and sites. The assistance and advice of historic preservation organizations in recognized historic areas of the City will be solicited for that purpose.

Conservation Coastal Management Element (CCME)

2.7.3

The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:

- A. Land acquisition or conservation easement acquisition;
- B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
- C. Incentives, including tax benefits and transfer of development rights.

Transportation Element (TE)

1.4.7

The City shall require new development or redevelopment to support alternative modes of transportation. Such measures may include, but are not limited to, the provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes, such as parking management systems and park-and-ride facilities.

2.3.8

The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas, and encouraging planned unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

Therefore, proposed rezoning to Planned Unit Development, as conditioned, is consistent with the 2030 Comprehensive Plan, and further the following goals, objectives and policies contained therein.

(2) Consistency with the Concurrency and Mobility 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 Management System Office (CMSO) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a mixed use 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 streetscape:

Most prominently, the streetscape will be improved by the renovation and reoccupation of contributing historic structures, the removal of non-contributing structures, and the construction of new structures. Furthermore, non-conforming vacant and unattractive structures will be demolished and replaced with residential and mixed use commercial/residential buildings of an appropriate size and scale along 3rd Street, Pearl Street, and Silver Street. The property is

located within the boundaries of the Springfield Historic District; final approval of all design components of the project will be subject to the review and approval of the Historic Planning Section and Historic Preservation Commission, through the Certificate of Appropriateness process. The PUD provides specific criteria to guide the development of the site.

New construction will be clustered away from adjacent single-family homes to the north along Pearl Street by appropriate setbacks, and away from the historic Drew Mansion at the corner of Pearl and W. 3rd Street. Building A will be set back approximately 85+/- feet from the Drew Mansion structure, whereas building C will be set back approximately 55+/- feet from the Drew Mansion structure. **Staff recommends any new residential structure be setback a minimum of 40 feet from the eastern property boundary, and a minimum of 25 feet from the northern property boundary of the Drew Mansion property.**

The location of open spaces, plazas, recreational areas and common areas:

The project will provide a minimum of 2,000 square feet of recreation area. This area may include an outdoor plaza, outdoor kitchen, pavilions, or pool area as depicted on the submitted site plan. It is worth noting that Klutho Park and the adjoining park system are located south across W. 3rd Street and includes various public amenities such as a baseball diamond, bandstand, open grass fields, the Hogan's Creek, and Frisbee golf course. The utilization of public amenities nearby is encouraged as to allow the highest and best use on the subject property.

The use of existing and proposed landscaping:

The applicant proposes to meet a minimum of 50% of all on-site shade tree requirements within the land development code. Given the density of structures, historic development pattern, and limited room for off-street parking and vehicular maneuvering, the applicant requests a reduction from standard Code. Furthermore, the applicant proposes no minimum VUA requirement, and no shade trees adjacent to abutting properties. The site plan dated July 5, 2016 shows perimeter trees however. The portions of the property that abut neighboring residential property to the north are currently completely paved. The site plan indicates the applicant will remove the majority of the pavement to restore landscaping along the shared property lines. The interior portion of the subject properties are currently developed with impervious surface. The proposed parking lot area will not increase the total area of impervious surface on the site. The applicant proposes to remove existing unnecessary pavement adjacent to the public sidewalk in front of the property, along 3rd Street West. This area will be planted with shade trees and landscaped similar to adjacent ROW.

The treatment of pedestrian ways:

The submitted site plan shows a limited network of sidewalks internal to the project site, and mostly abutting the existing Job Corps. building (Building D) and existing dormitory (Building E) and surrounding the amenity area and new mixed use building in the southeast corner. There are no sidewalks proposed in the shared parking lot area between buildings A and C. Vehicles and pedestrians will share the vehicular use area.

Traffic and pedestrian circulation patterns:

The property will be accessed by two twenty (20) feet wide full access driveways, one on Pearl Street, and one on W. 3rd Street. Two historic alley connections to W. 4th Street also may access the property from the north. The westernmost alley is paved with concrete, whereas the eastern alley is mostly gravel and dirt. **Staff recommends the applicant shall stabilize the eastern most alley with historically appropriate ribbon pavers or concrete, or as otherwise approved by the Historic Preservation Commission.**

A review of the originally submitted site plan by the Development Services Division revealed the following concerns in their memorandum dated June 13, 2016:

1. *Traffic does not support 18' drive aisle for parking (6' less than minimum). Providing parking that vehicles cannot maneuver through is hazardous.*
The revised site plan dated July 5, 2016 shows 24 feet drive aisle adjacent to all parking areas.
2. *12' alley is insufficient in width for two-way traffic and creates hazardous environment for motorists.*
The revised site plan dated July 5, 2016 shows one 18 feet wide aisle for two-way traffic located directly behind building D. This aisle serves a parking area with a total of 7 off-street parking spaces. This portion between buildings D and E also has access to the easternmost alley connection to W. 4th Street. **Staff is of the opinion that this area will not impose significant demand on the alley or 18 feet wide two-way drive aisle.**
3. *Any proposed planting in the City's right-of-way shall comply with Section 2.3 Streetside Landscaping of the Land Development Procedures Manual.*
The applicant will be required to comply with the Land Development Procedures Manual.

A review of the project's Written Description by the Transportation Planning Division revealed the following comments in their memorandum dated June 13, 2016:

Pearl Street, from First Street to Martin Luther King Parkway, is the directly accessed functionally classified roadway. Pearl Street is a 2-lane undivided class II collector in this vicinity.

This proposal is for 78 units of ITE 220 Multifamily which would generate a total of 519 vpd and does not exceed available capacity on this roadway.

(ITE 220 Multifamily – 78 units)

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

Applicant proposes setbacks and building heights that are compatible and complementary to

adjacent single-family homes, and to existing contributing historic commercial structures on site. New structures will, for all intents and purposes, align with existing neighboring buildings. A minimum 10 feet side yard and rear yard setback is proposed. A minimum 10 feet, maximum 15 feet front yard setback to the main building wall is proposed consistent with the RMD-S Zoning District which is similar to single-family and multi-family duplex homes in the Springfield Overlay. Porches may be allowed as close as 2 feet from a front yard property line. **Staff recommends front porches be setback comparable to adjacent single-family homes. Porches shall be setback no closer than 8 feet from a front property line. Furthermore, staff recommends that any HVAC equipment not be located within any front yard setback.**

A maximum building height of 35 feet is proposed for Building A, compatible with adjacent single-family homes to the north along Pearl Street. The proposed multi-family building will be setback further than the existing warehouse structure. The space between structures will be appropriate considering each building's mass, and setback from the street. Building C proposes a maximum height of 45 feet, which is consistent with the tallest portion of the historic Job Corps building. Building F proposes a maximum building height of 35 feet, which is similar to nearby residential homes, and less than what is generally permitted in the RMD-S Zoning District.

The use and variety of building sizes and architectural styles:

The applicant did not provide architectural renderings or elevations of the buildings as an architect has not yet been retained. Final approval of architectural styles will be subject to the review and approval of the Historic Planning Commission.

The use and variety of materials:

Final approval of materials will be subject to the review and approval of the Historic Planning Commission.

The variety and design of dwelling types:

A maximum of 78 dwelling units are proposed, consisting of any combination of one-bedroom efficiency; i.e. 400 to 1,000 sq. ft., one-bedroom apartments 500 to 1,000 square feet, and two bedroom apartments, i.e. 750 + sq. ft., as detailed in the unit type matrix in the Written Description. Due to unforeseen structural configuration of the historic structures specifically, the total numbers of units per building are anticipated. Unit quantities can vary between buildings on the site, but will not total greater than 78 units.

The particular land uses proposed and the conditions and limitations thereon:

Applicant proposes land uses permitted or permitted by exception in the RPI functional land use category such as professional office, medical office, restaurants, private clubs, various multi-family unit types, and restaurants. The PUD limits the outdoor sale and service of beer and wine to a Zoning Exception. Inside sales and service of beer and wine will be permitted by right. Alcohol consumption is prohibited.

Compatible relationship between land uses in a mixed use project: The project looks to revitalize a mostly vacant and underused site within the boundaries of the Springfield Historic District. The property owner intends to rehabilitate the existing historic structures on site and incorporate them into the overall mixed use concept for the site while improving the alleyways for internal site circulation and maintaining and enhancing the existing sidewalk system.

The Written Description dated July 5, 2016 lists “group care homes” as a permissible use. The Springfield Zoning Overlay explicitly prohibits group care homes and similar uses as more specifically described as ‘special uses’. New special uses are not allowed in the district. **Staff recommends that ‘group care homes’ shall be prohibited in this PUD.**

Signage:

Applicant proposes monument style signage similar to many suburban residential and commercial developments; one 12 feet in height sign with a maximum of 24 square feet in copy area per street front. A total of three monument style signs are proposed for the property. Wall signage proposed is consistent with the CCG-1 Zoning District (10% occupancy frontage). Illumination may be external or internal. Flashing or animation is prohibited. **Staff is of the opinion that the signage package proposed by the applicant is more akin to intense commercial zoning, and not multi-family mixed use residential within the context of a historic neighborhood. Staff recommends the signage package follow the example set in the Riverside/Avondale Zoning Overlay which limits ground signage height, wall signage area, and types of illumination.**

(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:

A minimum side yard setback of 10 feet from the northern property boundary ensures that adjacent residential structures are not crowded or dwarfed by the proposed multi-family structures. The maximum building heights proposed are compatible with nearby historic homes and are 10 feet less than the maximum allowed height in the RMD-S Zoning District.

The type, number and location of surrounding external uses: The proposed development is located in the heart of the historic Springfield neighborhood; an area where single-family residential, multi-family duplex, office, low impact commercial retail, and institutional uses are the predominant uses. Directly across the development to the south is Klutho Park. Multi-family development at this location complements the existing hospital, various office and commercial uses by increasing the housing options for those that are employed in the immediate area. The proposed use for mostly residential with a non-residential component at an infill location would

not negatively affect the character of the neighborhood and would enhance the viability of the nearby commercial corridors including Main Street and potentially, Downtown. While the project is proposed with a higher density than the other established residential areas of the neighborhood, the location of the site toward the southern end of the Springfield Historic District would not disrupt the existing flow of densities and intensities in the neighborhood. Additionally, the PUD proposes a range of apartment sizes including efficiencies, one bedroom and two-bedroom units. The addition of these multi-family units would increase the variety of housing types in the Springfield neighborhood. The location of the project supports the existing alternative modes of transportation with the site's proximity to Downtown and the existing mass transit bus lines while encouraging pedestrian traffic with the existing sidewalk connectivity of the surrounding neighborhood.

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(s)
North	MDR	RMD-S	Single-family/Duplex
East	MDR	RMD-S	Single-family
South	PBF	PBF-1	Klutho Park
West	RPI	CRO-S	Vacant residential/Drew Mansion

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:

There is a concurrent ROW vacation application to vacate approximately 861 square feet of dead-end ROW on the subject property, directly behind the proposed Building C. This portion of the alley only serves the rear of the existing dentist office building, which will be demolished. The remaining connecting portions of the alley network will remain open, and will be incorporated into the drive aisle network of the development. The closure of this small portion of the alley does not hinder access to the property, but rather permits the development of additional on-site parking.

The developer reserves the right to install a dumpster for recycling on premises and to install a trash compactor which meets the City Land Development Code. Any waste collection container must be screened per City regulations.

Commercial uses will be restricted to the hours of 7 AM to 10 PM, as well as those hours permitted for the delivery of goods.

(6) Intensity of Development

The proposed development is consistent with the RPI functional land use category and is a

mixed-use, multi-family development, which is not to exceed 78 proposed dwelling units. The PUD is appropriate at this location with specific reference to the following:

The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD:

The Applicant will be required to install aesthetically appropriate fencing where adjacent to single-family or duplex residential properties, except in the narrow portions of the public alleys. Furthermore, where adjacent properties hardscape encroaches the subject property, or encroaches into the public alley, the developer will work with adjacent land owners to maintain, enhance, or remove the encroachments.

The existing residential density and intensity of use of surrounding lands:

The use is compatible with the residential density and intensity of surrounding lands. The proposed use for mostly residential with a non-residential component at an infill location would not negatively affect the character of the neighborhood and would enhance the viability of the nearby commercial corridors including Main Street and potentially, Downtown. While the project is proposed with a higher density than adjacent established residential areas of the neighborhood, the location of the site at the southwestern edge of the Springfield Historic District and facing a large public park on two sides of the development does not negatively modify the flow of densities and intensities in the neighborhood. Surrounding single-family lots are between 0.1 and 0.2 acres in size, and are built at a density of approximately 10 units per acre where each home has between 2 and 4 bedrooms. It can be calculated that on average, nearby bedroom density approaches 30 bedrooms per acre. The PUD, as conditioned, limits the PUD to 39 bedrooms per acre. Existing single-family homes are built with minimal property setbacks. The PUD proposes to demolish and then build new structures that increase the side yard setback from the existing condition along Pearl Street.

The availability and location of utility services and public facilities and services:

The site is served by city sewer and water.

Proximity to mass transit and walkability

The location of the project supports existing alternative modes of transportation with the site's close proximity to Downtown and the existing mass transit bus lines along Pearl Street. Pedestrian pass-by traffic and internal capture are encouraged by the existing sidewalk connectivity to the surrounding neighborhood.

Any other factor deemed relevant to the limitation of the intensity of the development for the benefit of the public health, welfare and safety:

The applicant will be required to secure the pool amenity areas consistent with best practices for apartment management. The applicant did not provide a lighting plan with the submitted application. **The applicant shall install pedestrian scale parking lot lighting no greater than 15 feet in height, as depicted in Figure 1.7.14(1) of the Jacksonville Design Guidelines and**

Best Practices Handbook.

(7) Usable open spaces plazas, recreation areas.

The project is not required to provide the minimum amount of open space per the Comprehensive Plan, because the unit count falls below 100 units. However, the applicant does propose 2,000 square feet of active recreation space to be developed with “any combination of active areas including but not limited to outdoor plaza areas, outdoor kitchen, pool, and pavilion areas. The applicant asserts there will be over 14,000 square feet of passive open space of pervious/vegetated area on the property.

(8) Impact on wetlands

Surveying of a 2004 Geographical Information Systems shape file **did not** identify any wetlands on-site. 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

The applicant proposes 86 on-site, off-street parking spaces including some parallel off the alley and standard 90-degree angle parking. The applicant proposes a minimum parking ratio of one parking space for every unit, regardless of type, and no minimum parking standard for the proposed 8,000 to 10,000 square feet of commercial or office area. Internal parking will be serviced by standard 24 feet wide driveway aisles, consistent with Part 6 of the Zoning Code. On-street parking is available on Silver Street and the north side of W. 3rd Street. No parking signs are posted along the south side of W. 3rd Street, adjacent to the park, and there is no parking permitted on Pearl Street in front of the property.

The Springfield Zoning Overlay does not set a standard for minimum required parking for commercial or multi-family residential development, as it is expected and intended that on-street parking facilities will satisfy parking demand within the context of the historic neighborhood which did not contemplate storing automobiles away from the public street. It is worth noting that the Standard Zoning Code requires a fraction more than one parking space per bedroom. This PUD intends to provide significantly less than the standard off-street parking requirement in Part 6. As there are limited opportunities for overflow capture in the immediate vicinity, the Planning Department seeks to strike a balance between acknowledging internal capture of trips that typically occur in a mixed-use development, and the reasonable expectation that each bedroom will command at least one motor vehicle. The applicant asserts that parking may be shared by commercial and residential uses. The parking ratio provided by the applicant does not

take into account guest parking, or situations when commercial parking demand exceeds supply.

The Planning Department recommends a parking ratio of one off-street parking space for every bedroom, regardless of unit type, shall be provided. The applicant may work within the parameters of the unit type matrix to discover a unit mix which will both satisfy the development goals and the parking requirements.

(11) Sidewalks, trails, and bikeways

The project will contain an external pedestrian system that meets the 2030 Comprehensive Plan. All ADA accessible parking spaces will have direct access to internal sidewalks.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on June 29, 2016, 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 **2016-387** be **APPROVED with the following exhibits:**

1. **The original legal description dated April 12, 2016.**
2. **The revised written description dated July 5, 2016.**
3. **The revised site plan dated July 5, 2016.**
4. **The Development Services Division Memorandum dated June 13, 2016 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 2016-387 be APPROVED subject to the following conditions, which may only be changed through a rezoning:

1. **Any new structure shall be setback a minimum of 40 feet from the eastern property boundary, and a minimum of 25 feet from the northern property boundary of the historic Drew Mansion property, 245 W. 3rd Street.**
2. **The applicant shall stabilize the eastern most north-south alley with historically appropriate ribbon pavers or concrete, or as otherwise approved by the Historic Preservation Commission.**
3. **Front porches shall be no closer than 8 feet from a front property line.**
4. **HVAC equipment shall not be located within any front yard setback.**
5. **'Group Care Homes' shall be prohibited in this PUD.**
6. **All on-site signage shall be consistent with the requirements found within Section 656.399.35 of the Riverside/Avondale Zoning Overlay.**
7. **The applicant shall install aesthetically appropriate fencing subject to the review and approval of the Historic Preservation Commission where adjacent to single-family or duplex residential properties, except in the narrow north-south portions of the public alleys.**
8. **There shall be no outdoor audio speakers installed on the subject property in connection with any proposed commercial use.**
9. **The applicant shall install pedestrian scale parking lot lighting no greater than 15 feet in height, as depicted in Figure 1.7.14(1) of the Jacksonville Design Guidelines and Best Practices Handbook, or as otherwise approved by the Historic Preservation Commission.**
10. **A minimum 8 feet, 85% opaque screen shall be provided to block the view of the pool amenity area from any public ROW with materials and design reviewed and approved by the Historic Planning Commission.**
11. **A minimum off-street parking space to bedroom ratio of one to one shall be provided regardless of unit type.**



SE corner of subject property, intersection of W. 3rd Street and Silver Street.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Historic and contributing Job Corps. building, proposed office/residential mixed-use (Building D).

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Non-contributing dentist's office to be demolished.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Portion of the ROW concrete to be removed and landscaped by the applicant.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Non-contributing warehouse on Pearl Street to be demolished.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Existing setback between warehouse and single-family home to the north.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Western-most alley connecting the project to W 4th Street.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Historic dormitory on Silver Street to be renovated (Building E).

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Existing setback between Building E and adjacent single-family home.

Source: Staff, Planning and Development Department
Date: June 28, 2016



Historic Drew Mansion, view from W. 3rd Street.

Source: Staff, Planning and Development Department
Date: June 28, 2016



Interior parking area, as it currently exists.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Eastern-most alley connecting the project to W 4th Street is unimproved.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*



Adjacent single-family home east of the property, across Silver Street.

Source: Staff, Planning and Development Department
Date: June 28, 2016



Interior parking area, behind Building D and Building E.

Source: Staff, Planning and Development Department
Date: June 28, 2016



The Klutho Park bandstand and baseball diamond are public amenities located directly south of the property.

*Source: Staff, Planning and Development Department
Date: June 28, 2016*

