

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2016-576 TO

PLANNED UNIT DEVELOPMENT

SEPTEMBER 22, 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 **2016-576** to Planned Unit Development.

Location: 14321 Van Zile Avenue between San Pablo Road
South and Farrington Street

Real Estate Number(s): 167107-0000

Current Zoning District: Residential Low Density-50 (RLD-50)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: Greater Arlington/Beaches, District 2

Planning Commissioner: Vacant

City Council District: The Honorable Aaron L. Bowman, District 3

Applicant/Agent: Karl Sanders, Esq.
KJS Law, PA
200 W. Forsyth Street, Suite 1300
Jacksonville, Florida 32202

Owner: David Edwards
Van Zile, LLP
200 W. Forsyth Street, Suite 1300
Jacksonville, Florida 32202

Staff Recommendation: **DENY**

GENERAL INFORMATION

Application for Planned Unit Development **2016-576** seeks to rezone approximately 3.6 acres of land from RLD-50 to PUD. The rezoning to PUD is being sought so that the property can be subdivided into a maximum of 23 single family lots. The minimum lot area and width will be 4,075 square feet and 50 feet, respectively. The maximum lot coverage is 66%.

The parcel originally was a mobile home park with 23 manufactured homes. In 2006 the property was rezoned to PUD to allow for 23 multi-family units. The proposed development was not commenced and the mobile homes remained. In 2015 the property was rezoned to RLD-50.

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. Yes. The Planning and Development Department finds that the subject property is located in the Low Density Residential (LDR) 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. 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 6.4 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 Low Density Residential (LDR) sites within the Suburban Area.

Principal Uses: Single family and Multi-family dwellings.

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.

The maximum gross density in the Suburban Area shall be 7 units/acre when full urban services are available to the site and there shall be no minimum density; except as provided herein.

The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

New LDR subdivisions should meet a standard of connectivity as defined in this element and cul-de-sacs should be avoided.

(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): Low Density Residential (LDR).

This proposed rezoning to Planned Unit Development is **inconsistent** with the following goals, objectives and policies contained herein, including:

FLUE GOAL 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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.

The proposed PUD reduces the front setbacks and increases the maximum allowable lot coverage in order to maximize site development rather than to promote innovative site planning. Site design standards in the PUD should be used to promote appropriate combinations of complementary development patterns that promote compatibility as called for in FLUE Objective 1.1 and Policy 1.1.12. Additionally, the PUD requests a 10 foot front yard. This would leave 23 feet from the garage door to the street curb and any vehicle parking in the driveway would block the sidewalk. Therefore, the proposed PUD does not promote public health, safety and welfare as called for in the FLUE Goal 1 and TE Goal 4 and TE Policy 4.1.2

Transportation Element Goal 4 Establish a non-motorized transportation network – The establishment and use of an interconnected system of rights-of-way which provides for the safe movement of pedestrians and bicyclists throughout the City shall be supported.

Transportation Element Policy 4.1.2 The City shall require new local streets serving residential areas to include four foot sidewalks on both sides of the street within the dedicated right-of-way or an approved alternative pedestrian circulation system approved by the Jacksonville Planning and Development Department (JPDD).

FLUE Policy 6.3.5 The City shall encourage street networks within new development plans to be designed and constructed so as to provide for future public street connections and increased connectivity to adjacent developable or re-developable parcels.

While this application relies on a cul-de-sac/turn-around, for its internal circulation, providing internal circulation connectivity may be limited due to the size and shape of the lot. However, connectivity for the internal circulation of the site plan should be encouraged for consistency with Policy 6.3.5 of the FLUE.

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 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.

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 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 3.1.6 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 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 **inconsistent** with the internal compatibility factors with specific reference to the following:

The streetscape: The proposed written description and site plan indicate the development will be on 50 foot wide lots, with 5 foot side yards and 66% lot coverage. This would potentially allow a 2,689 square foot dwelling on a lot. The combination of the mass and closeness of each structure would create an unsustainable environment for the residents.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The development is requesting 10 front and rear yard, a 5 foot side yard and 66% lot coverage. These development standards leave little open space for each individual dwelling for residents to enjoy their privacy.

The treatment of pedestrian ways: The proposed development is requesting a 10 foot front yard. This would leave 23 feet from the garage door to the street curb and any vehicle parking in the driveway would block the sidewalk.

Traffic and pedestrian circulation patterns: The PUD is proposing a single cul-de-sac with access on San Pablo Road. San Pablo Road is classified as a 2 lane collector roadway. The access point is approximately 137 feet from the intersection of San Pablo Road and Van Zile Avenue.

The use and variety of building sizes and architectural styles: The applicant has submitted four different architectural elevations of proposed dwellings.

The separation and buffering of vehicular use areas and sections of vehicular use areas: As mentioned earlier, the development is proposing a 10 foot front yard. Any vehicle parked in front of the garage would intrude 10 feet into the right of way. It is common for a resident to use their garage for storage, therefore two or more vehicles would need to be parking in the street.

(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 **not achieved** by the following:

Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: There is a nine lot subdivision under construction on the east side of San Pablo Road across from the proposed PUD. The subdivision is complying with the minimum standards in the RLD-60 Zoning District. The proposed PUD will have the smallest non-conforming lots in the general area.

The type, number and location of surrounding external uses: The proposed development is located in a primarily residential area. The closest commercial area is approximately ½ mile to the south. Single family development meeting the Zoning Code and Subdivision Regulations would complement the area by increasing the housing options in the immediate area. The current zoning would produce 14 lots if developed according to the Chapter 656, Zoning Code and Chapter 654, Subdivision Regulations.

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 subdivision (Villages of Pablo)
South	LDR	RLD-60	Single family dwellings
East	CSV	CSV	COJ Castaway Park
West	LDR	RLD-60	Single family dwellings

(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 23 dwelling units. The PUD is inappropriate at this location because it will introduce lot sizes that are incompatible with the surrounding area and will not provide interconnectivity with the adjacent road.

The availability and location of utility services and public facilities and services: JEA indicates that water and sewer are available at this location. The receiving lift station is on the critical runtime list and needs to be analyzed for capacity.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: Comments from the Transportation Planning Division indicate that San Pablo Road has insufficient capacity for the proposed development.

San Pablo Road, from Atlantic Boulevard to Beach Boulevard, is the directly accessed functionally classified roadway. San Pablo Road is a 2-lane undivided class II collector in this vicinity and is currently operating at an unacceptable LOS F. San Pablo Road segments have a maximum daily service volume of 14,040 vpd and a 2015 daily traffic volume of 20,382. This road segment currently has insufficient capacity to accommodate the traffic generated by this development.

This proposal is for 23 units of ITE 210 Single Family Residential which would generate a total of 219 vpd and exceeds the amount of available capacity for this classified roadway.

(ITE 210 Single Family Residential – 23 units)

(7) Usable open spaces plazas, recreation areas.

Pursuant to Section 656.420(c) of the Zoning Code, this residential development is not required to provide a recreation area since it is under 25 lots.

(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.

Section 656.604 (a)(1) requires two off street parking spaces for each dwelling. The proposed PUD indicates that each dwelling will have a two car garage which will meet the requirement. However, as mentioned earlier, the 10 foot front yard does not allow a vehicle to be parked in the driveway entirely within the property. A standard size vehicle would intrude 10 feet into the right of way. It is common for residents to use their garage as a storage area and park vehicles in the driveway. This will result in vehicles blocking either the sidewalk or parking in the street.

(11) Sidewalks, trails, and bikeways

The written description indicates the project will contain a pedestrian system that meets the 2030 Comprehensive Plan. However, the 10 foot front yard does not allow a vehicle to be parked in the driveway entirely within the property. A standard size vehicle would intrude 13 feet into the right of way. This will result in vehicles blocking the sidewalk for other residents.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on September 9, 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 Application for Rezoning **2016-576** be **DENIED**.



Aerial view of property



View of subject site.



View of subject site.



Single family dwelling across from subject site.



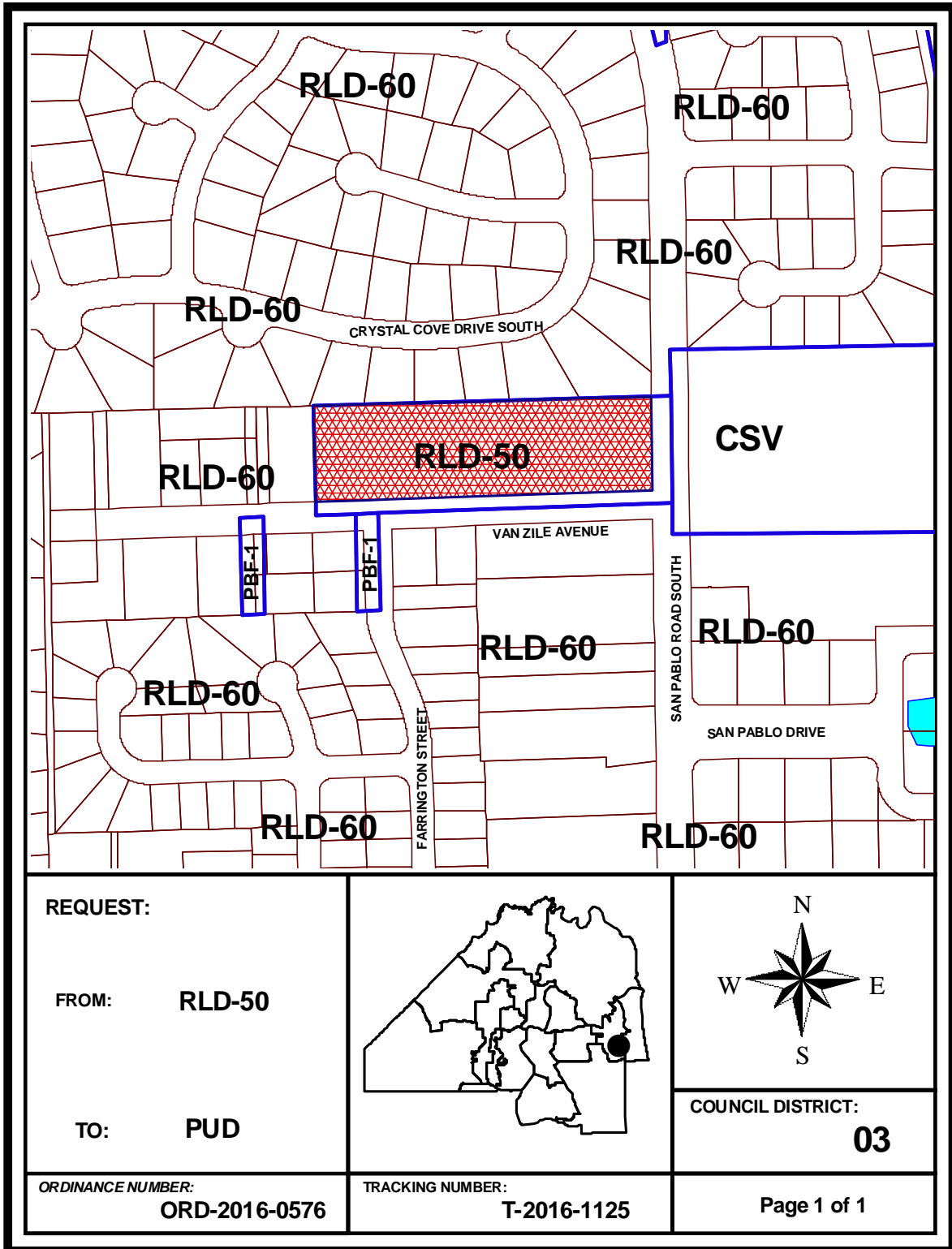
Single family dwelling across from subject site.



Single family dwelling across from subject site.



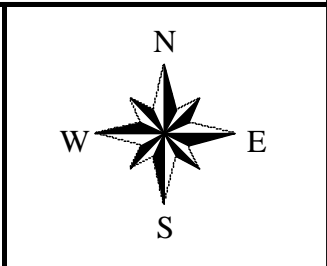
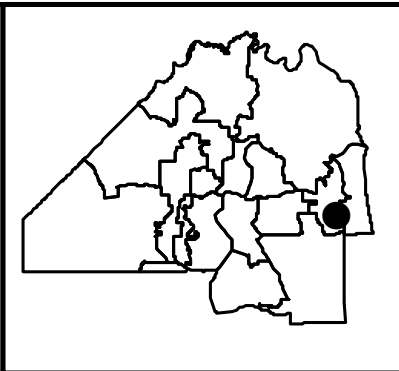
Subdivision under construction across San Pablo Road. It is complying with the minimum standards in the RLD-60 Zoning District.



REQUEST:

FROM: RLD-50

TO: PUD



COUNCIL DISTRICT:
03

ORDINANCE NUMBER:
ORD-2016-0576

TRACKING NUMBER:
T-2016-1125

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