

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2016-0790 TO
PLANNED UNIT DEVELOPMENT

JANUARY 19, 2017

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 **2016-0790** to Planned Unit Development.

Location: 500 and 555 Bishopgate Lane; on the east side of Riverside Avenue between Lomax Street and Post Street

Real Estate Number(s): 090148-0100 and 090143-0000

Current Zoning District: Commercial Residential Office (CRO) and Planned Unit Development (PUD) per Ordinance 2006-0127

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Residential Professional Institutional (RPI) (0.32 acres) and High Density Residential (HDR) (1.34 acres)

Proposed Land Use Category: High Density Residential (HDR)

Planning District: Urban Core, District 1

City Council Representative: The Honorable Jim Love, District 14

Planning Commissioner: Abel Harding

Applicant/Agent: Wyman Duggan, Esq.
Rogers Towers, PA
1301 Riverplace Boulevard, Suite 1500
Jacksonville, Florida 32207

Owners: HP 500, LLC and NewJax II, LLC
148 B Bristol E. Rd.
Bristol, Virginia 24202

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development (PUD) **2016-0790** seeks to rezone approximately 1.66 acres of property comprised of two parcels from Commercial Residential Office (CRO) and Planned Unit Development (Ord. 2006-0127) to Planned Unit Development. This rezoning seeks to allow the redevelopment of two vacant riverfront parcels on the north and south sides of

Bishopgate Lane within the Riverside Avondale Historic District and the Riverside Avondale Zoning Overlay Urban Transition Area into an infill multi-family development project.

This PUD is a companion rezoning to land use amendment application 2016C-016 (Ordinance 2016-0789). The Companion Land Use Application proposes future land use amendment of 0.32 acres from Residential Professional Institutional (RPI) and 1.34 acres from High Density Residential (HDR) to High Density Residential (HDR) in conjunction with site specific Land Use policies.

The site of this proposed infill redevelopment project is the previous Robin Shepard Group properties located at 500 and 555 Bishopgate Lane. The property is bounded on the east by the St. Johns River.

The Riverside Avondale Zoning Overlay is divided into five (5) distinct Character Areas. These areas are Historic Residential, Commercial, Office, Industrial, and Urban Transition Character Areas. This property is located in the “Urban Transition Character Area” of the Riverside Avondale Zoning Overlay and the “Urban Development Area” of the FLUM series. The property is currently zoned CRO on the northern side of Bishopgate Lane and PUD on the southern side pursuant to Ordinance 2006-0127, which permits eighty (80) multifamily residential dwelling units with structured parking in a high-rise building up to one hundred ninety-nine (199) feet tall.

Due to the transformation of nearby parts of Riverside to commercial and restaurant uses, the continued uses of adjoining areas to the south as residential, the increasing need and market for multifamily uses in Riverside/Avondale and the location of the property on the river have prompted the owner to re-evaluate the use of the property. Responding to recent trends, the owner proposes a multi-family residential development and recreational uses that aims to relieve parking pressures on nearby commercial uses in the Riverside area, providing new customers within walking distance to existing commercial uses, and be compatible with the existing residential uses to the south while taking full advantage of its waterfront location.

The PUD proposes up to one hundred forty (140) multifamily residential dwelling units in two mid-rise structures on either side of Bishopgate Lane; an integrated parking deck for resident and limited public parking in the interior of the larger proposed structure; a special event venue within the parking deck; and a fifteen foot-wide riverwalk easement in favor of the City along the entire river frontage (approximately 350') that the owner will improve with hardscaping, paving, lighting, landscaping, and street furniture.

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 within the High Density Residential (HDR) and the Residential Professional Institutional (RPI) Land Use categories as defined by the Future Land Use Map series (FLUMS) as part of the Future

Land Use Element (FLUE) of the 2030 Comprehensive Plan. There is a companion land use amendment application 2016C-016 (Ordinance 2016-689) which proposes a future land use amendment for the 1.66 acres to High Density Residential (HDR). The southern piece of the land use amendment site that is currently in the HDR land use category was approved from RPI to HDR with Ordinance 2006-126-E. The previous land use amendment was sought in 2006 with companion PUD rezoning (Ordinance 2006-127-E) to accommodate a residential condominium tower on site. The property is also within the Riverside District Zoning Overlay Urban Transition Character Area. The overlay provides supplemental zoning regulations and development standards to recognize the unique character of the various neighborhoods and mixed use centers within this area. The Urban Transition Character Area provides standards for higher density office, commercial and residential with single and mixed use developments due to the location adjacent to downtown by the character of the predominant existing uses in the area. The rezoning bases its findings in part on consistency with this overlay.

The proposed amendment would continue the existing HDR land use along the river north across Bishopgate Lane and furthering the existing development pattern. The area surrounding the subject property is fully developed with properties in the RPI land use category. South of the site and across Lomax Street along the river is a residential condominium tower approved in 1995 with a PUD rezoning. Surrounding the site is mostly office uses with a mix of bed & breakfast and residential uses. The property just north of the site is owned by the Garden Club of Jacksonville with the Cummer Museum of Art and Gardens further north approaching the downtown boundaries. Bishopgate Lane and Lomax Street are both designated local roads; one block west, Riverside Avenue, is designated a minor arterial roadway on the Highway Functional Classification System. Lomax Street includes sidewalks along both side of the right-of-way connecting the streets of the neighborhood in a historically traditional fashion. However, Bishopgate Lane does not include sidewalks on either side of the street.

The High Density Residential (HDR) land use category is a mixed use category intended to provide compact high density residential development and transitional uses between lower density residential uses and commercial uses and public and semi-public use areas. Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following:

A scale transition as defined and illustrated in this element; residential uses shall be arranged on the site to provide a transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible; and elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.

(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 meets all portions of the City's land use regulations and further their intent by providing specific development standards.

Pursuant to the provisions of Sections 656.341(d) and 656.399.13 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

The 2030 Comprehensive Plan, under the Urban Priority Area Intent section for the HDR land use, seeks to provide compact medium to high density mixed use development. Medium to high density residential development which includes limited commercial uses which serve the residential component of HDR developments as well as adjacent neighborhoods is preferred to reduce the number of Vehicles Miles Traveled. A combination of compatible mixed uses should be organized vertically within a multistory building. HDR designations shall be in locations which are supplied with full urban services; which are located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which are located within one-half mile distance from an existing or planned Jacksonville Transit Authority (JTA) Rapid Transit System (RTS) or other mass transit system station. Locations which serve as a transition between commercial and medium density residential land uses are preferred.

The PUD is being sought for a maximum of 140 multi-family units with a 2,500 square foot special event assembly space over the 1.66 acre site.

LAND USE CATEGORY CONSISTENCY REIEW:

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

The RPI future land use category primarily permits medium to high density residential, professional office and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses.

According to the Category Descriptions for the Urban Priority Development Areas of the FLUE, the HDR future land use category is intended to provide compact high density residential development which includes limited commercial uses which serve the residential component of the HDR development as well as adjacent neighborhoods. HDR designations should be in locations that are supplied with full urban services and serve as a transition between commercial and medium density residential land uses. HDR uses are generally located in close proximity to a roadway classified as an arterial or higher on the Functional Highway Classification Map. Locations which serve as a transition between commercial and medium density residential land uses are preferred.

Consistent with the HDR category characteristics, the project is located within walking distance of Riverside Avenue, a minor arterial roadway that provides quick access to multiple routes for bus transit. Additionally, the site is located between residential and institutional uses with commercial uses just west from the Riverside Avenue Corridor. The site also provides transition to the Downtown area which includes large employment centers and mixed use developments along Riverside Avenue headed into downtown.

Consistent with the standards provided in the Riverside/Avondale Zoning Overlay's Urban Transition Character Area, this project would continue and extend the existing HDR land use category to incorporate the subject site furthering the existing land use pattern and creating general transitions from nearby Downtown to the Riverside/Avondale Historic District. The maximum gross density in the Urban Priority Area of the HDR land use category is 80 units/acre. For sites within the CHHA, the maximum gross density is 60 units/acres. The proposed PUD clusters density outside of the CHHA boundaries with the exception of a small portion off of Lomax Street that is less than 0.07 of an acre. While this impact is negligible, it will be considered in the calculations for allowable overall density of the site.

Future Land Use Element

FLUE Objective 8.2 Develop a strategy that provides regulatory incentives and criteria to encourage the preservation of existing, and creation of new, recreational and commercial working waterfronts.

FLUE Policy 8.2.1 The City shall provide density and intensity bonuses to encourage development that provides public access to navigable waters. Subject to State and local requirements, these bonuses may be granted in the forms of up to a 10% density bonus in the applicable Land Use category, increased Floor Area Ratio (FAR) intensity, increased number of slips, increased parking, and increased area for water-related uses or other measure of land use intensity appropriate to permitted uses on the parcel(s) proposed for development. Bonuses shall be subject to a case-by-case review for appropriateness and shall be consistent with the City's Coastal High Hazard Area (CHHA) policies.

FLUE Policy 8.2.1 allows a density bonus of up to 10% to encourage development for projects that provide public access to navigable waters. The proposed PUD meets the requirements of Policy 8.2.1 and is eligible for consideration of the density bonus. Less than a 7.5% density bonus, calculated on the portion of the project that will not be developed in the CHHA boundaries, will allow for the 140 dwelling unit maximum of the 1.66 acre PUD.

The PUD site plan and written description provides public access to navigable waterways through the following provisions:

- A 15-foot wide public easement will be granted running the length of the riverfront.
- The riverwalk easement will be improved by the applicant with paving, hardscaping, and landscaping, lighting, and street furniture.
- Improvements to the riverwalk easement will be completed prior to Certificate of Occupancy for proposed development.
- Wayfinding signage will be installed on public property for the riverwalk section at the intersections of Riverside Avenue and Bishopgate Lane and at Riverside Ave and Lomax Street.
- A minimum of 5 parking spaces will be provided in the integrated parking structure to be reserved for public use in connection with the riverwalk section.

In conjunction with the provision of FLUE Policy 8.2.1, the PUD meets the density limitations of the HDR land use category. The density calculations are below:

The total project acreage is 1.66 acres. The acreage within the CHHA is 0.078 acres. The density for HDR, Urban Priority Development Area is calculated at 80 units/acre; the density for HDR, Urban Priority Development Area within the CHHA is calculated at 60 units/acre.

- 1.66 (total acreage) $- 0.078$ (CHHA acreage) = 1.58 acres calculated at 80 units/acre.
- $1.58 * 80 = 126.4$ units
- 0.078 (CHHA acreage) $* 60 = 4.6$ units
- 4.6 units + 126.4 units = 131 units
- An additional 9 units are needed for the proposed 140 units within the PUD. The density bonus (FLUE Policy 8.2.1) is calculated for the portion of the project that will not be developed in the CHHA (1.58 acres). A 7.5% density bonus allows for the proposed 140 unit maximum of the PUD.
- 126.4 units $* 7.5\% = 9.48$ units
- 131 units + 9 Units = 140 units

Development characteristics for the HDR land use category require the provision of mixed uses in developments with a density greater than 25 units/acre. According to the companion PUD rezoning, the project will include a 2,500 square foot special event assembly space with 13 designated parking spaces. Additionally, according to the category description, non-residential uses in a mixed use development are limited to the ground floor. A site specific policy, Policy 4.4.5, is recommended with the companion land use amendment (Ordinance 2016-789) to relax this characteristic and allow the non-residential component on other areas of the structure as well as to provide flexibility for the provision of a mix of uses. Proposed Future Land Use Element Policy 4.4.5 would be as follows:

FLUE Policy 4.4.5 Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2016), Ordinance 2016-789-E for a small scale amendment is approved subject to the following site specific condition: Development shall be exempt from the urban priority area development characteristics which restrict development of non-residential uses to the ground floor.

Section 163.3187 (1)(c) of the Florida Statutes state that "...text changes that relate directly to, and are adopted simultaneously with, the small scale future land use map amendment shall be permissible under this section."

The proposed zoning application has been reviewed in relation to the following goals, objectives, policies or text of the 2030 Comprehensive Plan:

Future Land Use Element

FLUE Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

While the environmentally sensitive CHHA lands will not be placed in the Conservation land use category, the PUD requires a 15-foot wide public easement the length of the waterfront within the CHHA boundaries. Granting a 15-foot wide public riverfront easement to the City already improved with paving, hardscaping, landscaping, lighting and street furniture that will be open to the public is consistent with the intent of FLUE Policy 1.5.14.

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.

FLUE Policy 1.1.0 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 1.1.12 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 1.1.22 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 1.2.9 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 Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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 3.1.3 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.

FLUE 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.

Housing Element

Policy 1.1.4 The City's Planning and Development Department shall ensure that the Future Land Use Element shall include an adequate supply of land for various types of residential uses needed in the City and that the required infrastructure will be in place concurrent with the impact of proposed developments.

The proposed PUD Rezoning is located in the Urban Core Planning District and the Urban Priority Development Area and has access to full urban services. The PUD allows for site planning which includes an improved 15-foot wide public easement along the riverfront and recreational components on site. The site will be serviced by centralized wastewater and potable water distribution systems. Therefore, the amendment is consistent with Objective 1.1 and Policies 1.1.2, 1.1.22 and 1.2.9 of the FLUE.

The proposed use for high density residential with a non-residential component project at an infill location would not negatively affect the character of the neighborhood and would enhance the viability of the nearby commercial corridors including Riverside Avenue 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 at the river and neighboring an existing residential condominium tower would not disrupt the existing flow of densities and intensities

in the neighborhood. Therefore, the amendment is consistent with Goal 3, Objective 3.1, Policy 1.1.10, 3.1.3, 3.1.19 and Objective 6.3 of the FLUE and Housing Element Policy 1.1.4.

However, the PUD should ensure the neighborhood is protected from potential negative impacts with a scale transition of the proposed structures on site in order to be consistent with Policy 3.1.3 of the FLUE.

Recreation and Open Space Element

Goal 4 Capitalize on the scenic and recreational quality of the St. Johns River and its tributaries, the Atlantic Ocean, the Intracoastal Waterway and other significant bodies of water in Duval County.

Objective 4.1 The City shall provide greater public accessibility to the St. Johns River and develop appropriate recreational uses of its shorelines.

Policy 4.1.2 The City's Land Development Regulations shall include site design standards for new and redeveloped areas bordering major waterways in order to provide waterfront areas for recreational use and increase public access.

The project site is located on the St. Johns River. The PUD rezoning requires an improved 15-foot public easement along the waterfront meeting the intent of ROS Element Goal 4, Objective 4.1 and Policy 4.1.2.

The proposed rezoning has been identified as being related to the following issues identified in the 2030 Comprehensive Plan. Based on this relationship, the rezoning application should be carefully evaluated for consistency or inconsistency with the following issues and related goals, objectives and/or policies:

Recreation and Open Space Element

Policy 2.2.5 All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development.

The PUD ensures adequate recreational space is included in the development for consistency with this policy.

Coastal High Hazard Area (CHHA) / Floodzone / Hurricane Evacuation

A small portion of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Section 163.3178(2)(h), Florida Statutes. This area is also located in an AE Flood Zone with the waterfront portion in the VE Flood Zone. While no development is proposed on most of the areas of the property that are within the CHHA, residential development is proposed on a small 0.07 acre pocket of property in the CHHA toward the corner of the property at Lomax Street and the St. Johns River. The maximum gross density for sites within the CHHA and in the HDR, Urban Priority land use category is 60 units/acre.

Conservation Coastal Management Element

Policy 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.

The project site is located in the VE and AE floodplain zones. Development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. Compliance with the Floodplain Management Ordinance would ensure consistency with Policy 2.7.3 of the Conservation Coastal Management Element.

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

Policy 7.2.5 The City shall require that all new development located in the Coastal High Hazard Area in land use categories that permit residential density greater than Low Density Residential shall contribute to the cost of emergency shelter space in existing school sites.

Policy 7.2.6 For purposes of determining an owner's assessment for the cost of emergency shelter space in new and existing school sites and community centers, the City shall use a quantitative formula where:

- A equals the total number of residential units proposed;
 - B equals number of persons per household; and
 - C equals average cost to retrofit one shelter space;
 - D owners assessment
- $A \times B \times C = D$ Owner's Assessment

Policy 7.3.12 The City shall direct future residential density away from the Coastal High Hazard Area and shall mitigate the impacts of existing residential development rights through traditional and innovative planning tools including but not limited to Preservation Project land purchases and emergency shelter deficit reduction through mitigation assessments

Policy 7.4.2 Upon adoption of the 2030 Comprehensive Plan, all land development applications within the Coastal High Hazard Area (CHHA) shall be reviewed by the Planning and Development Department, Emergency Preparedness Division and Public Works Department for verification of consistency with the goals, objectives and policies of the 2030 Comprehensive Plan and all Land Development Regulations, including but not limited to, pertinent sections of the National Flood Insurance Program and all applicable flood control regulations.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development, and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

According to the PUD site plan, the development clusters uses away from the majority of the CHHA. Limited development that may occur within the CHHA off of Lomax Street is of an incalculable amount of acreage (less than 0.07 of an acre) and would result in minimal impact. Based on the size of the CHHA acreage at this location, it is unlikely that a full dwelling unit would be developed in this area. Ensuring consistency with CCME Policies 7.25 and 7.2.6, the assessment for emergency shelter space would be reviewed at the site plan review phase of preliminary development. Additionally, the length of the waterfront which includes much of the CHHA boundaries will be granted as an improved 15-foot wide public easement meeting the intent of CCME Policies 7.3.12 and 7.4.8.

Consistent with Policies 7.1.6 and 7.4.2, a review of the site was coordinated with the Emergency Preparedness Division of the Fire and Rescue Department for hurricane evacuation review. The review identifies the site's primary evacuation routes.

Archaeological Sensitivity

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process will be required to perform a Professional Archaeological Reconnaissance Survey and possibly a Phase 1 archaeological survey if in an area of high sensitivity. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.

The proposed use for a high density residential project with a non-residential component at an infill location in the Urban Priority Area would not negatively affect the character of the neighborhood and would enhance the viability of the nearby commercial corridors including Riverside Avenue and potentially, Downtown. Consistent with the Urban Priority Development Area description, the project location is highly supportive of transit with walkability to the Riverside Avenue minor arterial corridor and nearby transit options including local and frequent bus routes and a trolley service.

While the project is proposed with a higher density than the other established residential areas of the neighborhood, the location of the site at the river and neighboring an existing 16-story residential condominium tower would not disrupt the existing flow of densities and intensities in the neighborhood. The surrounding area has a mix of commercial uses including offices, retail, and restaurants which meet the intent to provide mixed use in this commercial character area. The intent of the Overlay is to maintain the historic development and established character of the area. This PUD aims to achieve that through the location of uses, incorporation of residential setbacks, buffers, and pedestrian walkways. The approval of this PUD is consistent with the intent of the Overlay and the 2030 Comprehensive Plan.

(2) Consistency with the Concurrency Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development shall comply with all appropriate requirements of the Concurrency Management System Office (CMSO) prior to development approvals. Parcels 090143-0000, 090148-0100, 090148-0000, 090154-0000 were subject of Application 83957.0 (CDN 7251.3) for 55 residential units drawn from Fair Share Agreement No. 75495 and were converted to Concurrency Reservation Certificate 83957.1 on November 26, 2013. Applicant will need to contact Concurrency and Mobility Management System Office to verify current status, and to make application for the additional units prior to issuance of a development permit by the City of Jacksonville.

(3) Allocation of residential land use

The proposed Planned Unit Development contemplates 140 multi-family units for the property, which is consistent with the HDR land use category's permitted density. The maximum gross density in the HDR Urban Area is 60 units per acre. If the LUA is approved, the 1.66 acre site will all be designated HDR. The total project acreage is 1.66 acres. The acreage within the CHHA is 0.078 acres. The density for HDR, Urban Priority Development Area is calculated at 80 units/acre; the density for HDR, Urban Priority Development Area within the CHHA is calculated at 60 units/acre. A breakdown of the site's density is as follows:

- 1.66 (total acreage) $- 0.078$ (CHHA acreage) = 1.58 acres calculated at 80 units/acre.
- $1.58 * 80 = 126.4$ units
- 0.078 (CHHA acreage) $* 60 = 4.6$ units
- 4.6 units + 126.4 units = 131 units
- An additional 9 units are needed for the proposed 140 units within the PUD. The density bonus (FLUE Policy 8.2.1) is calculated for the portion of the project that will not be developed in the CHHA (1.58 acres). A 7.5% density bonus allows for the proposed 140 unit maximum of the PUD.
- 126.4 units $* 7.5\% = 9.48$ units
- 131 units + 9 Units = 140 units

FLUE Policy 8.2.1 allows a density bonus of up to 10% to encourage development for projects that provide public access to navigable waters. The proposed PUD meets the requirements of Policy 8.2.1 and is eligible for consideration of the density bonus. Less than a 7.5% density bonus, calculated on the portion of the project that will not be developed in the CHHA boundaries, will allow for the 140 dwelling unit maximum of the 1.66 acre PUD.

The site plan for the PUD shows that a small portion of the subject site is located within a Coastal High Hazard Area (CHHA), as defined by Section 163.3178(2)(h), Florida Statutes. This area is also located in an AE Flood Zone with the waterfront portion in the VE Flood Zone. While no development is proposed on most of the areas of the property that are within the CHHA, residential development is proposed on a small 0.07 acre pocket of property in the CHHA toward the corner of the property at Lomax Street and the St. Johns River. The development clusters uses away from the majority of the CHHA. Limited development that may occur within the CHHA off of Lomax Street is of an incalculable amount of acreage (less than 0.07 of an acre) and would result in minimal impact. Based on the size of the CHHA acreage at this location, it is unlikely that a full dwelling unit would be developed in this area.

This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For the 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

(4) Internal compatibility

The proposed PUD zoning district limits the permitted uses and provides for a common development and aesthetic scheme. A total of 140 residential units will be located across the 1.66 acre property. The developer will provide over 10,000 square feet of active and passive open space. The height restrictions placed on the development via the written description of the PUD are more appropriate than those heights allowable under the current PUD zoning, and minimize the impact of the development on the nearby residential uses. Vehicular access to the integrated parking garage will be from Bishopgate Lane. Automobiles may enter the development from one entrance on Bishopgate Lane. Guest parking will be provided for within the parking garage. The parking garage driveway width will be no greater than twenty-four (24) feet. Pedestrian access will be available from Lomax Street and Bishopgate Lane. Location of the access points shown on the Site Plan as well as the final design of the access points is subject to the review and approval of the City Traffic Engineer and the Planning and Development Department. The PUD contains detailed provision regarding landscaping, architecture, and screening of certain areas to ensure internal compatibility among the uses.

The buildings will be located as shown on the site plan and will be separated from vehicular use areas by sidewalks and landscaping. The PUD provides a minimum twenty-foot setback for buildings on the northeastern property boundary (currently existing) to provide distance from the adjacent single-family dwellings. The Urban Transition Area of the Overlay only requires a ten (10) foot setback. The owner will also provide a twenty (20) foot setback along the river. A sixteen (16) foot setback consisting of five feet of open space, a six foot wide sidewalk and a five feet wide "planting" zone will be provided along the Lomax Street frontage for the length of the property to provide additional separation between the adjacent multi-family development to the south.

(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 surrounding land use categories and zoning districts are RPI and CRO in all directions. Medical facilities and office uses are to the north of the property across Bishopgate Lane. Office and commercial uses are located to the west of the site. Single-family dwelling units, multi-family dwelling units, and office and retail uses are located to south of the property on the other side of Lomax Street. In addition, a sixteen-story condominium, known as Park Plaza, is located on southeast side of the property along Lomax Street. The St. Johns River is to the immediate east. The proposed PUD will provide diversity for the housing product in the area. It will also contribute to the urban infill and redevelopment of these vacant parcels, the creation of new amenitized waterfront public space in the form of the Riverwalk Section. The PUD also includes landscaping, signage, lighting, and architectural controls to ensure that the proposed use is compatible with the surrounding uses and zoning districts. The heights permitted per the PUD are compatible with the neighboring office/professional and multi-family uses. This PUD proposes lower heights and better buffers; and creates a development that's more compatible with the surrounding area than the previously approved PUD.

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	RPI	CRO	Office/professional
South	RPI	PUD	Multi-family
East	N/A	N/A	St Johns River
West	RPI	CRO	Office/professional

(6) Intensity of Development

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

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

The site is located just east of the Riverside Avenue and Park Street intersection and abuts the St Johns River. Riverside Avenue (SR 211), from Post Street to King Street/St. John's Avenue, is the directly accessed functionally classified roadway. Riverside Avenue is a 2-lane minor arterial in this vicinity and is currently operating at an acceptable LOS D. Riverside Avenue segments have a maximum daily service volume of 15,600 vpd and a 2016 daily traffic volume of 13,000 vpd. This road segment currently has sufficient capacity to accommodate the traffic generated by this development. This proposal is for 140 dwelling units of ITE 220 Apartment, which would generate a total of 931 vpd, which does not exceed the amount of allowable trip generation for this property.

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands:

The proposed PUD zoning district will adhere to the majority of the Riverside/Avondale Zoning Overlay requirements. The residential density and intensity of the PUD zoning district is compatible with and will have no undue adverse impact upon the physical and environmental characteristics of the property and the surrounding land. The total proposed number of 140 multi-family units is within the maximum density allowed by the FLUE of the Comprehensive Plan on the property. This PUD zoning district conforms to the Riverside Avondale Zoning Overlay regulations.

The prior development standards for this site from the 2006 PUD were limited and minimal as the Zoning Overlay standards were not adopted until 2008. The entire site is located within the Urban Transition Area of the Riverside Avondale Zoning Overlay and has been historically developed as an office/commercial property. Previous uses include professional offices. The rezoning and subsequent future development will not result in the destruction of natural resources such as wetlands, protected trees or exceptional specimen trees, and should not detract from any contributing structures within the Riverside/Avondale historic district, historic landmarks or landmark sites. The PUD provides standards in excess of what is required by the Riverside Avondale Zoning Overlay that aim to maintain a better separation of uses as well as preserve the integrity and character of each of the parcels within the surrounding area. The permitted uses for the proposed PUD are allowed per the conventional RHD and CCG-1 Zoning Districts. The applicant/developer is requesting the use of the PUD ordinance in order to administer specific performance standards designed to ensure a proper mix of uses, buffering, designs and elevations.

(7) Usable open spaces plazas, recreation areas.

One hundred fifty (150) square feet of recreational/open space will be provided per dwelling unit within the PUD. Proposed recreational/open space may include a swimming pool, amenity center, indoor and/or outdoor athletic facilities, cabana, clubhouse, dock with day slips, Riverwalk Section, exterior landscaped areas or similar amenities found in comparable residential developments. The amenities provided shall meet the recreational/open space requirements of section 656.420 of the Zoning Code, and therefore shall be deemed to also satisfy the lesser requirements of sections 656.419, 656.399.24, 656.399.33 of the Code, and any other applicable provisions without the provision of additional recreational/open space. In addition, Memorial Park and the Riverside YMCA are both within one-half mile of the Property. The walkway installed along the river will be accessible to the public.

(8) Impact on wetlands

While the site plan does not reflect any impact on wetlands, any development impacting wetlands will require permits 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.

Parking for the residential units will be provided at a rate of 1.5 spaces per one bedroom unit and 2 spaces per two bedroom unit. This is consistent with the parking ratio approved for the multi-family component of the Brooklyn Station infill redevelopment project. The proposed unit mix of ninety-seven (97) one bedroom units and forty-three (43) two bedroom units will require two hundred thirty-two (232) parking spaces. A minimum of five (5) parking spaces in the integrated parking structure will be reserved for public use in connection with the proposed Riverwalk Section (as defined herein). Parking for the special event space use will be provided at a rate of 1 space per 200 square feet of gross floor area. The proposed development plan of 2,500 square feet of special event space will require thirteen (13) parking spaces. The foregoing plan of development requires two hundred fifty (250) total parking spaces, all of which will be provided in the integrated parking structure. The applicant, at its expense, may provide an additional twenty-three (23) perpendicular parking spaces in the Lomax Street right of way adjacent to the property. Modifications to parking requirements within the PUD may be permitted by an administrative modification. Staff feels that the project provides the minimum necessary to accommodate the parking demand given the proposed number of units.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan. Pedestrian access to the Riverwalk Section will be available from Lomax Street and Bishopgate Lane. The Riverwalk Section will provide public pedestrian circulation along the entire river frontage of the property, which would otherwise be private property not accessible to the public. The Riverwalk Section will be completed prior to the issuance of a Final Certificate of Occupancy for the proposed development. If sufficient space on public land is available, wayfinding signage for the Riverwalk Section and the Project shall be installed on public property at the intersections of Riverside Avenue and Bishop Gate Lane and Riverside Avenue and Lomax Street.

Pursuant to 656.399.13, the following additional criteria shall be considered by the Planning and Development Department, the Local Planning Agency, and the City Council when evaluating any land use or zoning application within the Riverside/Avondale Zoning Overlay District:

(a) Whether the proposed rezoning is consistent with the Riverside/Avondale Zoning Overlay District and the historic district regulations;

The proposed rezoning is consistent with the intent of the Overlay. The parcels are located within the Urban Transition Area of the Overlay, and have contained a mix of uses since originally developed. The rezoning and subsequent future development will not result in the destruction of natural resources such as wetlands, protected trees or exceptional specimen trees, and will not have a negative effect on any contributing structures within the Riverside Avondale historic district.

(b) Whether the rezoning will negatively affect or alter the character of the character area or corridor;

The proposed rezoning maintains the separation of uses and essential historic character of the Riverside Area. The PUD proposes larger buffers along the property boundaries, as well as between uses than the Overlay requires. As depicted on the site plan and contained in the written description, landscaped areas will include canopy trees, understory trees and shrubs, shall be installed along the common boundary with the adjacent uses to form a sound and visual screen buffer from the residences. Street trees shall be provided along the street frontage in accordance with section 656.399.32 (b) and such trees shall be canopy trees and reach a minimum of 40' at mature height in order to provide shade for pedestrians. Per the Written Description, any changes to the site plan or PUD would require further review under the minor modification or rezoning process. The developer shall notify Riverside Avondale Preservation by certified mail prior to seeking a Minor Modification to the approved PUD. Upon filing for a modification or rezoning, the applicant shall notify both Riverside Avondale Preservation and the respective district City Councilmember via certified mail with a copy of the application and all related plans.

Approval of this rezoning will not alter the essential character of the area or the corridor itself. The applicant/developer is requesting the use of the PUD ordinance to administer specific performance standards designed to ensure a proper mix of uses, buffers, designs and elevations.

(c) Whether the rezoning and subsequent future development would result in the destruction of natural resources such as wetlands, protected trees or exceptional specimen trees;

The site plan does not reflect any natural resources, protected trees, or exceptional specimen trees being impacted by this project.

(d) Whether the rezoning would have a negative effect on any contributing structures within the Riverside Avondale historic district, historic landmark or landmark site.

The proposed rezoning will not have a negative effect on any contributing structure located within the Overlay or historic district boundaries as evidenced throughout the report. The conditions of approval will minimize effects of the development of this site on existing contributing structures in the area.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on January 10, 2017 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 Application for Rezoning 2016-0790 be **APPROVED with the following exhibits:**

1. **The subject property is legally described in the original legal description dated November 15, 2016.**
2. **The subject property shall be developed in accordance with the revised written description dated December 6, 2016.**
3. **The subject property shall be developed in accordance with the site plan dated October 31, 2016.**



Aerial view of the subject site facing north



Facing northeast into the subject site from Lomax St.



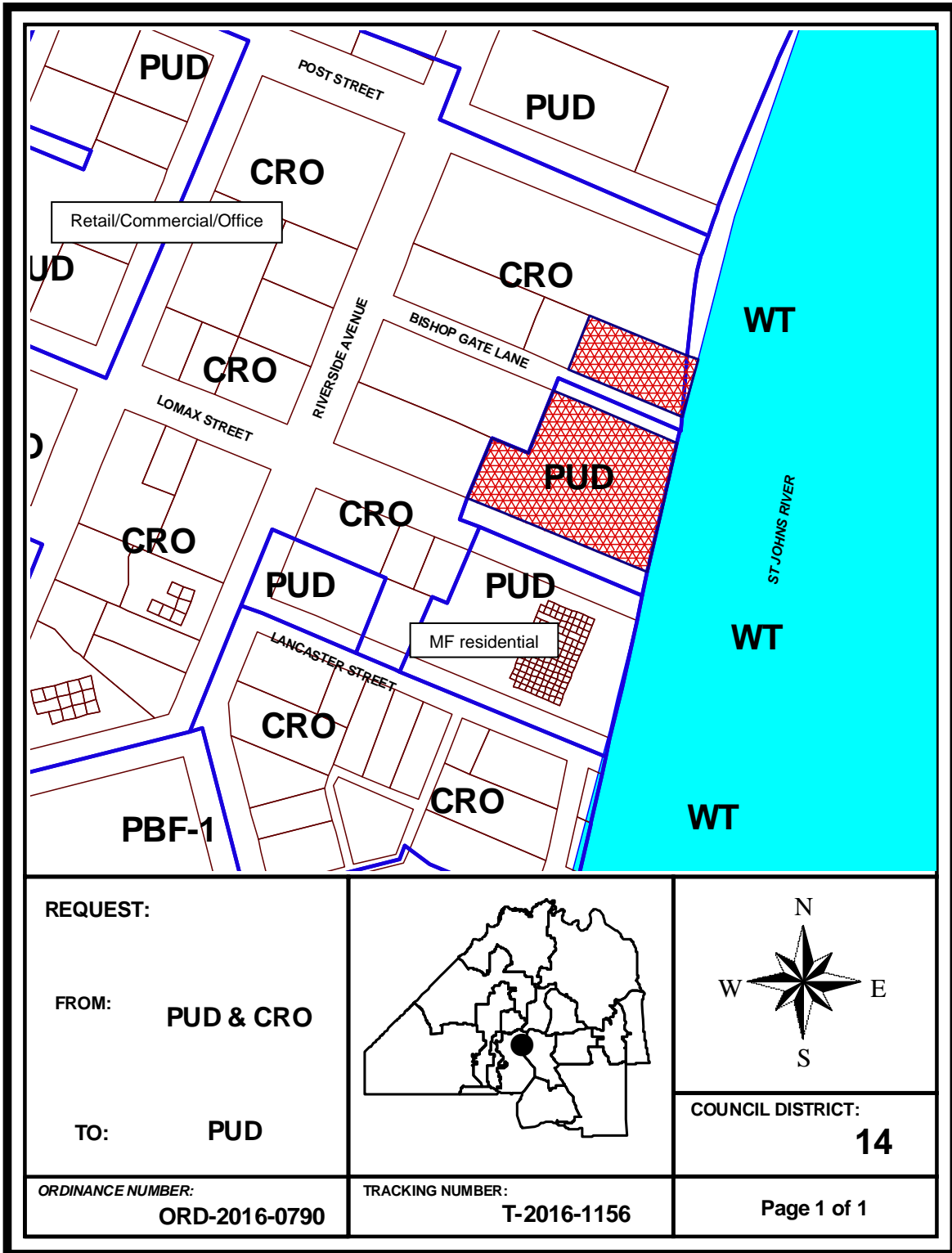
Facing east along Bishopgate Ln. into the subject site on either side of the street



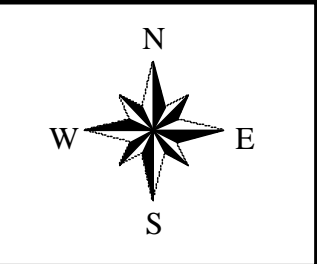
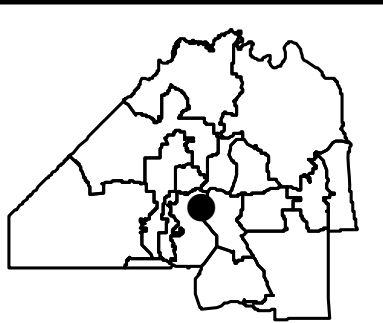
Facing south into the subject site from Bishopgate Ln.



Facing north into the subject site from Bishopgate Ln.



REQUEST:
 FROM: PUD & CRO
 TO: PUD



COUNCIL DISTRICT:
14

ORDINANCE NUMBER:
ORD-2016-0790

TRACKING NUMBER:
T-2016-1156

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