

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2016-0806

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 **2016-0806** to Planned Unit Development.

Location: 614 Pecan Park Road; at the southwest corner of Pecan Park Road and the I-95 intersection

Real Estate Number(s): 108144-0015; 108144-0005

Current Zoning District: Commercial Community General-2 (CCG-2), Industrial Light (IL) and Planned Unit Development (2009-0538-E)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC) and Light Industrial (LI)

Planning District: North, District 6

City Council District: The Honorable Reggie Gaffney, District 7

Applicant/Agent: Duncan Ross
Prosser, Inc.
13901 Sutton Park Drive, Suite 200
Jacksonville, Florida 32224

Owner: Sun Pecan Park RV, LLC
27777 Franklin Road, Suite 200
Southfield, Michigan 48034

Pecan Park Marketplace Investors, Ltd.
1550 Madruga Avenue, Suite 130
Coral Gables, FL 33146

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2016-806** seeks to rezone approximately 66.68 acres of property from Commercial Community General-2 (CCG-2), Planned Unit Development (PUD, 2009-538-E) and Industrial Light (IL) to Planned Unit Development (PUD). The PUD

zoning district is being requested to permit development on two proposed parcels. As shown on the attached site plan, Parcel 1 would permit the existing RV Park uses and commercial uses consistent with the CGC land use category. Parcel 2 would permit industrial uses, including any current use, plus additional commercial uses as permitted by the LI land use category. The PUD sets development and design standards to ensure: the compatibility of the proposed uses with other existing or proposed uses in the vicinity and aesthetic issues such as building setbacks and separations, signage, and landscaping.

The expansion lands incorporated into this zoning request are located east of the existing PUDs which has a Community/General Commercial (CGC) land use category and is zoned for CCG-2 uses; and, to the south which has a Light Industrial (LI) land use category and is zoned for IL uses. The CCG-2 portion of the expansion lands will be incorporated into Parcel 1 and the IL portion of the expansion lands will be incorporated into Parcel 2. The owner seeks to maintain the uses permitted under the previously approved PUDs. As shown on the site plan, the PUD designates two (2) parcels within the property as Parcels 1 and 2. These parcel designations are solely for the purpose of defining the uses within the PUD; they do not define or correlate to ownership and do not subdivide the property. The parcel size and configuration may be modified as an administrative modification to the PUD subject to the review and approval of the Planning and Development Department.

Parcel 1 encompasses approximately 29.30 acres of the property with frontage on Pecan Park Road. Parcel 1 is currently subject to PUD zoning which permits a recreational vehicle park. This PUD permits the existing RV Park plus additional Commercial uses. Primary access to Parcel 1 is from Pecan Park Road. Parcel 2 encompasses approximately 39.38 acres and is located in the southeastern portion of the property. Parcel 2 is currently zoned PUD and IL. This PUD permits the expansion of RV Park uses within Parcel 2, as well as Commercial and Industrial uses.

While an approximate amount of enclosed space has not been included in the application, a number of rezonings and Land Use amendments have been filed for property in this area over the years. Previous requests as well as current Land Use and Zoning suggests that this Pecan Park/I-95 area will be developed as a commerce center, with many of the proposed uses: business park, office, warehousing, distribution, light industrial/manufacturing and/or commercial development.

The North Jacksonville Vision and Master Plan was approved by Ordinance 2003-1048 providing the City with guidelines for future development and redevelopment within the North Planning District. The plan describes the location around the I-95 and Pecan Park Road as a suitable site for a proposed "Regional Power Center", a collection of automobile oriented retail uses serving a large population.

Under this PUD, Parcel 1 would continue to permit the existing RV Park uses and accommodate a linear expansion of RV Park uses along the east property boundary adjacent to the existing Flea Market parcel. Parcel 2 would accommodate the expansion of the RV Park uses and would also permit Industrial uses, plus additional commercial uses, as permitted by the LI land use category. The PUD sets development and design standards to ensure the compatibility of the proposed uses with other existing or proposed uses in the vicinity and aesthetic issues such as building setbacks and separations, signage, and landscaping.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

(1) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?

Yes. The Planning and Development Department finds that the subject property is located in the Community General Commercial (CGC) and Light Industrial (LI) functional land use categories 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 CGC Land Use category is a mixed land use category primarily intended to accommodate development which includes a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA mass transit system station or Rapid Transit System (RTS). Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

CGC - SUBURBAN AREA (SA) INTENT

The Suburban Area is intended to provide development in a nodal development pattern. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as an arterial or higher on the Functional Highway Classification Map; and which located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

CGC - SUBURBAN AREA USES

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

Principal Uses – Commercial retail sales and service establishments including auto sales; Restaurants; Hotels and motels; Offices, Business and Professional Offices including veterinary offices; Financial institutions; Multi-family dwellings; Live/Work Units; Commercial recreational and entertainment facilities; Auto repair and sales, mobile home/motor home rental and sales, boat storage and sales; Off street parking lots and garages; Filling stations; and Uses associated with and developed as an integral component of TOD. Residential uses shall not be

the sole use and shall not exceed 80 percent of a development. Existing dwellings which were legally built as single or multifamily dwellings prior to adoption of the 2030 Comprehensive Plan are allowed within this category. Adult entertainment facilities are allowed by right only in Zoning District CCG-2.

Secondary Uses – Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Group care facilities; Criminal justice facilities; Dude ranches; Riding academies; Private camps; Camping grounds; Shooting ranges; Fishing and hunting camps; Fairgrounds; Race tracks; Stadiums and arenas; Transit stations; Transportation terminals and facilities (but not freight or truck terminals); Personal property storage establishments; Crematoria; Blood donation and plasma centers; Building trade contractors; Rescue missions; and Day labor pools.

Accessory Uses – Warehousing, light manufacturing and fabricating may be permitted provided it is part of a commercial retail sales or service establishment, and the accessory use shall be located on a road classified as collector or higher on the Functional Highway Classification Map.

CGC - SUBURBAN AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all CGC sites within the Suburban Area: Developments on sites greater than 30 acres should incorporate urban development characteristics as defined in this element. Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map. Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. Uses shall be sited in a manner to promote internal circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map.

Light Industrial (LI) is a category which provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to roads classified as collector or higher on the Highway Functional Classification Map is preferred; except for sites located within the DIA's jurisdictional boundaries. 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; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, vehicular traffic and associated airborne debris, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Residential land use designation shall provide the following: A scale transition as defined and illustrated in this element. However, scale transition shall not be required where the Industrial Sanctuary or Situational Compatibility overlay zone buffer requirements, pursuant to Section 656.399 of the City of Jacksonville Zoning Code, exceed the buffers required under Part 12 of the City of Jacksonville Zoning Code. Elements such as yards, buffers, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a style compatible with adjacent areas to serve as a visual buffering element from adjacent uses.

LI - GENERAL USES

The uses provided herein shall be applicable to all LI sites in all Development Areas:

Principal Uses - Light assembly and manufacturing; Packaging; Processing; Manufacturing of paints, enamels and allied products; Concrete batching plants; Storage/warehousing; Research and development activities; Transportation terminals; Radio/T.V. studios; Transmission and relay towers; Yard waste composting; Recycling facilities; Business/professional offices; Medical clinics; Veterinary offices; and Vocational/trade schools and building trade contractors. Existing dwellings which were legally built as single or multifamily dwellings prior to adoption of the 2030 Comprehensive Plan are allowed within this category.

Secondary Uses - Secondary uses shall be permitted pursuant to the Industrial land use introduction. In addition, the following secondary uses may also be permitted: Railroad yards; Truck terminals; Bus and rail stations; Solid waste management facilities including composting and recycling operations; Institutional uses and public facilities; Utility plants and facilities; Broadcasting studios including transmitters; and Telephone and cellular phone towers.

The existing CGC and LI categories permit all uses provided for within this PUD, including retail, business offices, professional offices, service establishments, restaurants, warehousing, storage, and distribution and other similar commercial and industrial uses consistent with the uses requested in the PUD.

(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 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 categories as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC) and Light Industrial (LI). This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, including the following Future Land Use Element (FLUE) objectives and policies:

FLUE Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.

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 1.1.16 Require mitigation of adverse land use impacts on adjacent uses during development and redevelopment through:

1. Creation of like uses;
2. Creation of complementary uses;
3. Enhancement of transportation connections;
4. Use of noise, odor, vibration and visual/ aesthetic controls; and/or
5. Other appropriate mitigation measures such as requirements for buffer zones and landscaping between uses.

FLUE Policy 3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

FLUE Policy 3.2.2 The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

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.

The proposed commercial development of the property is located on a principal roadway (Interstate-95) and it is a redevelopment of existing commercial area, so it is consistent with Policies 1.1.11, 3.2.1, 3.2.2 and Objective 6.3. Although the property has a land use of CGC and IL, it has been mostly vacant. The property is surrounded by the PBF and LI land use categories and the PUD should provide buffer zones and landscaping between uses to mitigate adverse land use impacts on adjacent uses during development and redevelopment as stated in Policy 1.1.16.

(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 and Mobility Management System Office (CMMSO) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a mixed commercial and light industrial development. There are no residential uses proposed. 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 use of existing and proposed landscaping: The written description indicates that Landscaping will be in accordance with the commercial requirements set forth in Part 12 of the Zoning Code. The landscaped areas will allow for the inclusion of native or ornamental vegetation, trees, and shrubs, fencing and irrigation. If Industrial uses are developed on Parcel 2, then an uncomplimentary buffer, consistent with Section 656.1216 of the Zoning Code, will be provided along the northwestern boundary of Parcel 2 which abuts Parcel 1 and/or the commercial property to the north of Parcel 2.

Traffic and pedestrian circulation patterns: The proposed traffic circulation system proposes one major roadway and two driveways connecting the site to Pecan Park Road, as well as possible future access points to properties to the south and east. The traffic circulation pattern and pedestrian plan will be required to be in compliance with the 2030 Comprehensive Plan.

Pecan Park Road, from International Airport Boulevard to Interstate-95 North, is the directly accessed functionally classified roadway. Pecan Park Road is a 2-lane undivided collector in this vicinity and is currently operating at an acceptable LOS B. Pecan Park segments have a maximum daily service volume of 12,744 vpd and a 2016 daily traffic volume of 6,013 vpd. This road segment currently has sufficient capacity to accommodate the traffic generated by this development. This proposal is for 68.7 acres of ITE 416 Campground/RV Park, which would generate a total of 367 vpd, which does not exceed the amount of allowable trip generation for this property.

The use and variety of building setback lines, separations, and buffering: The surrounding property uses include commercial to the east (Pecan Park Flea Market), vacant commercial and industrial land to the north, vacant industrial land to the south and vacant land owned by Jacksonville Aviation Authority. As such, the proposed use is compatible in both intensity and density with these surrounding developments and zoning districts and is consistent and comparable to the planned and permitted developments in the surrounding area. Landscaping will be provided in accordance with the requirements set forth in Part 12 of the Zoning Code. The landscaped areas will allow for the inclusion of native or ornamental vegetation, trees, and shrubs, fencing and irrigation. If Industrial uses are developed on Parcel 2, then an uncomplimentary buffer, consistent with Section 656.1216 of the Zoning Code, will be provided

along the northwestern boundary of Parcel 2 which abuts Parcel 1 and/or the commercial property to the north of Parcel 2.

Lot Requirements for Commercial Uses:

- (1) Minimum lot requirements (width and area). None.
- (2) Maximum lot coverage by all buildings. None.

Setbacks:

- (3) Front--None.
- (4) Side--None,
- (5) Rear--Ten feet.
- (6) Maximum height of structures: Sixty (60) feet, provided however, JAA must provide written approval for height in excess of fifty (50) feet.

Lot Requirements for Industrial Uses:

- (1) Minimum lot requirements (width and area). None.
- (2) Maximum lot coverage by all buildings. None.
- (3) Minimum yard requirements. None.
- (4) Maximum height of structures. None; provided however, JAA must provide written approval for height in excess of fifty (50) feet.

JIA: The property is located to the northeast of the Jacksonville International Airport. A portion along the northern boundary of the property is within the 50' height limitation with the remainder in the 150' height limitation. Per Part 10 of the Zoning Code (Ordinance 2008-258-E) notification is required through notification on the plat and through property transaction. The property shall also work with the JIA to comply with the FAA Advisory Circular 150/5200-33A "Hazardous Wildlife Attractants on or Near Airports" recommendations and procedures.

The use and variety of building sizes and architectural styles: The subject property is located within the boundaries of the North Jacksonville Shared Vision and Master Plan. The plan describes the location around the I-95 and Pecan Park Road as a suitable site for a proposed "Regional Power Center" and contains best practices (see attached) which allow for a vibrant multi-use development through the incorporation of plaza's, pedestrian oriented buildings to provide the unifying focus and image for the North Jacksonville.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The proposed development is located in an area that is growing with new commercial and residential development, thereby creating a need for new commercial/retail uses. The development will provide a compatible mixture of uses which will be equal in intensity to those found within and planned for the surrounding area. The surrounding property uses include commercial to the east (Pecan Park Flea Market), vacant commercial and industrial land to the north, vacant industrial land to the south and vacant land owned by Jacksonville Aviation Authority to the west. As such, the

proposed use is compatible in both intensity and density with these surrounding developments and zoning districts and is consistent and comparable to the planned and permitted development in the area.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use(s)
North	CGC/BP	PUD (2007-1069)/CCG-1	Undeveloped commercial/industrial
South	LI/PBF	IL/PBF-III	Undeveloped light industrial
East	CGC	CCG-2	Pecan Park flea market
West	PBF	PBF-III	Undeveloped JAA property

Signage: Per the written description, a maximum of two (2) “elevated” identification signs are requested for the commercial uses in Parcel 1 at the entrance of the property fronting Pecan Park Road and Parcel 2 along the frontage with Interstate 95. The entrance identity sign will be double sided, not exceed thirty (30) feet in height and two hundred (200) square feet in area. One (1) identity elevated sign will also be permitted for commercial uses on the property fronting Interstate-95. This elevated sign will not exceed fifty (50) feet in height and three hundred (300) square feet in area. Signs will be located no less than two (200) hundred feet apart. The signs may be two sided and externally or internally illuminated. The signs shall be oriented to Pecan Park Road, or I-95, respectively, identifying the building (tenant) as a whole and/or its predominant use. Multiple tenants and/or uses may be identified on these signs without regard to property ownership boundaries that may exist among the individual uses.

The application also requests up to seven (7) double-sided outparcel monument signs not exceeding fifteen (15) feet in height and one hundred (100) square feet in area. Each use will be permitted one (1) externally or internally illuminated monument sign. These signs will be oriented to the street on which the lot has frontage, identifying the building (tenant) as a whole and/or its predominant use. Multiple tenants and/or uses may be identified on these signs without regard to property ownership boundaries that may exist among the individual uses. Industrial uses may share the elevated signs or monument signs with the commercial uses as provided by the description above.

Wall and all other miscellaneous signage shall be permitted pursuant to Part 13 of the Zoning Code. Staff feels the number; location and size of the requested identity signs are similar and comparable to the approved PUD (2007-1069-E) directly to the north, across Pecan Park Road.

(6) Intensity of Development

The PUD is appropriate at this location because it will be consistent and compatible with the shared vision of the community as outlined in the North Jacksonville Shared Vision and Master Plan. The proposed CGC and existing LI land use category is compatible with the proposed commercial and light industrial uses, and would be buffered from each other, creating a transition of uses between the development and the residential developments located to the north and west of the subject site down Pecan Park Road. Therefore, the proposed rezoning would create a

compatible and compact land use pattern and a gradual transition of densities and intensities.

(7) Usable open spaces plazas, recreation areas.

The project proposes a development for commercial and industrial uses. The property is located within the North Jacksonville Vision and Master Plan, which provides for Best Practices in the development of vibrant mixed use areas. These practices include plazas, pedestrian oriented development, and focus points.

(8) Impact on wetlands

Surveying of a 2005 Geographical Information Systems shape file did not identify wetlands on the property. Any development that will impact wetlands will be permitted pursuant to local, state and federal permitting requirements. Preserved wetlands will be placed within a conservation easement prior to the completion of construction and any on-site mitigation practices.

(9) Listed species regulations

A wildlife survey was not included, as the site being added to the original PUD is under the 50-acre threshold.

(10) Off-street parking including loading and unloading areas.

The parking requirements for this development shall be consistent with the requirements of Part 6 of the Zoning Code. A modification from the requirements of Part 6 of the Zoning Code (Off-street Parking and Loading Regulations) may be permitted within the PUD as an administrative deviation/modification to the PUD, subject to the review of the Planning and Development Department. Grounds for such modifications include the sharing of parking among uses with parking demands at different times.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system meeting the requirements of the 2030 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on January 11, 2017, 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 **2016-0806** be **APPROVED with the following exhibits:**

- 1. The original legal description dated September 1, 2016.**
- 2. The revised written description dated January 12, 2017.**
- 3. The original site plan dated August 26, 2016.**



Aerial view of the subject site facing north on the south side of Pecan Park Road



Subject site on the south side of Pecan Park Road



Subject site on the south side of Pecan Park Road



Subject site on the south side of Pecan Park Road



Facing east along Pecan Park Road with the subject site on the right

