

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2017-752 TO

PLANNED UNIT DEVELOPMENT

DECEMBER 7, 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 **2017-752** to Planned Unit Development.

Location: Southeast quadrant of Sunbeam Road and Craven Road

Real Estate Number(s): 149039-0100, 149039-0200 and 1490300

Current Zoning District: Planned Unit Development (PUD 2006-1115-E)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Public Buildings and Facilities (PBF)

Proposed Land Use Category: Community General Commercial (CGC)
Public Buildings and Facilities (PBF)

Planning District: Southeast, District 3

Applicant/Agent: Jeremy Hill
Stratagem Partners
751 Oak Street, #620
Jacksonville, Florida 32204

Owner: Bobby Barnett
Edgewater 1, LLC
2250 NW Flanders Street, Suite G-2
Portland, Oregon 97210

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2017-752** seeks to rezone approximately 198.70 acres of land from PUD to PUD. The rezoning to PUD is being sought so to permit the development of a maximum of 210 age-restricted dwelling units, 5.48 acres of commercial uses and a maximum of 15,000 square feet for a multi-use recreational facility on the subject property. The current PUD approved in 2006, allowed 214 age restricted dwelling units and a 9 hole golf course.

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 Public Buildings and Facilities (PBF) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. However, there is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series 2017C-020 (Ordinance 2017-751) that seeks to amend 5.48 acres of the site that is within the PBF land use category to Community General Commercial (CGC). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land use Map Series 2017C-020 be approved. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive planning for future development of the Ordinance Code. A description of the category is noted below.

Community General Commercial (CGC) is a category intended to provide for 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.

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. When developing mixed uses, residential uses shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible. 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.

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.

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; 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.

Public Buildings and Facilities (PBF) This is a broad land use category that is intended to accommodate major public use or community service activities. Siting public/semi-public facilities that are allowed in commercial, light and heavy industrial, residential and institutional categories as supporting uses will not require plan amendment. Some major uses, however, because of their scale and potential community impacts, may only be sited in this plan category. Activities that provide community service functions vary in character and locational need. A primary consideration in locating these uses is to ensure that each use will function as it is intended, as an important part of the urban service delivery system.

Principal Uses: All lawful government activities; Public buildings and grounds; Schools; Criminal justice facilities; Military installations; Public/private institutions; Churches and places of worship; Hospitals, including Professional offices, Medical clinics, Pharmacies, and other uses normally associated therewith; Private clubs; Sale and service of alcoholic beverages in conjunction with a permissible use; Major public utilities; and Off street parking lots; Nursing homes; Group care homes; Homes for the aged or orphans and other uses normally associated therewith are also permitted within this land use category.

Secondary Uses: Recreation and open space such as Ball parks; Stadiums Arenas and equestrian facilities; etc.; Sale and service of alcoholic beverages in conjunction with a permitted activity; Off street parking lots; Silviculture activities; Conservation areas; Sanitary

landfills; Construction and demolition debris landfills; Yard waste composting facilities including the mulching plant and similar other uses.

The PBF Land Use Category allows for nursing homes, homes for the aged which are typically a facility which is multi-family in character. The PUD is proposes single family detached dwellings. This dwelling type is not allowed in the PBF Land Use Category. **Staff recommends single family detached dwellings be deleted as a permitted use.**

(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): Public Buildings and Facilities (PBF). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2017C-020 (Ordinance 2017-751) that seeks to amend 5.48 acres of land that is within the PBF land use category to CGC.

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 Policy 1.1.12 Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

FLUE Policy 1.1.13 Ensure that mixed and multi-use projects enhance, rather than detract from, the character of established developed areas by requiring site plan controlled zoning such as Planned Unit Developments (PUDs), TODs or TNDs for all mixed and multi-use projects and conforming with the following criteria:

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

FLUE Policy 1.1.25 The City will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown, and
6. Purchase of land through the Preservation Project to remove it from development and preserve it as open space, recreation or conservation use.

FLUE Policy 2.2.13 Prioritize brownfield sites for redevelopment based on the extent of contamination and ease of remediation, potential for available funding, and potential for mixed use redevelopment. The City's Brownfield Coordinator should identify these sites and rank them according to the following criteria:

1. Ease of remediation and suitability of the site for residential or recreational uses
2. Location on major road corridors and accessibility to transit
3. Large sites with the greatest potential to be redeveloped as a compact and walkable project which adds needed density, parks and open space to the community

FLUE Policy 3.1.11 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

(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 mixed use development which includes age restricted residential dwellings, commercial uses and public recreational facilities. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

The streetscape: The intended plan of development is for single family, duplexes and quad dwellings. The development standards contained in the written description will ensure a streetscape similar to the existing condominiums and dwellings in the area.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Approximately 55 acres of the site will contain recreational facilities, ponds or wetlands.

The use of topography, physical environment and other natural features: The site plan uses the existing ponds, wetlands and closed landfill to buffer residential and commercial uses as well as separating the different types of residential uses.

Traffic and pedestrian circulation patterns: The site plan shows a single entrance road which loops around to the different residential area.

The use and variety of building setback lines, separations, and buffering: The written description includes development standards that are similar to those standards used in the Zoning Code. This will ensure a streetscape similar to existing developments and preserve open space and privacy for owners.

The use and variety of building groupings: Each residential building type are grouped together

The variety and design of dwelling types: The written description provides for three types of residential dwellings. This will provide a variety of floorplans to suit a resident's needs.

Compatible relationship between land uses in a mixed use project: As mentioned above, the different dwelling types are grouped together. The proposed commercial uses are located on Sunbeam Road, approximately 1,400 feet to the north.

(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 where residential, office, commercial and institutional uses function as a mixed-use development. The Land Use Amendment is changing the 5.48 acres on Sunbeam Road to the CGC Land Use. Commercial uses are appropriate at this location, due to the existing commercial and industrial uses along Sunbeam Road. The recreational area will act as a transition from the commercial to the residential dwellings. Residential, commercial and recreational uses at this location will increase the housing options, increase commercial uses and provide recreational facilities for those in the immediate area.

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

| Adjacent Property | Land Use Category | Zoning District | Current Use |
|-------------------|-------------------|-----------------|---|
| North | LI | IL | Filling station, veterinarian, service garage |
| South | LDR | RR-Acre | Wetlands, single family dwellings |
| East | LDR | PUD (16-577) | Undeveloped, proposed single family subdivision |
| | RPI | RLD-60 | Single family dwellings |
| | RPI | PUD (11-587) | Undeveloped, allows CRO uses |
| West | CGC | PUD (00-515) | Offices |
| | PBF | PUD (02-452) | Edgewater at Sunbeam Condominiums |

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 written description and site plan indicate the PUD will allow uses found in the Commercial Office (CO) at the intersection of Sunbeam Road and Craven Road. Uses in the CCG-1 Zoning District will be allowed farther east along Sunbeam Road. These commercial uses will be approximately 1,400 feet from the nearest residential use.

(6) Intensity of Development

The proposed development is consistent with the CGC and PBF functional land use categories for a single-family development, which is not to exceed 210 dwelling units and 5 acres of commercial uses. The PUD is appropriate at this location because it will support the existing offices, service establishments and hospital in the area.

The availability and location of utility services and public facilities and services: Below is the analysis of the PUD from the Duval School District. However, the PUD is proposing an age restricted community, and no students will be generated.

| SCHOOL | CONCURRENCY SERVICE AREA | STUDENTS GENERATED | SCHOOL CAPACITY (Permanent/Portables) | CURRENT ENROLLMENT 20 Day Count (2017/18) | % OCCUPIED | 4 YEAR PROJECTION |
|------------------------|--------------------------|--------------------|---------------------------------------|--|------------|-------------------|
| Crown Point ES #245 | 4 | 35 | 1,104 | 818 | 74% | 89% |
| Dupont MS #66 | 4 | 15 | 1,071 | 826 | 77% | 87% |
| Atlantic Coast HS #268 | 4 | 20 | 2,443 | 2,354 | 96% | 98% |

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: Sunbeam Road has capacity to accommodate the proposed development.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area. There will be a minimum 1 acre of active recreation for each 100 residential unit.

(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 identify wetlands on the property. Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

The wildlife survey did not find any endangered species on the property.

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

The site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on November 28, 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 **2017-752** be **APPROVED with the following exhibits:**

1. The original legal description dated March 31, 2017.
2. The original written description dated October 24, 2017.
3. The original site plan dated April 23, 2017.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2017-752** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. Detached single family age restricted dwellings shall not be permitted.
2. Vehicular access for the commercial parcels shall be subject to the review and approval of the Transportation Planning Division and the City's Traffic Engineer.
3. Prior to the first final inspection within any phase of development, the owner or their agent shall submit to the Planning and Development Department for its review and approval either (a) an affidavit documenting that all conditions to the development order have been satisfied, or (b) a detailed agreement for the completion of all conditions to the development order.



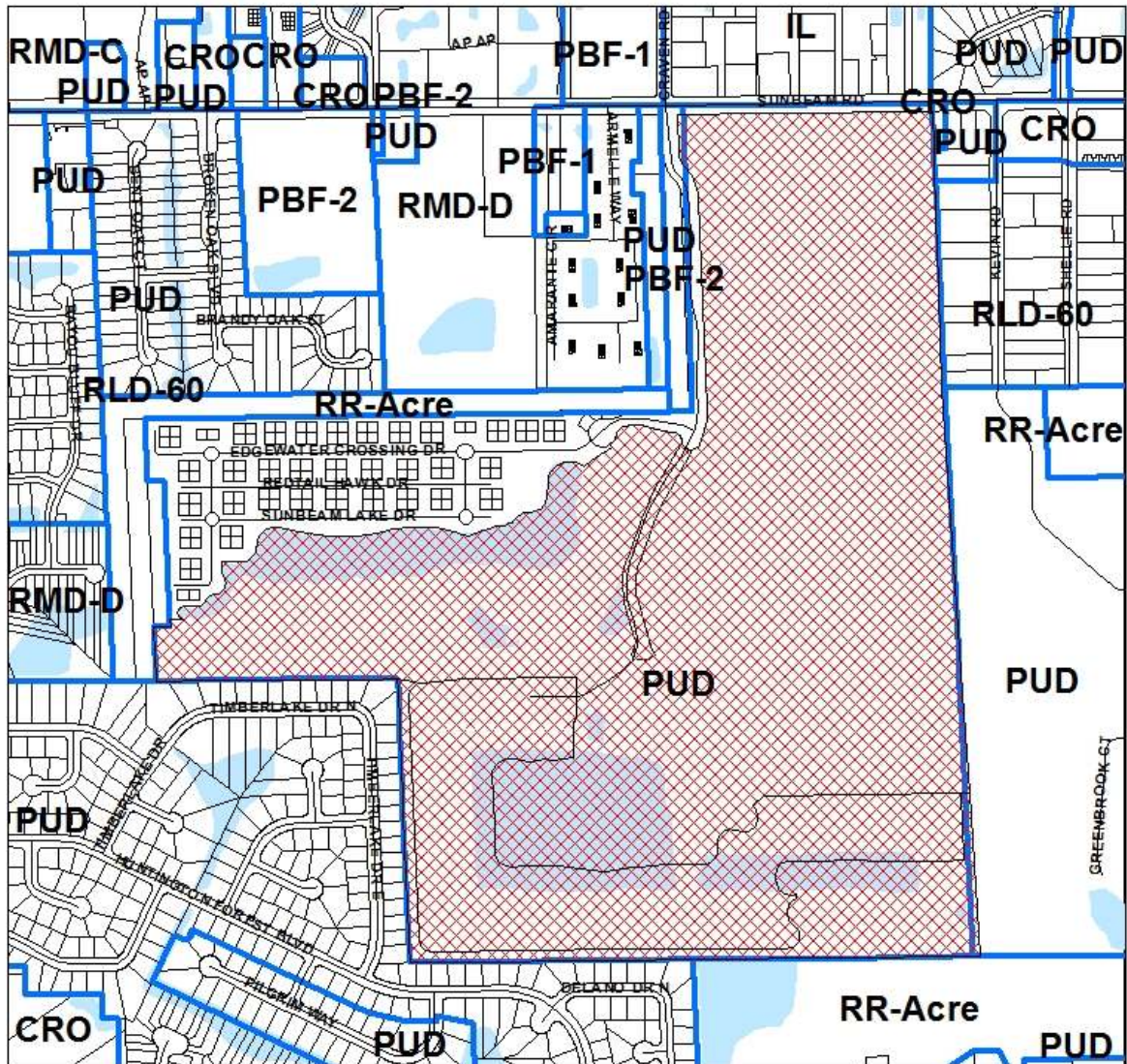
Aerial photo of subject property.

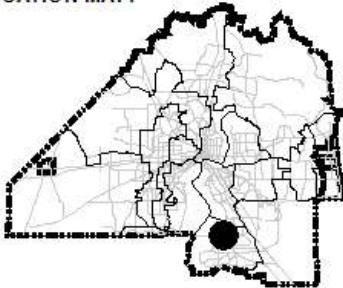
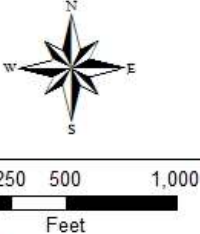


Entrance to proposed development from Craven Road



Entrance to existing Edgewater Condominiums



| | | |
|--|---|---|
| <p>REQUEST SOUGHT:</p> <p>FROM: PUD</p> <p>TO: PUD</p> | <p>LOCATION MAP:</p>  |  <p>COUNCIL DISTRICT:</p> <p>6</p> |
| <p>ORDINANCE NUMBER:</p> <p>ORD-2017-0752</p> | <p>TRACKING NUMBER:</p> <p>T-2017-1411</p> | <p>PAGE 1 OF 1</p> |