

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2018-0153 TO

PLANNED UNIT DEVELOPMENT

APRIL 5, 2018

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 **2018-0153** to Planned Unit Development.

Location: West Meadows Drive North; South of New World Avenue, west of Chaffee Road South

Real Estate Number(s): 002048-9200, 002048-9010, and a portion of 002048-0500

Current Zoning District: Planned Unit Development (PUD 2006-0140-E)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: Southwest, District 4

Applicant/Agent: Greg E Matovina
Matovina & Company
2955 Hartley Road, Suite 108
Jacksonville, FL 32257

Owner: Great Meadows I, LLC
c/o Matthew S McAfee
One Independent Drive, Suite 1200
Jacksonville, Florida 32202

Staff Recommendation: **APPROVE WITH CONDITION**

GENERAL INFORMATION

Application for Planned Unit Development **2018-0153** seeks to rezone approximately 97+ acres of land from PUD to PUD on the south side of New World Avenue. The rezoning to PUD is being sought so that Parcel D of the Great Meadows PUD can be developed as multifamily with the uses and zoning criteria as provided for by the original PUD (2006-140) or may be developed in its entirety as single family homes with the RLD-40 zoning criteria. Parcel C remains multifamily with the uses and zoning criteria as provided for by the original PUD (2006-140), or the alternate site plan attached as Exhibit "E" in the event that Parcel D is developed as single family. MM-16-19 approved a modification to the Great Meadows PUD

for Parcels A and B on the north side of New World Avenue. It approved a revision to the site plan for 50 foot wide lots on Parcel A, and 70 foot wide lots on Parcel B. The development standards for Parcels C and D on the south side of the New World Avenue extension remained unchanged from the existing PUD.

The property consisting of Parcels C and D is currently vacant and is bordered on the north by New World Avenue and across New World Avenue, a residential parcel under development (Liberty Square) and property zoned for neighborhood commercial uses at the westerly entrance to Liberty Square across from Parcel C. The property immediately south of the PUD has been developed with a new Duval County school and/or is otherwise vacant property owned and reserved for future school site(s) by the Duval County School Board. The property located to the west of the PUD is zoned RR-Acre and the property located east of the PUD is zoned RR-Acre and PUD with commercial uses. The project will have access off of New World Avenue. This revised PUD to the PUD would permit Parcel D to be developed as a residential community consisting of a maximum of 200 single family dwelling units with related community amenities. The overall density of Parcel D would not exceed 3.60 dwellings per acre if developed as single family homes consistent within the LDR land use category.

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 Low Density Residential (LDR) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2030 Comprehensive Plan. A description of the category is noted below.

The uses provided herein shall be applicable to all LDR sites within the Suburban Area.

Principal Uses: Single family and Multi-family dwellings; Commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area; and Other uses associated with and developed as an integral component of TND.

Secondary Uses: Secondary uses shall be permitted pursuant to the Residential land use introduction. In addition the following secondary uses may also be permitted: Borrow pits; Animals other than household pets; Foster care homes.

The maximum gross density in the Suburban Area shall be 7 units/acre when full urban services are available to the site and there shall be no minimum density; except as provided herein. The maximum gross density shall be 2 units/acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available. The maximum

gross density shall be 4 units/acre and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available. The applicant is seeking a revision to the Great Meadows PUD to modify a 97-acre portion located south of New World Avenue. The revision would allow for the construction of either 200 single family homes or to pursue the original development plan of multifamily condominiums and townhouses in the “Parcel D” section of the PUD site plan. The development will not exceed the density in the Land Use Category. Therefore, the proposed rezoning is consistent with the FLUM adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive planning for future development of the Ordinance Code.

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

The evaluation of the goals, objectives and policies of the Comprehensive Plan can be found later in this report.

(3) Does the proposed rezoning conflict with any portion of the City’s land use Regulations?

The written description and the site plan of the intended plan of development meets all portions of the City’s land use regulations and furthers their intent by providing specific development standards. Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(1) Consistency with the 2030 Comprehensive Plan

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). The proposed zoning application has been reviewed in relation to the following goals, objectives, polices or text of the 2030 Comprehensive Plan:

Future Land Use Element

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 1.1.10 Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

FLUE Policy 1.1.12 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 1.1.20 Development uses and densities shall be determined by the Development Areas described in the Operational Provisions for the Central Business District (CBD); Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA) as identified in the 2030 Comprehensive Plan, in order to prevent urban sprawl, protect agricultural lands, conserve natural open space, and to minimize the cost of public facilities and services.

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 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.

Transportation Element

Proposed amendment analysis in relation to the Policies of the 2030 Comprehensive Plan, Transportation Element:

TE Policy 2.3.8 The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by

requiring such measures as interconnecting land uses, sharing access drives and off-street parking areas, and encouraging planned unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

TE Policy 2.3.9 The City shall encourage, through the development review process, the interconnections of land uses that reduce the need for external trip generation and encourage alternative methods of movement. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

Recreation and Open Space Element

Proposed amendment analysis in relation to the Policies of the 2030 Comprehensive Plan, Recreation and Open Space Element:

ROSE Policy 2.2.2 The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

ROSE Policy 2.2.3 A residential subdivision development of 100 lots or more shall provide at least one acre of useable uplands for every 100 lots (and any fraction thereof), or 5% of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation. There may be up to two areas for each 100 lots, and the areas shall be a minimum of 0.5 acres in size, unless otherwise approved by the Planning and Development Department, or by the City Council as part of a Planned Unit Development Zoning District.

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 has been carefully evaluated for consistency or inconsistency with the following issues and related goals, objectives and/or policies:

Airport Environment Zone

Portions of the site are located within 150-foot and 300-foot Height and Hazard Restriction Zones for Herlong, Cecil Field and OLF Whitehouse airports. Zoning will limit development to a maximum height of less than either 150' or 300', depending on the location within the site, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d). A portion of the amendment site section of the site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range for Cecil Field. As such, this area is also within the Civilian Influence Zone. **In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.**

Future Land Use Element

Objective 2.5 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Policy 2.5.5C Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

Policy 2.5.6 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

Wetlands

Approximately 35 acres of the 97.00 acre subject site are "Category III wetlands" that are part of larger systems that drain to adjacent properties. However, they are categorized as Category III because they are not associated with any well-defined drainage channels or creeks. Pursuant to Conservation/Coastal Management Element (CCME) Policy 4.1.6, residential uses are permitted in Category III wetlands subject to compliance with the standards provided in CCME Policy 4.1.3. An Environmental Resource Permit (ERP #146357-1) has been issued by the St. Johns River Water Management District.

Any proposed development of the property could have an impact on the site's wetlands and their functional values. Mitigation may satisfy Goal 4 and Objective 4.1 of the Conservation and Coastal Management Element (CCME) of the Comprehensive Plan to achieve no net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term, improve the water quality, and improve fish and wildlife values of wetlands. Requirements for development in wetlands including permitted uses, maintenance of water quality, maintenance of vegetation, and hydrology are specified in the following CCME policies:

CCME Goal 4 To achieve no further net loss of the natural functions of the City's remaining wetlands, improve the quality of the City's wetland resources over the long-term and improve the water quality and fish and wildlife values of wetlands.

CCME Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes. In order to achieve this objective and its associated policies, the City shall continue to work with the applicable regional, state and federal agencies charged with these regulatory responsibilities.

CCME Policy 4.1.3 The following performance standards shall apply to all development,

except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
 - i. The habitat of fish, wildlife and threatened or endangered species,
 - ii. The abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii. The food sources of fish and wildlife including those which are threatened or endangered,
 - iv. The water quality of the wetland, and
 - v. The flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection - Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
 - i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
 - ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and
- (f) Hydrology The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:
 - (a) Silvicultural uses, provided the following standards are met: Best Management Practices: Silviculture Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.
 - (b) Agricultural uses, provided the following standards are met: Best Management Practices: Agriculture Such activities are to be in compliance with Chapter 40C-44, F.A.C.
- (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(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. The Liberty Square PUD property is subject to Mobility Contract 86295.0 New World Avenue (f/k/a Great Meadows) and has been issued City Development Number 7005.7. The contract provides credit toward infrastructure required by 881 dwelling units on 231 acres in exchange for construction of a section of the extension of New World Avenue.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a single family development, or alternative original multi-family development. This proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

(4) Internal compatibility

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

The streetscape: The written description includes development standards which will ensure a streetscape that is similar to other developments in the area and within the Great Meadows/Liberty Square development.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The written description indicates the required minimum recreation area will be provided for the development. Pursuant to the 2030 Comprehensive Plan and the Zoning Code, a minimum of one-hundred fifty (150) square feet of recreational/open space per multifamily dwelling unit and a minimum of one (1) acre of recreational open space per one hundred (100) Single-family dwellings (or fraction thereof) will be provided within the PUD. The recreational/open space for individual parcels may not be provided "off-Parcel" within the PUD but may be shared with other uses. In the event that Parcel D is developed as single family, then the residents of Parcel D shall be allowed to use the active recreational facilities included in Parcels A and B north of New World Avenue. The recreation open space requirement for Parcel D shall be provided by a linear park that meanders from New World Avenue along the western side of the wetland in the eastern part of Parcel D and ultimately ends at the westerly terminus of Sam Caruso Way and the Chaffee Trail Elementary School as shown by the site plan. The linear park shall include a minimum 6 feet wide sidewalk that will be provide continuous, pedestrian access for the residents living north and south of New World Avenue to the elementary school. The sidewalk and linear park may be developed with a tot lot, exercise stations and other active uses which will be available for use by all residents of Parcels A, B, and D.

The use of topography, physical environment and other natural features: There are significant wetlands that will be preserved. These will act as buffers to screen the proposed development from adjacent property owners both inside and outside the development.

The use and variety of building setback lines, separations, and buffering: The setbacks that were approved in the current PUD have not been changed in this PUD. In the event that Parcel D is not developed as single family, then the development criteria provided for the multi-family uses per the original PUD (2006-140) shall govern. In the event that Parcel D is developed as single family (and it must be developed entirely as single family in that event), then the RLD-40 criteria described by Part 3 and other sections of the Zoning Code shall govern with the following exceptions;

- 1) Lot coverage shall not exceed 60%.
- 2) The minimum frontage of each lot may be reduced to 25 feet on curves and cul-de-sacs.

The particular land uses proposed and the conditions and limitations thereon: No portion of any multi-family building, not including parking decks, will be located within fifty (50) feet of any adjoining single family dwelling unit. A visual screen, as provided in Part 12, Section 656.1216, Zoning Code, shall be provided between any multi-family use and adjoining single family use where there is not an intervening street.

(5) External Compatibility

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

The type, number and location of surrounding external uses: The proposed development is located in a rural area of undeveloped land, single family on large lots and conventional subdivisions with 40, 50, and 60 foot wide lots. Single family development at this location increases the housing options for those that are employed 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 | LDR | PUD (06-0140) | New World Ave/SF subdivision |
| South | LDR | PBF-1 | Duval County School Board |
| East | LDR | RR-Acre | Single family dwellings |
| | NC | PUD (08-1072) | Undeveloped land, planted pines |
| West | LDR | RR-Acre | Undeveloped land, planted pines |

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 northern portion of the site is within the Airport Notice Zone for Cecil Airport (VQQ). Single family dwellings are permitted in this noise zone with the condition that a recorded Airport Noise Zone Acknowledgement is applied to each parcel.

(6) Intensity of Development

The proposed development is consistent with the LDR functional land use category as a single family development, which is not to exceed 200 single family dwelling units. The PUD is appropriate at this location because it will provide additional housing options in the area.

The availability and location of utility services and public facilities and services: The developer is intending to connect to JEA for electric, water and sewer.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The Transportation Planning Division indicates the road network has adequate capacity to accommodate the development. Vehicular access to the site is available from New World Avenue and from the possible extension of Sam Caruso Way to the south as indicated on the site plan. Pedestrian access is also available from both New World Avenue and the current westerly terminus of Sam Caruso Way. In the event that Parcel D is developed as single family, it is anticipated that pedestrian access will be provided all the way from New World Avenue to Sam Caruso Way and the Chaffee Trail Elementary School via a minimum 6' feet wide sidewalk.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area.

(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 site. 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 protected species of wildlife 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 March 26, 2018, 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 **2018-0153** be **APPROVED with the following exhibits:**

1. The original legal description dated February 6, 2018.
2. The original written description dated February 6, 2018.
3. The original site plan dated March 6, 2018.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2018-0153** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. Left and right turn lanes shall be provided on New World Avenue at the proposed entrance roadways for Parcel C and D. The turn lanes will be designed to FDOT standards based on the design speed (posted plus 5 mph minimum), and require an overlay of the entire construction limits and include extruded thermoplastic pavement markings, and reflective pavement markers. Left turn queue lengths shall be a minimum of 100 feet.
2. 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 view of property facing north



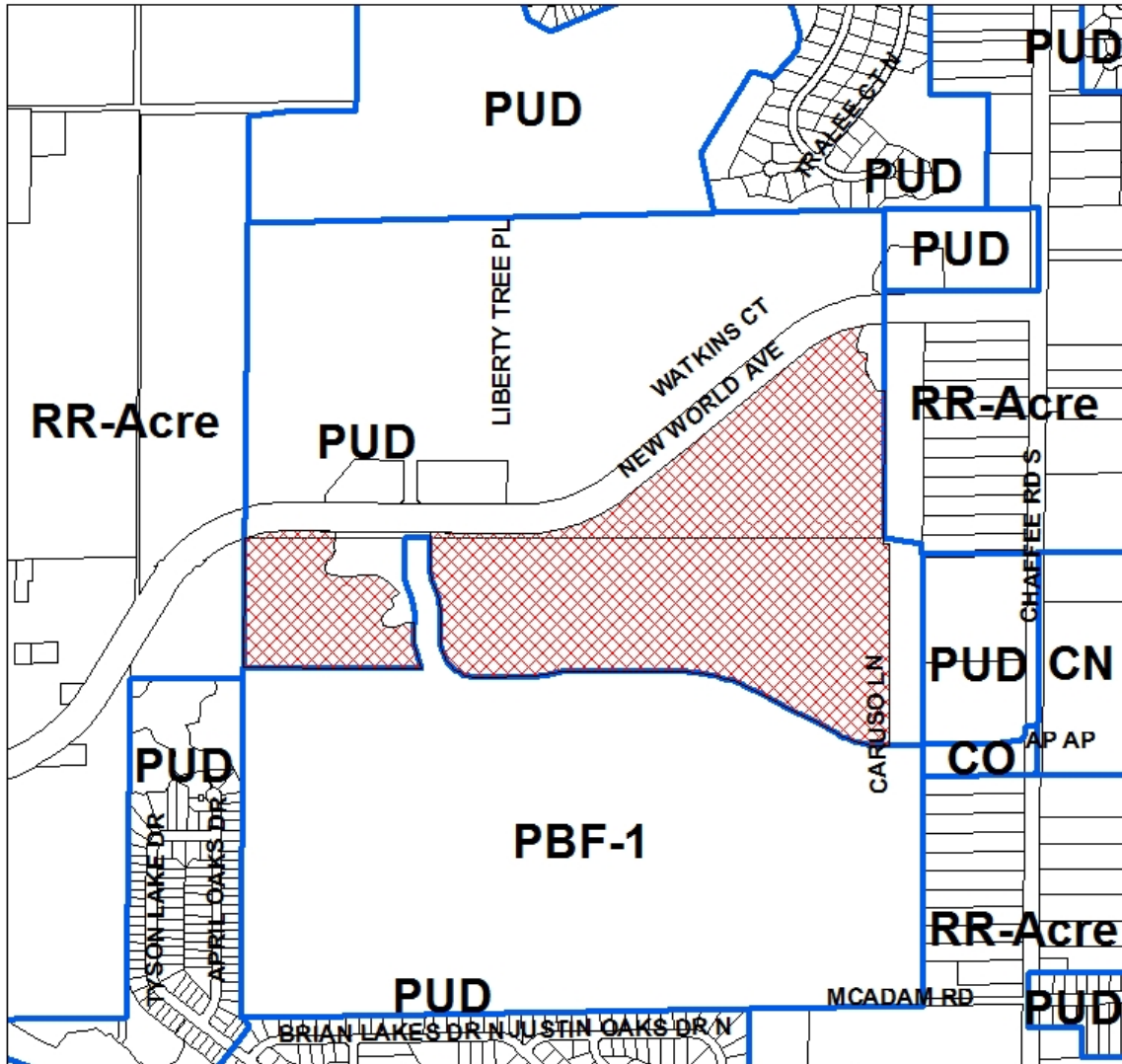
Facing south into the subject site from New World Ave.

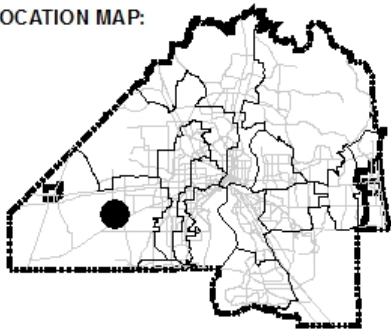
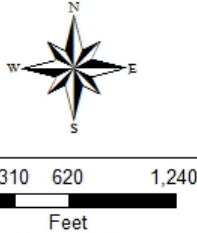


Facing south into the subject site from New World Ave.



Facing south into the subject site from New World Ave.



| | | |
|--|---|---|
| <p>REQUEST SOUGHT:</p> <p>FROM: PUD</p> <p>TO: PUD</p> | <p>LOCATION MAP:</p>  |  <p>0 310 620 1,240 Feet</p> <p>COUNCIL DISTRICT: 12</p> |
| <p>ORDINANCE NUMBER: ORD-2018-0153</p> | <p>TRACKING NUMBER T-2018-1670</p> | <p>EXHIBIT 2</p> |