

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2018-0155 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 **2018-0155** to Planned Unit Development.

Location: At the northern terminus of Driftwood Creek Drive between Braddock Road on the west and Quiet County Lane on the east

Real Estate Number(s): 003794-0500 (a portion of)

Current Zoning District: Planned Unit Development (PUD) per ord. 2007-0079 and Rural Residential-Acre (RR-Acre)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: North, District 6

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

Owner: DCCF Properties, LLC
5711 Richard Street, Suite 1
Jacksonville, Florida 32216

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2018-0155** seeks to rezone approximately 34 + acres of land from Planned Unit Development (PUD) and Rural Residential-Acre (RR-Acre) to Planned Unit Development (PUD). The original 2007 rezoning to PUD (2007-0079) approved a 216 lot single-family residential subdivision in three phases with 1.7 acres devoted to active recreation. The proposed PUD rezoning permits the third phase of the property to be developed as a residential community consisting of up to 60 single family detached homes instead of the initially planned 39. This PUD proposes the development of twenty-one (21) additional lots, being in areas previously designated as wetlands in the 2007 PUD, and based on a revised

wetland line. It also seeks to permit fifty (50) foot wide lots with an increase in the maximum permitted lot coverage for Phase 3 from forty (40%) percent to fifty-five percent (55%). It also adds 0.6 acres of additional active recreation area. The site will be accessed from Driftwood Creek Drive, a local road that serves as the main north/south thoroughfare of Phase II of the Barrington Cove PUD.

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 currently 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. Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category.

(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

This proposed rezoning to Planned Unit Development has been reviewed in relation to and is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

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.

The applicant increases the opportunity for residential development with residential lots maintaining the character and trend of the area satisfying Objective 3.1. The land use category surrounding the property includes Low Density Residential (LDR); therefore, the rezoning continues this pattern of anticipated urbanized development as recommended under Objective 3.1 and Policy 1.1.21. Moreover, residential development would complement the surrounding area and promote a pattern of compatible land use compliant with Objective 1.1 and Policy 1.1.22. The density for Phase 3 of the property will not exceed 1.7 dwelling units per acre. The LDR land use designation and PUD zoning is a logical extension of the existing LDR demarcation line immediately south, east and west of the site and the areas pattern of development consistent with Objective 1.1.

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, though 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 2.2.4 A residential subdivision development of 25 lots to 99 lots shall pay a recreation and open space fee of two-hundred-fifty (\$250) dollars per lot, or provide at least four hundred thirty-five (435) square feet of useable uplands for each lot (and any fraction thereof), to be dedicated as common area and set aside for active recreation. The City shall use recreation and open space fees collected pursuant to this subsection to improve, enhance, expand, or acquire recreation areas within the same Planning District in which the fees are paid. 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 300-foot Height and Hazard Restriction Zone for Jacksonville International Airport. Zoning will limit development to a maximum height of less than 300', 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).

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.

Wetlands

Approximately 14 acres of the 34.93 acre subject site are "Category II wetlands" that drain into the Trout River, as well as "Category III wetlands" that are not associated with any drainage systems (see attached wetlands map at the end of the report). At present, no permits have been issued for this development from the St. Johns River Water Management District. Alteration of wetlands from development will also require mitigation from the Water Management District. The Conservation Coastal Management Element recommends avoiding wetlands, if possible, unless no other on site alternative exists.

The PUD site plan appears to avoid the wetland areas and therefore mitigation may not be required. If any development of the property impacts 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 CCME policies listed under Goal 4:

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.

Flood Zones

Approximately 7.7 acres of the 34.93-acre subject site have been determined to be within the "A" flood zone (see attached wetlands map at the end of the report). This area is associated with the Trout River. Flood hazard areas identified on the Flood Insurance Rate Map are

identified as a Special Flood Hazard Area (SFHA). SFHA are defined as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood. SFHAs are labeled as “AE”. Moderate flood hazard areas, are also shown on the map for the property as are the areas between the limits of the base flood and the 0.2-percent-annual-chance (or 500-year) flood. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance; however, the PUD site plan limits development to areas outside of the floodzones.

Conservation /Coastal Management Element

Policy 1.4.4 The City shall require all development within the 100 year flood plain to be in strict conformance with all applicable federal, State, regional and local development regulations.

Policy 2.7.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity, and will determine appropriate protection measures.

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.

(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 project will be required to comply with Sec. 655 for Mobility and Concurrency Management System Office requirements. The proposed development will require an application for a Mobility Fee Calculation Certificate (MFCC) and Concurrency Reservation Certificate (CRC). The calculated Mobility Fee must be paid prior to issuance of the site work permit. Offsetting credit for previous or existing structures on the property might be possible if adequately documented by the applicant.

(3) Allocation of residential land use

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

(4) Internal compatibility

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

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: A combination of landscaping and buffering will be provided to screen the low density residential uses in the proposed PUD from adjacent uses. A common architectural scheme/requirement will ensure that the proposed development is consistent with surrounding uses. Therefore, the proposed PUD is compatible in both intensity and density with the surrounding development and zoning districts.

The proposed development will be providing an area for recreation needs and a minimum of one-half (0.6) acres of internal active recreation and open space will be provided.

Traffic and pedestrian circulation patterns: Access to the site will be from one primary access point on Driftwood Creek Drive. The design of the access point and internal roads as shown on the site plan may vary prior to development; provided, however, that the final design of both shall be subject to the review and approval of the Planning and Development Department and the Traffic Engineer. Upon completion, the internal roads will be dedicated to the City. The internal roads will be built to City standards for a public road and will have a minimum of twenty-four (24) feet of paving. As in the current PUD and the two phases already developed, the Property will be developed with an internal sidewalk system on one side of the internal road facilitating ease of pedestrian access throughout the property. The location of all sidewalks is conceptual and final sidewalk plans are subject to the review and approval of the Planning and Development Department.

The variety and design of dwelling types: The proposed PUD is being requested to permit construction of 60 single-family homes; 21 more than approved in the 2007 PUD due to a change in the wetland boundary. The homes will be of varying sizes and will aid in providing a variety of housing types in the area.

The use and variety of building setback lines, separations, and buffering: The proposed development is consistent with and comparable to the development approved by the current PUD. The surrounding properties are programmed for either single family residential development. The property is buffered on three sides by wetlands.

The building setbacks for all uses and structures are as follows:

Front - Twenty (20) feet.

Side - Five (5) feet (combined 10 feet).

Rear- Ten (10) feet. For corner/double frontage lots, the developer may designate front and side yard(s) by plat.

The maximum building height will be 35 feet; and maximum lot coverage is 55%. These design guidelines ensure the health safety and welfare of the residents with respect to open space and architectural character.

This application is intended to implement a similar intent of the RLD-50 Zoning District. At the same time, the PUD allows both certainty and flexibility in establishing road requirements, setbacks, screening, and buffers. The proposed PUD contains limitations on the uses permitted on the subject property to residential single-family. The project will have a common

development scheme and a unified architectural theme and contains provisions for signage, landscaping, sidewalks, and other issues relating to the common areas and vehicular and pedestrian traffic.

(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 developing area where residential subdivisions and commercial uses are in close proximity. The area immediately surrounding the subject site primarily consists of residential and commercial/retail uses. The residential area consists of single-family homes. A common architectural scheme/requirement will ensure that the proposed development is consistent with surrounding uses. Therefore, the proposed PUD is compatible in both intensity and density with the surrounding development and zoning districts. Residential development at this location complements the existing uses by increasing the housing options in and for 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	RLD-100A	Wetlands/Single family homes
South	LDR	PUD (07-079)	Single family homes
East	LDR	RR-Acre	Wetlands/Single family homes
West	LDR	RR-Acre	Wetlands/Single family homes

To the north of the subject site is wetlands and land in the RLD-100A zoning district. Surrounding land use designations and zoning districts to the east and west are Low Density Residential and Residential Rural-Acre. Surrounding property uses include a variety of single family homes, manufactured homes, and undeveloped land. A combination of landscaping and buffering will be provided to screen the residential use proposed from adjacent uses. Substantially more open space will be provided for than with the usual application of the zoning code and the PUD will afford a development with a different option of residential offerings within a residential community in keeping with the area's existing and emerging pattern of development.

(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 60 dwelling units. The PUD is appropriate at this location because it will provide alternative housing styles for residents in the area.

The availability and location of utility services and public facilities and services: JEA will provide water, sewer and electric service.

The amount and size of open spaces, plazas, common areas and recreation areas: The proposed development is planning on providing over two (2) acres of active recreation area as well as almost 15 acres of passive park and open space areas on the property, including wetlands and conservation lands on the site. Some land will be natural growth set-a-side areas that cannot be used for active recreation/park use. There will be natural growth areas in addition to the wetland areas on the site for wildlife habitat.

(7) Usable open spaces plazas, recreation areas.

The proposed development is providing more than the required amount of active recreation areas for recreation needs.

(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 identified wetlands on-site. Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

The subject site is less than 50 acres, and the developer has begun construction and an updated survey was not required.

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

The site will be developed in accordance with Part 6 of the Zoning Code. The proposed PUD will provide integrated parking facilities to support the proposed residential community. Parking within the PUD will be provided in accordance with the City's off-street parking and loading requirements as set forth in Part 6 of the City of Jacksonville Zoning Code. The homes will have integrated garages and sufficient driveway space to park vehicles without protruding into the internal sidewalk. Garages may be side loading.

(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 signs **were** posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2018-0155** be **APPROVED** with the following exhibits:

1. The original legal description dated January 31, 2018.
2. The original written description dated October 23, 2017.
3. The original site plan dated January 18, 2018.



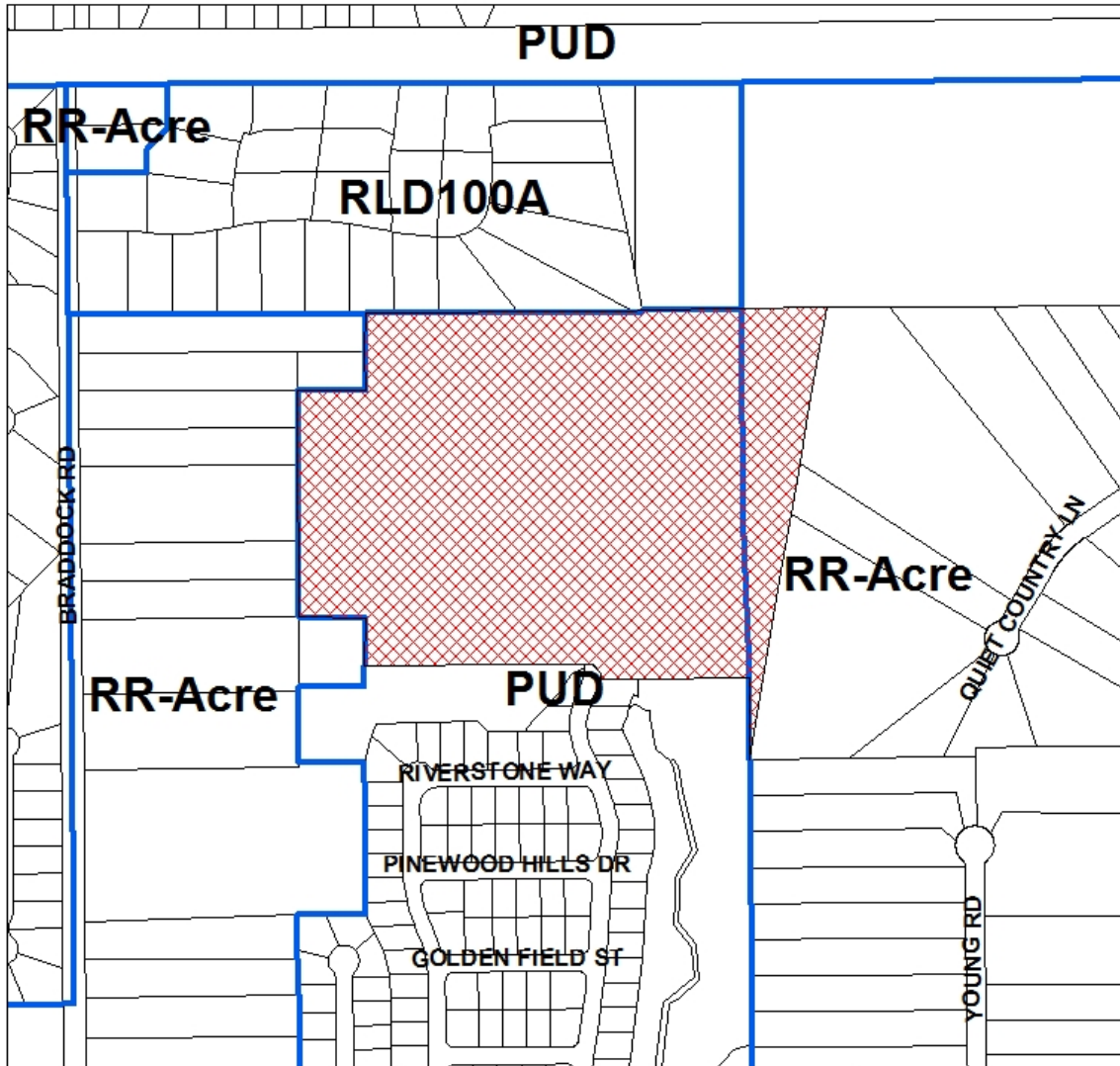
Aerial view of the subject property facing north

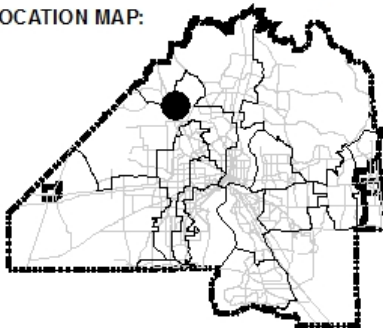

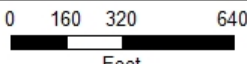


View of the subject site facing north

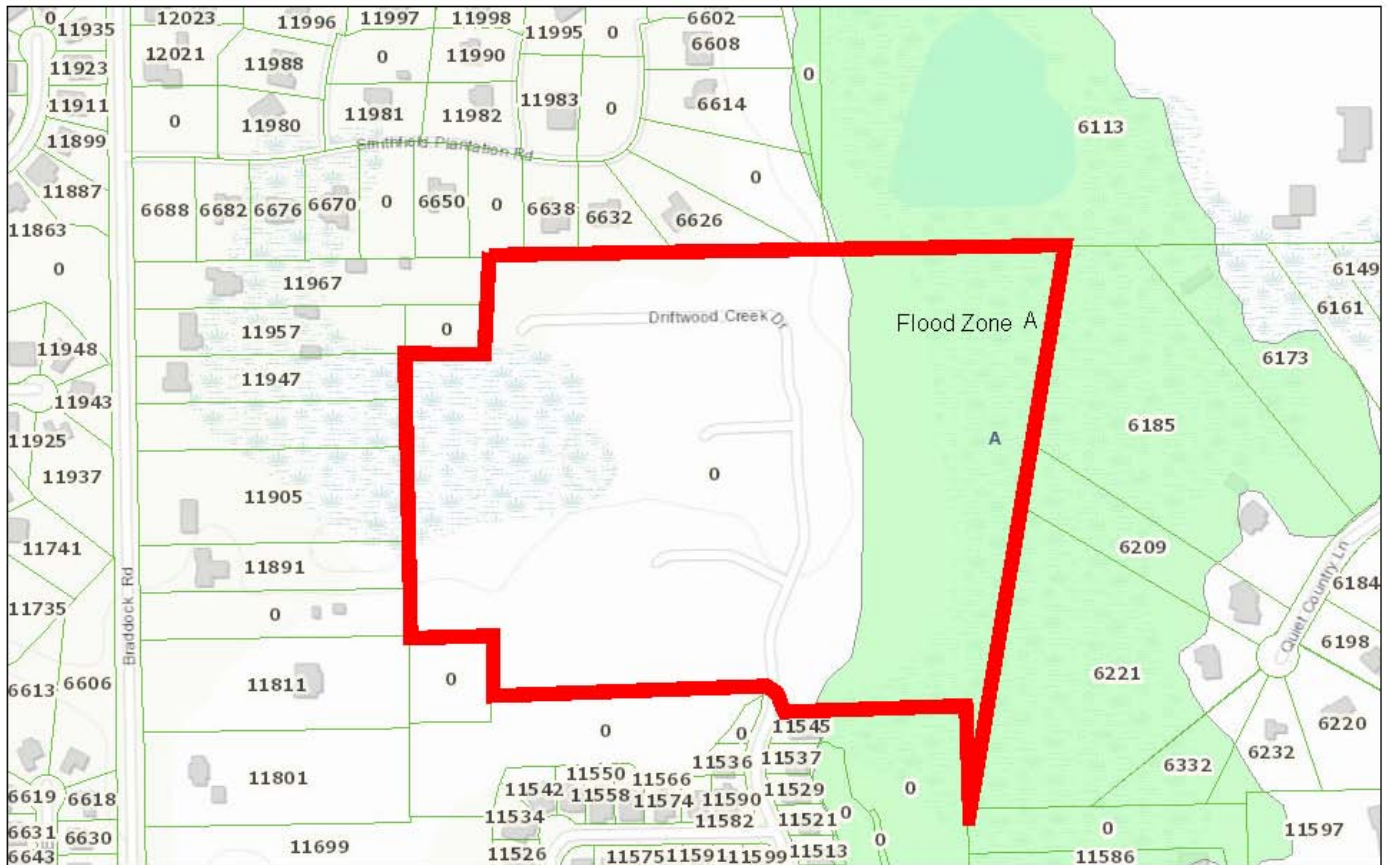


View of the subject site facing north





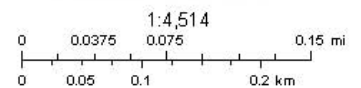
<p>REQUEST SOUGHT:</p> <p>FROM: PUD & RR-ACRE</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 
<p>ORDINANCE NUMBER:</p> <p>ORD-2018-0155</p>	<p>TRACKING NUMBER</p> <p>T-2018-1633</p>	<p>COUNCIL DISTRICT:</p> <p>8</p> <p>PAGE 1 OF 1</p>

2018-155 Flood Zone Map



March 28, 2018

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Sources: Esri, HERE, Garmin, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, Geobase, IGN, Kadaster NL, Ordnance Survey, Esri