

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2018-438 TO
PLANNED UNIT DEVELOPMENT
August 23, 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 **2018-438** to Planned Unit Development.

Location: 0 Normandy Boulevard (SR 228), at the intersection with Bicentennial Drive

Real Estate Number(s): 002266 0140

Current Zoning District: Public Buildings and Facilities-1 (PBF-1)

Proposed Zoning District: Planned Unit Development (PUD)

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

Proposed Land Use Category: Low Density Residential (LDR)

Planning District: Southwest, District 4

City Council District: The Honorable Doyle Carter, District 12

Applicant/Agent: Paul M. Harden, Esq.
501 Riverside Avenue, Suite 901
Jacksonville, FL 32202

Owner: Christopher C. Bicho
543 Thames Street
Newport, Rhode Island 02840

Staff Recommendation: APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2018-438** seeks to rezone approximately 53.84 acres of land from PBF-1 to PUD. The rezoning to PUD is being sought so that the property can be developed with multi-family housing. There will be a maximum of 216 dwelling units. Included in the proposed development are recreational facilities for the residents and their guests. Recreational facilities may include a recreation center, a swimming pool, or clubhouse.

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?

The request is a rezoning from Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD) in order to allow for a residential development. This rezoning application is companion to land use application 2017A-003, Ordinance 2018-437, which requests amending the Future Land Use Map series (FLUMs) for the subject site from Public Buildings and Facilities (PBF) to Low Density Residential (LDR) in the Suburban Development Area. If the land use amendment is adopted, the requested PUD zoning district would be consistent with the proposed LDR category.

According to the Category Description of the FLUE, the proposed LDR future land use category is intended to provide for low density residential use. Principal uses include single family and multi-family dwellings, as proposed in the PUD.

The maximum gross density in the LDR category for the Suburban Area is 7 units/acre when full urban services are available to the site. However, maximum gross density for LDR in the Suburban Area 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.

(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 Large-scale Land Use Amendment to the Future Land use Map Series 2017A-003 (Ordinance 2018-437) that seeks to amend the portion of land that is within the PBF land use category to LDR.

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:

Future Land Use Element

- 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.
- 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.
- 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.
- 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.
- 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.
- 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.
- 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.

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.

Policy 3.1.6 The City shall provide for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

Transportation Element

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.

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

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.

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

(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 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 proposed streetscape and site design will be consistent across the development, and will match that of the existing multi-family housing development to the west. According to the provided site plan dated 7.6.18, all buildings in the development visible from Bicentennial Drive will be at a consistent 25 foot setback from the northern property line. They will also share design features that are internally compatible as well as being complimentary to the existing multi-family development to the west in order to provide a consistent streetscape.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Apartment or townhome uses within the PUD will provide active recreation/amenities at a ratio of a minimum 150 square feet of recreational land per residential unit cumulatively throughout the PUD. For each residential use, the preliminary sketch plan submitted to the Planning and Development Department for verification of substantial compliance with this PUD shall contain specifications (including recreation land area and information regarding the active recreation facilities to be included) demonstrating compliance with these standards.

The use of existing and proposed landscaping: The PUD shall be constructed according to the landscaping requirements of part 12 of the Zoning Code.

The treatment of pedestrian ways: The PUD will comply with the Zoning Code and 2030 comprehensive Plan with regards to sidewalks, trails, and bikeways. The location of the proposed development will also improve the pedestrian connectivity between the existing development to the west and Normandy Boulevard.

The use and variety of building setback lines, separations, and buffering: In order to maintain a consistent appearance across the whole development, all buildings are planned to follow a 25 foot buffer along Bicentennial Drive. The development will also provide a 25 foot undisturbed buffer between the uplands and jurisdictional wetlands occupying the southern portion of the property. The PUD also provides minimum yards of 20 feet in the front, 10 feet on the sides, and 20 feet in the rear for all buildings.

(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 the surrounding area largely consists of residential and agricultural uses. Multi-family development at this location complements the existing multi-family development to the west, and increases available housing options for those 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
North	PBF	PUD	Vacant
South	AGR-IV	AGR	Single-family residences
East	AGR-IV	AGR	Single-family residences
West	LDR	PUD	Multi-family residences

(6) Intensity of Development

The proposed development is consistent with the LDR functional land use category and is a single-use, multi-family development, which is not to exceed 216 dwelling units. The PUD is appropriate at this location because it will support the existing airport and residential development in the area.

The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses: The proposed PUD is a single-use multi-family development. All multi-family use within the parcel will be concentrated along Bicentennial Drive in order to avoid wetlands present on the southern portion of the property while also maintaining a consistent appearance within the PUD and with the existing multi-family development to the west.

The existing residential density and intensity of use of surrounding lands: The area surrounding the PUD is predominately residential, having been developed primarily with single-family homes in agricultural zoning districts. There is also, however, an immediately adjacent multi-family housing complex. The proposed development is compatible in intensity to the adjacent property and in general character to the surrounding uses.

The availability and location of utility services and public facilities and services:

The site is served by the following schools:

Mamie Anger Jones ES #236	738 enrollment 91% capacity
Baldwin Middle-High	1208 enrollment 120% capacity

The School Board, with the support of the planning and Development Department through the Joint Planning Committee of the Jacksonville City Council and the Duval County School Board, is working on addressing enrollment and capacity issues in several ways, including site acquisition. In addition, the School Board has options to address student enrollment at specific schools including boundary adjustment, changes in special assignments and adjustments to magnet programs.

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

The PUD will have three vehicle use area entrances along Bicentennial Drive, which will provide residents with easy access to Normandy Boulevard. Normandy Boulevard is classified as a Principal road under the Functional Highway Classifications, and is well suited to the additional traffic that will be generated by 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 and may include a recreation center, a swimming pool, a cabana or clubhouse and an exercise facility. There will be approximately 150 square feet of recreation area per 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 identified wetlands on the site. However, the written description states “Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.” The provided site plan also shows that planned development will largely avoid the existing wetlands.

The Development Services Division of the Planning and Development Department recommends that the applicants/developers complete flood study using detailed methodologies comparable to current COJ Flood Insurance Study to develop Base Flood Elevation Data, indicate calculated SFHA and BFE on plan sheets, and indicate calculated SFHA affected by proposed efforts.

(9) Listed species regulations

A wildlife survey of the property was conducted by Environmental Services, Inc. in September of 2017 and submitted to the Planning and Development Department as part of this application. The survey did not find that any protected wildlife resided on the property, nor did it find any critical habitat for protected wildlife.

The attached memo, dated May 10, 2018, from the Florida Fish and Wildlife Conservation Commission did not object to the proposed land use amendment and rezoning, but did make several recommendations in order to assure that the development did not adversely affect

wildlife in the area. The concerns in the memo are addressed in Section E of the written description (Exhibit D) and in the site notes of the scalable site plan (Exhibit E) of the PUD.

(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 August 8th, 2018, the required Notice of Public Hearing sign was **NOT** posted.

RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2018-0438** be **APPROVED with the following exhibits:**

The original legal description dated 5/4/2018

The revised written description dated 7/5/2018

The revised site plan dated 7/6/2018

It is also the recommendation of the Planning and Development Department that the application for Rezoning **2018-438** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. In order to ensure compliance with Policy 1.2.9 of the Future Land Use Element of the 2030 Comprehensive Plan, the development must connect to both the sanitary sewer and potable water main. The potable water connection should serve water for the development.
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.



Site, viewed from Bicentennial Drive



Additional site view from Bicentennial Road



View of western portion of the property from Bicentennial Drive



Nearby multi-family housing on adjacent property

