

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**

**APPLICATION FOR REZONING ORDINANCE 2018-0517 TO**

**PLANNED UNIT DEVELOPMENT**

**SEPTEMBER 6, 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 **2018-0517** to Planned Unit Development.

***Location:*** 8050 Baymeadows Circle West  
Northwest Quadrant of Baymeadows Circle West  
and Cypress Green Drive

***Real Estate Number(s):*** 152699-0135

***Current Zoning District:*** Commercial Community/General-1 (CCG-1)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Community/General Commercial (CGC)

***Proposed Land Use Category:*** Residential-Professional-Institutional (RPI)

***Planning District:*** Southeast, District 3

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

***Owner:*** Alunity Investments, LLC  
7875 Chase Meadows, Drive East  
Jacksonville, FL 32256

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2018-0517** seeks to rezone approximately 4.79 acres of land from CCG-1 to PUD. The rezoning to PUD is being sought in order to renovate the existing vacant and dilapidated hotel on site to include 103 multi-family residential dwelling units.

This rezoning application is companion to land use application **L-5295-18C, Ordinance 2018-516**, which requests amending the Future Land Use Map series (FLUMs) for the subject site from Community/General Commercial (CGC) to Residential-Professional-Institutional (RPI), subject to a site specific policy to allow 22 units/acre in the RPI category. If the land use amendment is adopted, the requested PUD zoning district would be consistent with the proposed RPI category, subject to site specific policy 4.4.9 of the FLUE.

The application site lies within the boundaries of the Southeast Vision Plan (Ord. 2010-615-E) and the Baymeadows Community Vision Plan (Ord. 2012-192-E). The Baymeadows Community Vision Plan is a continuation and fine-tuning of the community efforts that created the Southeast Vision Plan.

The vision plan promotes infill and a range of housing opportunities and choices to support a range of household sizes and encourage diversity. Specific recommendations from the Baymeadows Community Vision Plan call to provide and promote compatible mixed-use development, infill and redevelopment while creating a range of housing opportunities and choices. Other aspects of the plan include improved roadways, “soft” entrance features, improved signage, traffic calming and preservation of existing vegetation and the creation of parkland. The plan also identifies the redevelopment of the golf course as a major component of the plan. The proposed RPI land use category accommodates the recommended uses and the proposed rehabilitation and reuse of the existing hotel building on site for multi-family residential units and is therefore, consistent with both the Southeast Vision Plan and the Baymeadows Community Vision Plan.

### **CRITERIA FOR REVIEW**

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

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

Yes. The Planning and Development Department finds that the subject property is located in the Community/General Commercial (CGC) 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 **L-5295-18C (Ordinance 2018-0516)** that seeks to amend the portion of the site that is within the CGC land use category to Residential-Professional-Institutional (RPI). Staff is recommending that Application for Small-scale Land Use Amendment 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 Zoning Code. A description of the category is noted below.

According to the Category Descriptions for the Urban Development Areas of the FLUE, the RPI future land use category primarily permits medium to high density residential, professional office and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be permitted as part of mixed-use developments. RPI is generally intended to provide transitional uses between commercial and residential uses.

Single use residential developments are allowed pursuant to the requirements of the Medium Density Residential (MDR) category.

While the RPI land use category in the Urban Development Area allows a maximum gross density of 30 units/acre, single use residential developments in the RPI land use category are limited to a density of 20 units/acre. The applicant intends to re-use the existing vacant hotel on site re-establishing the hotel rooms as residential units. In order to utilize the existing units within the hotel structure, a density of 22 units/ acre is necessary. A site specific policy is recommended in the companion land use amendment, Ordinance 2018-516, to allow a higher residential density in order to promote redevelopment and re-use of the existing building and encourage revitalization of the surrounding area. In accordance with FLUE Policies 1.1.25, 2.2.8 and 2.10.2 and the Urban Area development characteristics, proposed Future Land Use Element Policy 4.4.9 would be as follows:

**Future Land Use Element (FLUE), Policy 4.4.9**

Pursuant to the authority granted by Sec. 163.3187(1)(c), Florida Statutes (2017), Ordinance 2018-516-E for a small scale amendment is approved subject to the following site specific condition: Single-use residential development on the RPI site shall be permitted at up to 22 units/acre.

The minimal increase in density allowing the redevelopment and reuse of the existing building on site for residential uses provides encouragement to re-invest and revitalize the surrounding underutilized mixed-use area, consistent with policies 1.1.25 and 2.2.8. The site's location in the Baymeadows community area supports the residential development's density with a full range of urban uses and access to public transit, consistent with Policy 2.10.2 and the Urban Area development characteristics. Therefore, and in accordance with policies 1.1.25, 2.2.8 and 2.10.2 and the Urban Area development characteristics, the associated development shall be permitted up to 22 units/acre.

If the companion land use amendment, **Ordinance 2018-0516**, is adopted, the requested PUD zoning district would be consistent with the proposed RPI category, subject to site specific policy 4.4.9 of the FLUE. Staff has reviewed the proposed PUD and finds that the permitted and permissible uses included within the written description are consistent with the proposed RPI land use 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?***

Besides the applicant's request for signage and sidewalk mobility, 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.

***(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): Community/General Commercial (CGC). However, there is a companion Application for small-scale Land Use Amendment to the Future Land use Map Series **L-5295-18C (Ordinance 2018-0516)** that seeks to amend the portion of land that is within the CGC land use category to RPI.

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:

**Goal 1**

To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

**Policy 1.1.10A**

Residential development on sites less than 10 acres that are located within predominantly non-residential Future Land Use Categories and that are processed as small-scale map amendments shall be limited to a maximum of 10 dwelling units per acre unless authorized through approval of a Planned Unit Development (PUD) rezoning. The maximum density allowed in the PUD shall be the result of analysis for compatibility with abutting development based on the criteria provided below. The maximum density in each non-residential Future Land Use Category does not constitute entitlement to the maximum permitted density without justification provided pursuant to analysis of the criteria. Such analysis may lead to a recommendation of approval, denial, or a condition of approval on a Planned Unit Development (PUD) rezoning capping the

residential density.

All PUDs approved with a density cap above the 10 dwelling units per acre limitation pursuant to this policy shall contain the following statement either in the written description or within the enabling legislation:

A residential density limit of 22 dwelling units per acre has been placed on this property as a result of Future Land Use Element (FLUE) Policy 1.1.10A. This density limit can only be changed through application for a rezoning (administrative and minor modifications to increase the density are not permitted) and the requirements of FLUE Policy 1.1.10A must be applied to determine the appropriateness of any increase in residential density.

The criteria below shall be considered in determining the appropriate maximum density for PUD rezonings pursuant to this policy:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or manmade buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout

**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 and 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 1.2.20**

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 1.2.22**

Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

**Policy 1.2.25**

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.

**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.

**Policy 2.2.8**

Encourage the redevelopment and revitalization of run-down and/or under-utilized commercial areas through a combination of regulatory techniques, incentives and land use planning. Adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists.

**Policy 2.10.2**

The City shall include incentives in the development review process to encourage residential development with supporting uses such as retail, restaurant, recreation and open space that relate physically and visually to nearby areas of the City through a design concept, which includes, but is not limited to:

1. Residential development with a full range of urban uses and support facilities; and
2. Physically connected neighborhoods bound together by pedestrian paths and public spaces.

**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.

**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.

**Recreation and Open Space Element**

**Policy 2.2.1**

The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

**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.

**Transportation Element**

**Policy 1.4.7**

The City shall require new development or redevelopment to support alternative modes of transportation. Such measures may include, but are not limited to, the provision of sidewalks, bikeways, transit stops, or other facilities to support alternative modes, such as parking management systems and park-and-ride facilities.

**Policy 2.3.6**

The City shall require that access to newly developed and redeveloped parcels, other than parcels zoned for or used for single-family dwellings, with frontage along two or more roadways be limited in order to protect performance of the City's transportation network. Access shall be limited to one per roadway with access from the higher functional class roadway or roadway with the higher average daily traffic being limited to right turn-in/right turn-out only. However, exemptions from this Policy may be granted by the Traffic Engineering Division and the JPDD where factors justify the exemptions. Factors to be taken into consideration for exemptions may include, but are not limited to: parcel size and road frontage; projected trip generation of a development; safety and congestion hazards; potential

for delay on adjacent road facilities; environmental degradation; adequate traffic circulation; and/or elimination of existing access points.

**Policy 2.3.7**

Access for corner lots or parcels shall be located the greatest distance from the corner commensurate with property dimensions. For roadways having a functional classification of collector or higher, access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through-lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the JPDD.

**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, 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.

**Policy 10.5.12**

The City shall continue to ensure that pedestrian sidewalk systems adequately connect areas of concentration of employment, residences, and schools with mass transit opportunities.

***(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 site will also receive credit for the last lawful use of the property.

***(3) Allocation of residential land use***

This proposed Planned Unit Development intends to utilize 0.82 acres of the 4.79 parcel (**see Exhibit F**) for the renovation and development of 103 dwelling units. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.



**(4) Internal compatibility**

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

The use of existing and proposed landscaping: The subject site will be developed in accordance with Part 12 of the Zoning Code and Article 25 of Charter of the City of Jacksonville. Furthermore, this the site will developed in accordance with the attached landscape plan as Exhibit “J”

The treatment of pedestrian ways: Although the proposed development will not provide access using existing sidewalks along Cypress Green Drive, the applicant will provide multiple ADA accessible pathways within the site.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system would be serviced using three (3) access points along Cypress Green Drive.

Additionally, Baymeadows Road (SR 152), from I-95 to Old Baymeadows Road, is the directly accessed functionally classified roadway. Baymeadows Road is a 4-lane divided Arterial in this vicinity and is currently operating at 124.37% of capacity. This Baymeadows Road segment has a maximum daily capacity of 39,800 vpd and a 2017 daily traffic volume of 49,500 vpd. This proposal is for 103 dwelling units of ITE Multi-Family Low-Rise, which would generate 754 vpd.

The use and variety of building setback lines, separations, and buffering: Given the current configuration of the site and orientation of the buildings, a variety of setbacks will be provided in an effort to accommodate redevelopment of the property.

The use and variety of building sizes and architectural styles: Commonly known as “micro-apartments,” the 103 multi-family dwelling units will consist of studio apartments ranging from approximately two hundred fifty (250) square feet to five hundred (500) square feet in size.

**(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 mixed-use area with commercial properties as the prevailing use. Allowing for the redevelopment of the subject site will complement the neighboring commercial uses by providing a mixed-variety of land uses and promote residential urban infill within the Baymeadows area.

The adjacent uses, zoning and land use categories are as follows:

<b>Adjacent Property</b>	<b>Land Use Category</b>	<b>Zoning District</b>	<b>Current Use(s)</b>
North	NC	PUD 2014-0539	Open Space
East	NC	PUD 2014-0537	Open Space
South	CGC	CCG-1	Business Offices
West	CGC	CCG-1	Business Offices

***(6) Intensity of Development***

The proposed development is consistent with the proposed RPI functional land use category and is a single-use, multi-family development, which is not to exceed 103 dwelling units. The PUD is appropriate at this location because it will support the existing offices, service establishments and contribute to the variety of housing products within the area.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for utilities.

However, Staff should note that in a review provided by JEA, the request of a 5 feet setback from the JEA Pump/Lift Station contradicts with their requirement of providing a 10' landscape buffer around the lift station property. In addition, JEA’s standard setback of JEA infrastructure from the building foundation is dependent on the depth of the infrastructure. Nonetheless, JEA states this deviation from the standard is acceptable to bring the existing conditions into compliance. However, when the existing building is replaced, the JEA standards in effect at the time of the building replacement shall apply.

No other objections by JEA. Project shall meet the JEA Design Standards in effect at the time of construction plan review/approval.

The site is served by the following schools:

<b>SCHOOL</b>	<b>CONCURRENCY SERVICE AREA</b>	<b>STUDENTS GENERATED</b>	<b>SCHOOL CAPACITY (Permanent/Portables)</b>	<b>CURRENT ENROLLMENT 20 Day Count (2017/18)</b>
Beauclerc ES #230	4	17	1,041	799
Southside MS #211	3	8	977	842
Englewood HS #90	3	10	1,864	1,856

- Does not include ESE & room exclusions
- Analysis based on **103** dwelling units – 2018-0517

***(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 facility, a swimming pool, a cabana, clubhouse, and dog walk. Additionally, 150 square feet of recreational space will be provided per dwelling unit—consistent with Sec 656.420 of the Zoning Code.

***(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 not identify any wetlands on-site. However, the written description states “Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.”

***(9) Listed species regulations***

No wildlife survey was required as the project is less than the 50-acre threshold.

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

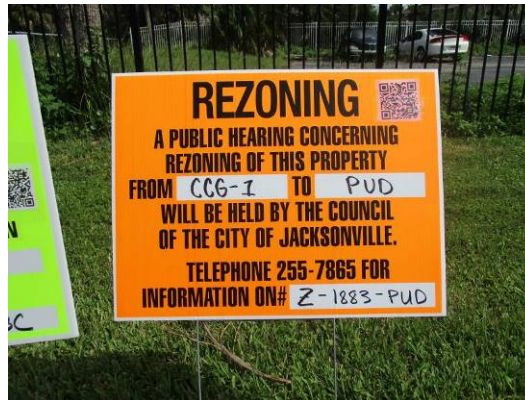
The site will be developed in accordance with Part 6 of the Zoning Code.

***(11) Sidewalks, trails, and bikeways***

The project **will not** contain a pedestrian system that meets the 2030 Comprehensive Plan. Staff finds the applicant’s waiver request to directly conflict with the Southeast Vision Plan, Baymeadows Community Plan, and the 2030 Comprehensive Plan, which mandates redevelopment sites to provide alternative modes of transportation such as sidewalks and/or bikeways.

**SUPPLEMENTAL INFORMATION**

Upon visual inspection of the subject property on **August 21, 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 Application for Rezoning Ordinance **2018-0517** be **APPROVED with the following exhibits:**

- The original legal description dated January 22, 2018**
- The original written description dated June 25, 2018**
- The original site plan dated June 27, 2018**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2018-0517** be **APPROVED WITH CONDITIONS.**

- 1. Pursuant to the recommendations outlined in the Southeast Vision Plan and the Baymeadows Community Plan, the applicant shall provide a sidewalk along Cypress Green Drive.**
- 2. Pursuant to Policy 4.1.5 of the Transportation Element of the 2030 Comprehensive Plan, the applicant must provide for the convenient and safe access by and securing of bicycles on site. The bicycle parking must be consistent with the requirements outlined in Part 6 of the Zoning Code.**

**Figure A:**



**Source: Planning & Development Dept, 8/24/18**

**Aerial view of the subject site and parcel, facing north.**

**Figure B:**



**Source: Planning & Development Dept, 8/21/18**

**View of the subject parcel facing north.**

**Figure C:**



**Source: Planning & Development Dept, 8/21/18**

**View of the subject parcel facing north.**

**Figure D:**



**Source: Planning & Development Dept, 8/21/18**

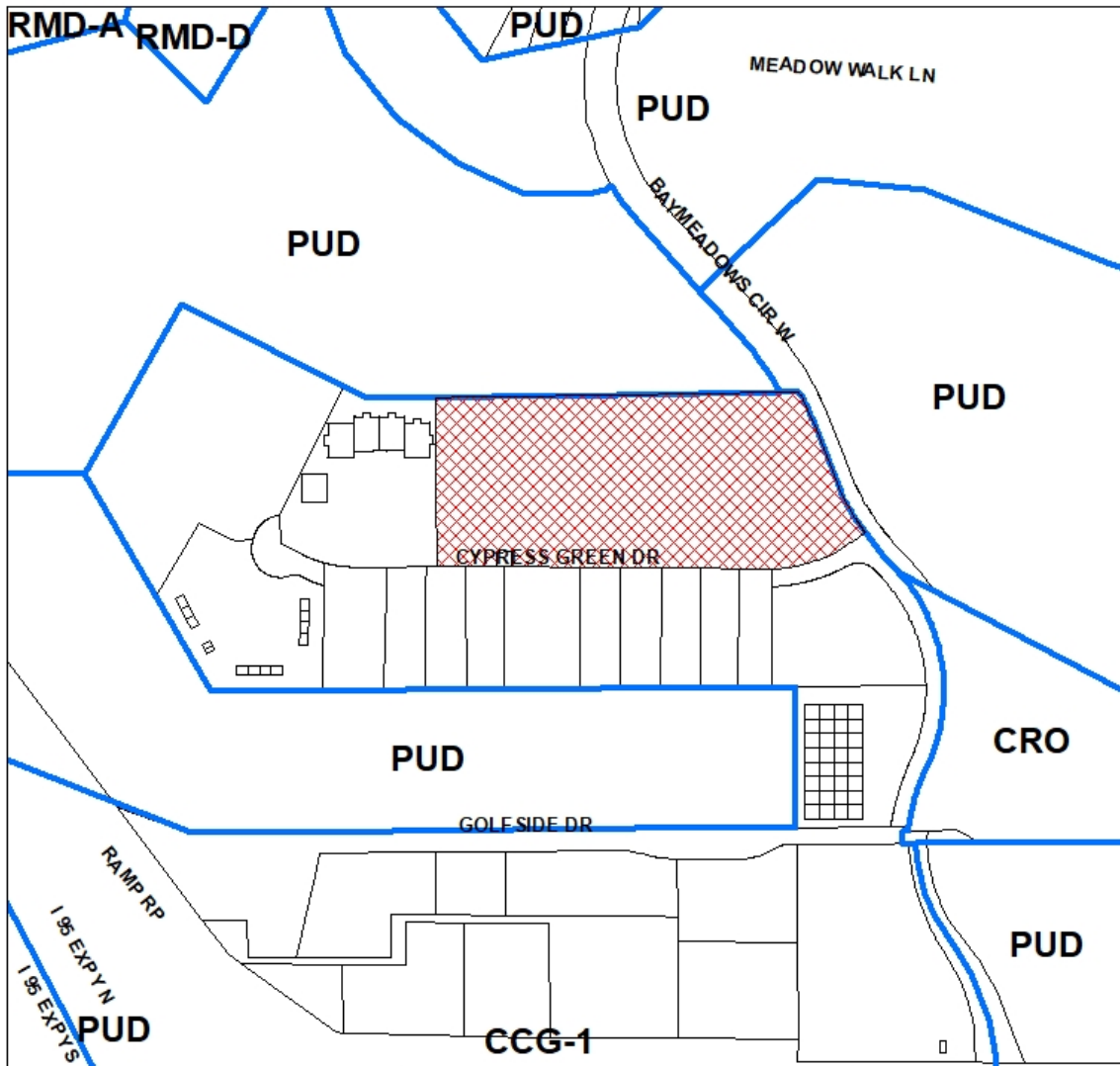
**View of the subject site's existing vehicle use area (VUA), facing north.**

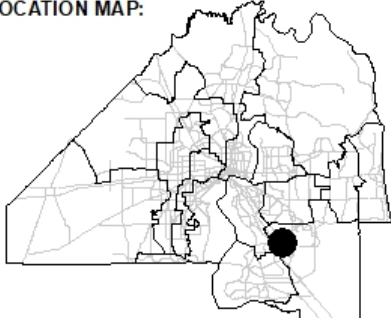
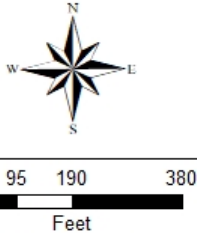
**Figure E:**



**Source: Planning & Development Dept, 8/21/18**

**View of the site's existing pole sign, facing north.**



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1 TO: PUD</p>	<p>LOCATION MAP:</p>  <p>TRACKING NUMBER <b>T-2018-1883</b></p>	 <p>COUNCIL DISTRICT: <b>11</b></p> <p><b>PAGE 1 OF 1</b></p>
--	---	--