REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2018-0827

TO PLANNED UNIT DEVELOPMENT

JANUARY 3, 2019

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 **2018-0827** to Planned Unit Development.

Location:	2900 College Street and 0 College Street; on the south side of College Street between Willowbranch Avenue and Rubel Street	
Real Estate Number(s):	064616-0000 and 064622-0000	
Current Zoning District(s):	Planned Unit Development (PUD 2008-109)	
Proposed Zoning District:	Planned Unit Development (PUD)	
Current Land Use Category:	Community General Commercial (CGC)	
Proposed Land Use Category:	Medium Density Residential (MDR)	
Planning District:	Northwest, District 5	
Applicant/Agent:	Curtis Hart Hart Resources, LLC 8051 Tara Lane Jacksonville, FL 32216	
Owners:	Hoose Homes and Investments, LLC 7563 Philips Highway, Suite 109 Jacksonville, FL 32256	
Staff Recommendation:	APPROVE	

GENERAL INFORMATION

Application for Planned Unit Development **2018-0827** seeks to rezone approximately $1.10\pm$ acres of land from Planned Unit Development (PUD 2008-0262) to PUD so as to develop a single family residential community of up to nineteen (19) single family detached homes. In 2008, the PUD site was approved for a mixed use development called "The Point at Riverside"

of commercial uses and 24 multi-family residential dwelling units (Ordinance 2008-262-E). The 2008 project consisted of two identical buildings with commercial offices on the first floor and residential living units on the 2nd and 3rd floors. However, the project was not developed.

This proposed PUD will be exclusively residential, and will consist of two-story fee-simple homes on nineteen (19) lots with ten (10) homes having two car garages and nine (9) homes with two parking spaces each. The property currently has the designation of CGC in the Future Land Use Map in the City's Comprehensive Plan and was previously developed as a warehouse. The entire subject site is currently vacant and has been unused for approximately 10 years.

There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series (FLUMs) of the *2030 Comprehensive Plan*, Ordinance 2018-0826 (Application L-5269-17C-5-14) which requests to change the functional land use category for the subject site from the Community General Commercial (CGC) land use category to the Medium Density Residential (MDR) category. The Planning and Development Department has submitted its report on the companion land use amendment, 2018-0826, and recommends approval of that request.

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 primarily in the 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. There is, however, a companion Application for Small-Scale Land Use Amendment to the FLUMs, Ordinance 2018-0826 (Application L-5269-17C-5-14), that seeks to amend the site's designation so that it is categorized entirely as MDR. The Medium Density Residential (MDR) future land use category in the Urban Development Area is intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR is generally intended to provide transitional uses between commercial and single family residential uses. Staff is recommending that Ordinance 2018-0826 be approved; therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan.

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

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 meet all portions of the City's land use regulations and further 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 a 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 CGC functional land use category as identified in the Future Land Use Map series (FLUMs), and as previously mentioned, a land use change has been requested for the property to the MDR designation. The PUD site plan is compatible with the development characteristics of the MDR, Urban Area (UA) land use category description. This proposed rezoning to Planned Unit Development has been reviewed in relation to and is consistent with the 2030 Comprehensive Plan including the following Future Land Use Element (FLUE) goals, objectives and policies:

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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination

FLUE Policy 1.1.22 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.

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 may be 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, nonresidential, 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 Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

FLUE Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

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 application site is within the Riverside-Avondale Historic District. The Historic Preservation Commission approved the project at their August 22, 2018 meeting. The Commission approved the project site plan and proposed plans for the lots and delegated approval of the development to the historic staff of the Planning and Development Department of each lot that are within the confines of the Historic Preservation Commission's approval. Therefore, as proposed the amendment is consistent with FLUE Policies 3.1.3 and 4.1.8B.

The site currently has access to centralized sewer and wastewater, pursuant to FLUE Policy 1.2.9. According to a JEA letter, dated December 1, 2016, there is an 8-inch water line on the south side of College Street adjacent to the property frontage of the development site. In addition there is an 8-inch gravity sanitary sewer line within the same right-of-way.

The PUD proposes the development of a single family residential development on infill property in the Urban Development Area and within the Riverside-Avondale Historic District and continues the residential development pattern of neighboring properties. The subject site is underutilized and vacant and already has infrastructure and public utilities. As such, the PUD is consistent with FLUE Objectives 1.1, 3.1 and 6.3 and FLUE Policy 1.1.22. Based upon the proposed written description and site plan, the development will aid in the revitalization and

residential improvement of the Riverside-Avondale neighborhood and of Northwest Jacksonville and increases the supply of safe and sanitary housing through the redevelopment of this residential neighborhood. The subject site is located within the boundaries of the Northwest Jacksonville Vision Plan in an area the plan designates as the "Traditional Building Area." Themes of this Vision Plan include strengthening existing neighborhoods, creating new neighborhoods, and spurring in-town development in the "Traditional Building Area." The proposed MDR land use change and PUD rezoning strengthen the existing Riverside neighborhood by converting vacant, underutilized land into a functional and compatible use, while promoting infill development. Therefore, the proposed rezoning is consistent with the Northwest Jacksonville Vision Plan and FLUE Policy 4.1.8B.

The proposed rezoning has been identified as being related to the following issues addressed in the 2030 Comprehensive Plan:

Impact Assessment:

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, Development Standards for Impact Assessment. These standards produce development potentials as shown in this Section.

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The application indicates that the site will be served by JEA for both water and sewer.

Infrastructure Element

Sanitary Sewer Sub-Element

Policy 1.1.1 JEA shall provide for regional wastewater facilities associated with development within the Urban Area as defined in the Future Land Use and Capital Improvements Element, excluding improvements within the service area of an investor-owned public utility company of regional status.

School Capacity

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Transportation

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment is not anticipated to result in an increase of net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office.

Transportation Element

Policy 1.2.1 The City shall use the Institute of Transportation Engineers Trip Generation Manual, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Capital Improvements Element

Policy 1.6.1 Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

Supplemental Transportation Information

The 2030 Mobility Plan replaced the transportation concurrency management system to address the multi-modal mobility needs of the city. Mobility needs vary throughout the city and in order to quantify these needs the city was divided into 10 Mobility Zones. The Mobility Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 7. Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2018) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity. The result of the V/C ratio analysis for the overall Mobility Zone 7 is 0.66. College Street between McDuff Avenue and Margaret Street is the first functional classified road that would be impacted by the proposed development. College Street is a 2 lane undivided collector facility with a maximum daily capacity of 13,536 vpd. The proposed residential development could generate approximately 124 net daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.25 with the inclusion of the additional traffic from this land use amendment. It is recommended that an operational analysis be submitted to the Planning and Development and City Traffic Engineer prior to the 10-set plan review.

Airport Environment Zone

The site is located within the 500-feet Height and Hazard Zone for the Jacksonville Naval Air Station and Herlong Recreational Airport. Zoning will limit development to a maximum height of less than 500 feet, 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.

Riverside Overlay and Riverside-Avondale Historic Districts

The land use amendment site is located within the boundaries of both the Riverside Overlay District (2008-192-E) and the Riverside-Avondale Historic District (Ordinance 1997-1029-E). The Jacksonville Historic Commission reviewed the proposed nineteen (19) unit site plan on August 22, 2018. If both the land use amendment (Ordinance 2018-826) and rezoning are approved then new home architectural plans must follow the COA-18-21064 final order. In addition, before new home construction begins, PUD verification and Historic Preservation staff approval of Certificate of Appropriateness (COA) is required.

Historic Preservation Element

Policy 1.1.3 The City shall continue to submit for review by the Jacksonville Historic Preservation Commission all plans that will physically alter the appearance of a designated site, property, or historic district

Given the aforementioned, 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.

(2) Consistency with the Concurrency and Mobility 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 Office (CMSO) applicable to the subject site prior to development approvals. The property was previously subject to application for Conditional Capacity Availability Statement CCAS 51657.0 College Street Mixed Use and was issued CDN 7961.0. That statement has expired. Any new application on the same property should reference the previous approval in order to link in the City of Jacksonville database.

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 building permit. Offsetting credit for previous or existing structures on the property (to be demolished) might be possible if adequately documented by the applicant.

(3) Allocation of residential land use

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

(4) Internal compatibility

The proposed PUD is consistent with 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: Because the development is less than 100 lots, it is not subject to Section 656.420 of the Zoning Code, which would have required 150 feet of recreational/open space be provided per dwelling unit.

<u>The use of existing and proposed landscaping</u>: The proposed development shall comply with Sec. 656, Part 12 of the Zoning Code. Fencing and screening shall conform to the fencing guidelines for Historic Districts set forth in Historic Preservation Guidelines, Chapter 307 of the Ordinance Code.</u>

<u>The treatment of pedestrian ways</u>: Sidewalks will be provided as required by the 2030 Comprehensive Plan.

<u>Traffic and pedestrian circulation pattern</u>: The circulation pattern proposed by the PUD utilizes its frontage on College Street as well as a recognized 10' wide alley to the south with access to both Willowbranch Avenue and Rubel Street. The location and final design of the access points/driveways are subject to the review and approval of the City Traffic Engineer and the Planning and Development Department.

<u>The use and variety of building setback lines, separations and buffering</u>: The proposed site plan and written description indicates a typical lot size for the Riverside area for the majority of the lots, with all proposed structures requiring a Certificate of Appropriateness (COA) to determine compatibility with the Riverside-Avondale Historic District guidelines. The proposed development standards are as follows:

Lot Requirements (Required setbacks shall be measured to the face of the structural wall of the home or building. Nonstructural exterior surfaces or veneers will not be considered encroachments):

(1) Minimum lot area: 2,178 square feet

- (2) Minimum lot width: 36 feet
- (3) Minimum Low length 60.5 feet
- (4) Maximum lot coverage: 80%
- (5) Minimum front yard: 5 feet.
- (6) Minimum side yard: 3 feet (except for lot 10) *
- (7) Minimum rear yard: 10 feet.
- (8) Maximum height of structures: 35 feet

* Due to the irregular shape of the property the northeast corner of Lot 10 has a side yard setback of 2.25 feet.

The variety and design of dwelling types: As previously mentioned, the subject site is located within the Riverside-Avondale Zoning Overlay, and as such each dwelling unit will need to receive a COA from the Historic Preservation Section of the Planning and Development Department prior to construction. The site plan "Exhibit "E" is conceptual and revisions to the plan may be required as the proposed development proceeds through final engineering and site plan review, subject to the review and approval of the Planning and Development Department. All buildings structures, fencing and signage shall be constructed and painted with material that are aesthetically compatible and blend with the historical character of the surrounding area as defined in Chapter 307 (Historic Preservation and Protection). The applicant has obtained a Certificate of Appropriateness from the Jacksonville Historic Preservation Commission. COA-18-21064 and COA-18-21064 Addendum is attached and made a part of the application submittal, and will govern the construction of homes on this site. Any changes to the exterior or architectural design of the buildings shall be submitted to the Planning and Development Department for their review and approval consistent with COA-18-21064.

Contained within the COA-18-21064 addendum are the architectural drawings for the different elevations requested. The various square footage, exterior, interior and garage layouts are included so that the Historic Preservation Commission is assured that one of the different elevations presented will be constructed on each of the nineteen (19) lots. COA-18-21064 sets the framework for every home within this development. The consumer will choose from different elevations, floor plan and garage types presented in the COA-18-21064 addendum. A cover letter provided from the Planning Department Historic Preservation Section explaining the process is also made a part of this application.

(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:

<u>Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon</u>: The site is bordered by apartments on the east and three smaller apartment buildings on the south west corner. Single family homes make up the rest of the development to the south. There is a bar/commercial building to the west of the site across Willowbranch Avenue. Directly across College Street to the north of the project is land zoned Industrial Light

that was once home to a former dairy and now being used as a concrete and aggregate soil storage area and heavy equipment storage site.

<u>The Comprehensive Plan and existing zoning on surrounding lands</u>: The request for the proposed PUD to develop single-family housing within the MDR land use category is consistent with the adjacent uses, zoning and land use categories as shown below:

Adjacent	Land Use	Zoning	Current Use(s)
Property	Category	District	
North	LI	IL	Light manufacturing, Vacant land,
			Multi-family, Single-family, Office,
			Warehouse, CSX railroad track
East	MDR	RMD-B, RMD-D	Multi-family, Single-family, Vacant
			land triplex, and quads)
South	MDR	RMDD	Multi-family, Single-family, Vacant
			land
West	CGC	CCG-2	Night club, Retail store, Vacant land,
			Roosevelt Expressway

(6) Intensity of Development

The proposed development is a single-family residential development, consistent with the MDR functional land use category, not to exceed 19 lots. The PUD is appropriate at this location with specific reference to the following:

<u>The existing residential density and intensity of use of surrounding lands</u>: Residential properties surrounding the subject site are designated Medium Density Residential (MDR) according to the FLUMs of the 2030 Comprehensive Plan. The MDR land use category designation is contiguous to the subject site; and this land use category allows for a density of up to twenty (20) dwelling units per acre when full urban services are available. The density of the historic residential neighborhood adjacent the subject site is below this maximum. The proposed development reaches a density of 5.7 dwelling units per acre, which is similar to and consistent with the surrounding residential properties.

The availability and location of utility services and public facilities and services: The subject site is served by the following schools:

While the proposed amendment includes a residential component, the site will generate fewer than 20 residential units. Therefore, the proposed development will have a de minimis impact on school capacity.

Jacksonville Electric Authority (JEA) electric, water, and sewer services are available at this location. A JEA letter of availability has been issued for this project (2016-1875).

<u>The amount and size of open spaces, plazas, common areas and recreation areas</u>: The development is providing a courtyard for common use as well as a small park 1,900 square foot. The courtyard is a 19 foot by 360-foot easement over the rear of all lots that will be a community meeting space. The 1,900 square foot park will contain the mail kiosk, open lawn and picnic tables.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system and arteries: The subject site is accessed from College Street as well as an alleyway with access to both Willowbranch Avenue and Rubel Street.

The Planning and Development Department completed a transportation analysis and determined that the proposed rezoning and land use amendment is not anticipated to result in an increase of net new daily external trips. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. Based on a review by the Transportation Division of the Planning and Development Department, this road segment currently has sufficient capacity to accommodate the traffic generated by the proposed development. College Street between McDuff Avenue and Margaret Street is the first functional classified road that would be impacted by the proposed development. College Street is a 2 lane undivided collector facility with a maximum daily capacity of 13,536 vpd. The proposed residential development could generate approximately 124 net daily trips unto the network. This segment is expected to operate at a V/C ratio of 0.25 with the inclusion of the additional traffic from this land use amendment. A collector is a surface street that provides land access and traffic circulation within residential, commercial, and industrial areas. Collector roads collect and distribute traffic between local roads and arterial roads. Collectors provide service that is of relatively moderate traffic volume, moderate trip length and moderate operating speed.

(7) Usable open spaces plazas, recreation areas.

Because the development is less than 100 lots, it is not subject to Section 656.420 of the Zoning Code, which would have required 150 feet of recreational/open space be provided per dwelling unit.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify any wetlands on-site. However, 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 subject site will be developed in accordance with Part 6 of the Zoning Code. Two parking spaces will be provided back to back for the nine (9) lots backing up to College Street. The ten (10) lots entering from the alley with have a two-car garage.

(11) Sidewalks, trails, and bikeways

The project will be required to maintain a pedestrian system that complies with the 2030 *Comprehensive Plan.* Pedestrian access to the courtyard will be limited, however a gate will be provided so the courtyard could be accessed from the outside. Sidewalks will be provided along the College Street frontage.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on December 14, 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 **2018-0827** be **APPROVED** with the following exhibits:

- 1. The legal description dated July 10, 2017.
- 2. The written description dated November 2, 2018.
- 3. The site plan dated October 15, 2018.

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Aerial view of the subject site facing north



The subject site facing south from College St.



The subject site facing south from College St.



The subject site on the left facing south along College St.



Facing southeast into the site from Willowbranch Ave.



Facing south along Willowbranch Ave. with the subject site on the left



Facing south along Rubel St with the subject site on the right

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