

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2019-67 TO
PLANNED UNIT DEVELOPMENT

MARCH 7, 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 2019-67 to Planned Unit Development.

Location: 13727 Atlantic Boulevard (SR 10) between
San Pablo Road North and Intracoastal
Waterway

Real Estate Number(s): 167141-0900, 167139-0000

Current Zoning District(s): Residential Rural-Acre (RR-Acre)
Commercial Community General-1 (CCG-1)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)
Community General Commercial (CGC)

Proposed Land Use Category: Medium Density Residential (MDR)
Conservation (CSV)

Planning District: Greater Arlington/Beaches, District 2

Applicant/Agent: T.R. Hainline, Esq.
Rogers Towers, P.A.
1301 Riverplace Boulevard, Suite 1500
Jacksonville, Florida 32207

Owner: Neptune Baptist Church, Inc.
407 3rd Street
Neptune Beach, Florida 32266

Staff Recommendation: **APPROVE WITH CONDITION**

GENERAL INFORMATION

Application for Planned Unit Development 2019-67 seeks to rezone approximately 21.96 acres of land from RR-Acre and CCG-1 to PUD. The rezoning to PUD is being sought to develop a maximum of 253 multi-family residential units. The parcel is currently undeveloped.

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.

(A) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?

Yes. There is a companion Application for Semi-Annual Land Use Amendment to the Future Land Use Map Series of the 2030 Comprehensive Plan, Ordinance 2019-66 (Application L-5314-18A) requesting to change the functional land use category of the subject property from LDR and CGC to MDR and CSV. 14.42 acres will be changed to MDR and 7.53 acres will be changed to CSV. The Planning and Development Department has submitted its report on the companion Large-scale Land Use Amendment L-5314-18A and recommends that the same be approved.

According to the Category Description for the Suburban Development Area of the FLUE, Medium Density Residential (MDR) is intended to provide compact low to medium density mixed use development. In the Urban Development Area, MDR is intended to provide compact medium density residential development. Plan amendments requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. The maximum gross density for the MDR category in both the Urban and Suburban Development Areas is 20 units per acre and the minimum gross density is greater than seven (7) units per acre. Multifamily residential development is a principal use in the MDR land use category.

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

Yes. 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 (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.

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.

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 1.5.3 Protect potable water well fields, areas of moderate to high aquifer recharge, known habitat areas of rare, endangered, or threatened species, and other significant natural resources through Land Development Regulations enacted which limit activities having the potential to contaminate soil, ground or surface waters, or otherwise destroy these sensitive areas, consistent with the provisions of the Conservation/Coastal Management Element.

Policy 1.5.14 In accordance with the Conservation and Coastal Management Element, the City shall encourage environmentally sensitive areas to be placed in a Conservation land use category, Conservation zoning district, and/or conservation easement.

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 3.1.11 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods. The Land Development Regulations shall detail the requirements for public access and interconnectivity within and between developments based on standards such as but not limited to a connectivity score, maximum separations between connections to adjacent developments, and rules relative to hours, operations, and public safety considerations for any restriction of access through the use of gates.

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 intended plan of development furthers the above Goals, Objectives and Policies by providing a transition between commercial and single family residential and using innovative site planning to designate wetlands and Coastal High Hazard Areas for conservation

(C) 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 categories as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR) and Community General Commercial (CGC). There is a companion Application for Large-scale Land Use Amendment to the Future Land use Map Series L-5314-18A (Ordinance 2019-66) that seeks to amend the portion of land that is within the LDR and CGC land use categories to MDR and CSV. The Planning and Development Department finds that the proposed PUD is consistent with the 2030 Comprehensive Plan.

(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 residential development not to exceed 253 units. 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. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The streetscape: The building will be 200 feet from Atlantic Boulevard and any impact to the streetscape along the road will be minimal.
- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The written description indicates that 0.87 acres of active recreation area will be provided on site for residents.
- The use of existing and proposed landscaping: The written description indicates the development will comply with Part 12 Landscape regulations of the Zoning Code.
- The treatment of pedestrian ways: Pedestrian ways will comply with the Comprehensive Plan
- Focal points and vistas: The application will set aside approximately 7 acres of wetlands which will preserve views of the surrounding salt marsh and Intracoastal Waterway. The wetlands are to be placed in the Conservation (CSV) Land use category.
- The use of topography, physical environment and other natural features: As mentioned above, 7.53 acres of wetlands will be set aside in the Conservation (CSV) land use category.
- Traffic and pedestrian circulation patterns: The site plan shows one access point on Atlantic Boulevard and a loop configuration for the parking area. The site plan indicates the development may be gated and those gates are approximately 150 feet from Atlantic Boulevard allowing ample queuing for residents.
- The use and variety of building setback lines, separations, and buffering: The written description indicates the maximum building height is 55 feet. The maximum height for multi-family in the Zoning Code is 45 feet, however there is a provision that the height can be increased one foot for every one foot increase in setback. The closest the building is to any property line is 60 feet. The written description indicates the setbacks from the property boundary is 20 feet, which is consistent with a Residential Medium Density (RMD) zoning district.
- The use and variety of building groupings: The site plan shows one building located in the center of the parcel. This location maximizes the distance from the residential dwellings to the north and west.
- The use and variety of building sizes and architectural styles: The application does not contain any information on the expected style.

- The use and variety of materials: The application does not contain any information on the type of materials to be used.
- The separation and buffering of vehicular use areas and sections of vehicular use areas: The parking areas will comply with Part 12 requirements.
- The variety and design of dwelling types: The intended plan of development is for a maximum of 253 units in one building.
- The particular land uses proposed and the conditions and limitations thereon: Not applicable
- The form of ownership proposed for various uses: Not applicable
- Compatible relationship between land uses in a mixed use project: The proposed uses are ancillary to the intended multi-family dwellings.
- Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: Not applicable

(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:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The land use amendment is placing 7.53 acres of wetlands along the west and north boundaries in the Conservation (CSV) Land Use Category. This undeveloped area will provide buffering for the adjacent single family dwellings to the north and west..
- The type, number and location of surrounding external uses: Along the west and north are single family dwellings on lots ranging from 0.5 to 0.8 acres. There is minimal impact expected due to the 7.53 acres between the single family and the proposed development to the south. A service garage and heavy equipment sales front along Atlantic Boulevard on either side of the entrance to the proposed development.
- 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-90	Single family dwellings
South	CGC	CCG-1	Various commercial uses
East	CGC	PUD (07-356)	Salt marsh, undeveloped, proposed 590 multi-family units
West	LDR	RR-Acre RLD-90	Single family dwellings

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: The subject property is located within the boundaries of the *Greater Arlington / Beaches Vision Plan (2010)*. The Plan provides guidelines in support of Sub-Principle 2.1, which states, “Promote greater density/diversity of land uses in appropriate locations.” These guidelines describe the most appropriate locations for new housing and aim to protect existing neighborhoods from incompatible development. Consistent with these guidelines and Sub-principle 2.1 of the Plan, the proposed land use amendment to MDR is located on underutilized land along a corridor and on the periphery of a single-family development.

The CSV portion of the proposed amendment is consistent with Sub-Principles 5.1 and 5.3 of the Plan, which state respectively, “Protect and enhance conservation and natural areas and provide public access” and “Preserve natural resources.”

Approximately 8.8 acres of the subject site is located within the AE flood zone and the 0.2 PCT Annual Chance Flood Hazard area. The AE flood zone is defined as an area within the 100-year floodplain or SFHA where flood insurance is mandatory. The 0.2 PCT Annual Chance Flood Hazard area is an area within the 500-year floodplain and outside of the SFHA; flood insurance is not mandatory within this flood zone. The 0.2 PCT Annual Chance Flood Hazard area is deemed to be subject to moderate flood hazards. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance. However, most of the flood zone is within the area dedicated for CSV. The flood zone outside the proposed CSV Land Use category is contained in the upland preserve as shown on the site plan.

(6) Intensity of Development

The proposed development is consistent with the MDR functional land use category as a multi-family development. The PUD is appropriate at this location due to the proximity of other multi-family developments in the immediate 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 parcel is a peninsula where the wetlands surrounds on three sides. This provides a buffer to the less intense residential dwellings to the west and north. There are multi-family dwellings 900 feet to the southeast and 1000 feet to the southwest.

- The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD: the 7.53 acres of wetlands provides protection to the single family dwellings to the west and north.
- The existing residential density and intensity of use of surrounding lands: There are single family dwellings with a maximum density of 7 units per acre are to the west and north. The PUD is proposing a maximum density of 20 units per acre.
- The availability and location of utility services and public facilities and services: JEA indicates that water and sewer are available for the proposed development.

School Impact Analysis

LUA L-5314-18A

Development Potential: 216 Multi-family Units

School Type	CSA	2017-18 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	5	9,412	95%	36	94%	165
Middle	5	2,671	95%	16	88%	42
High	5	7,792	100%	20	98%	46
Total New Students				72		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

Supplemental analysis from the Duval County School District.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2018/19)	% OCCUPIED	4 YEAR PROJECTION
Neptune Beach ES #246	5	42	1,033	835	81%	84%
Mayport MS #254	5	18	1,004	804	80%	82%
Sandalwood HS #237	5	24	2,813	2,935	104%	106%

- Does not include ESE & room exclusions
- Analysis based on maximum 253 dwelling units – 2019-0067
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The development has access to Atlantic Boulevard (SR 10) which is classified as a principal arterial. There is a full median access at the entrance to 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. The intended plan of development will have 150 square feet of active recreation area per unit, which is 0.87 acres.

(8) Impact on wetlands

A band of wetlands approximately 7.23 acres, borders the property along the west, north, and east, resulting in the proposed amendment request from LDR to CSV. The wetlands consist of salt marsh (5.43 acres), mixed wetland hardwoods (1.15 acres), and tidal creek/ditches (0.65 of an acre). They have an extremely high functional value due to its water filtration attenuation of coastal waters and reduction of storm surge in coastal high hazard areas during cataclysmic coastal storms. The proposed amendment to MDR and CSV promotes a compact and compatible land development pattern, while preserving environmentally sensitive areas, and provides an organized and balanced combination of uses, consistent with CCME Goals and Objectives below.

Conservation/Coastal Management Element (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.

Objective 4.1 The City shall protect and conserve the natural functions of its existing wetlands, including estuarine marshes.

(9) Listed species regulations

No wildlife survey was required as the project is less than the 50-acre threshold. However an Environmental Assessment Report dated March 2018 and prepared by Peacock Consulting Group, LLC did not observe any protected species.

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

The site will be developed in accordance with Part 6 of the Zoning Code with the exception that one bedroom units will have a parking ratio of 1.5 spaces per unit. The standard parking ratio for one bedroom units is 1.5 spaces for units less than 500 square feet and 1.75 spaces for units over 500 square feet. Staff has no objection to the proposed parking ratio.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan and connects to the existing sidewalk on the north side of Atlantic Boulevard.

Atlantic Boulevard, from the San Pablo Road to A1A Ramp, is the directly accessed functionally classified roadway. Atlantic Boulevard South is a 6-lane divided arterial in this vicinity and is currently operating at 85% of capacity. This Atlantic Boulevard segment has a maximum daily capacity of 59,900 vpd and a 2017 daily traffic volume of 51,000 vpd. This proposal is for 253 dwelling units of ITE 221 Midrise Multifamily Residential, which would generate 1,376 vpd. The development is subject to the mobility fee review. **Also the Transportation Planning Division is recommending a traffic study be reviewed and approved prior to 10 set final review.**

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on February 15, 2019, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2019-67** be **APPROVED with the following exhibits:**

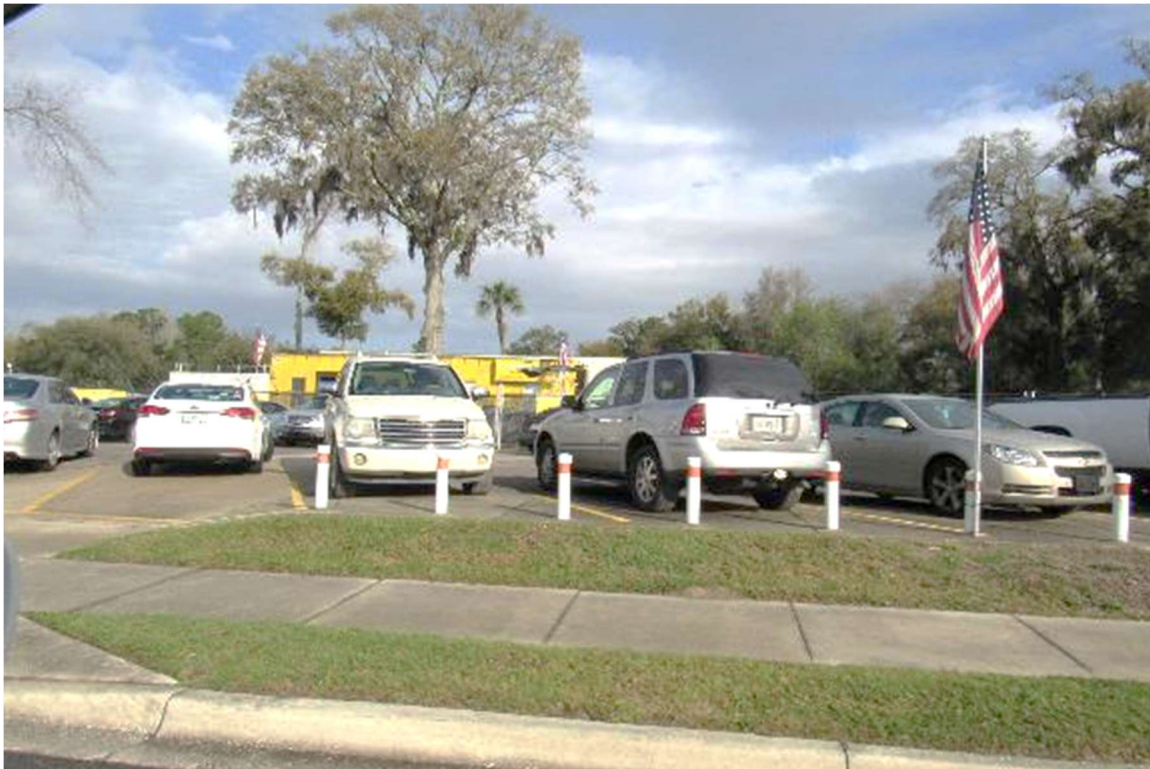
1. The original legal description dated January 8, 2019.
2. The original written description dated January 14, 2019.
3. The original site plan dated January 7, 2019.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2019-67** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. A traffic study shall be provided to the City of Jacksonville Planning and Development Department prior to the final 10-set review. The traffic study shall be conducted by a professional traffic engineer, and a methodology meeting shall be held with the Transportation Planning Division and the City Traffic Engineer prior to the commencement of the study.
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.



View of subject property



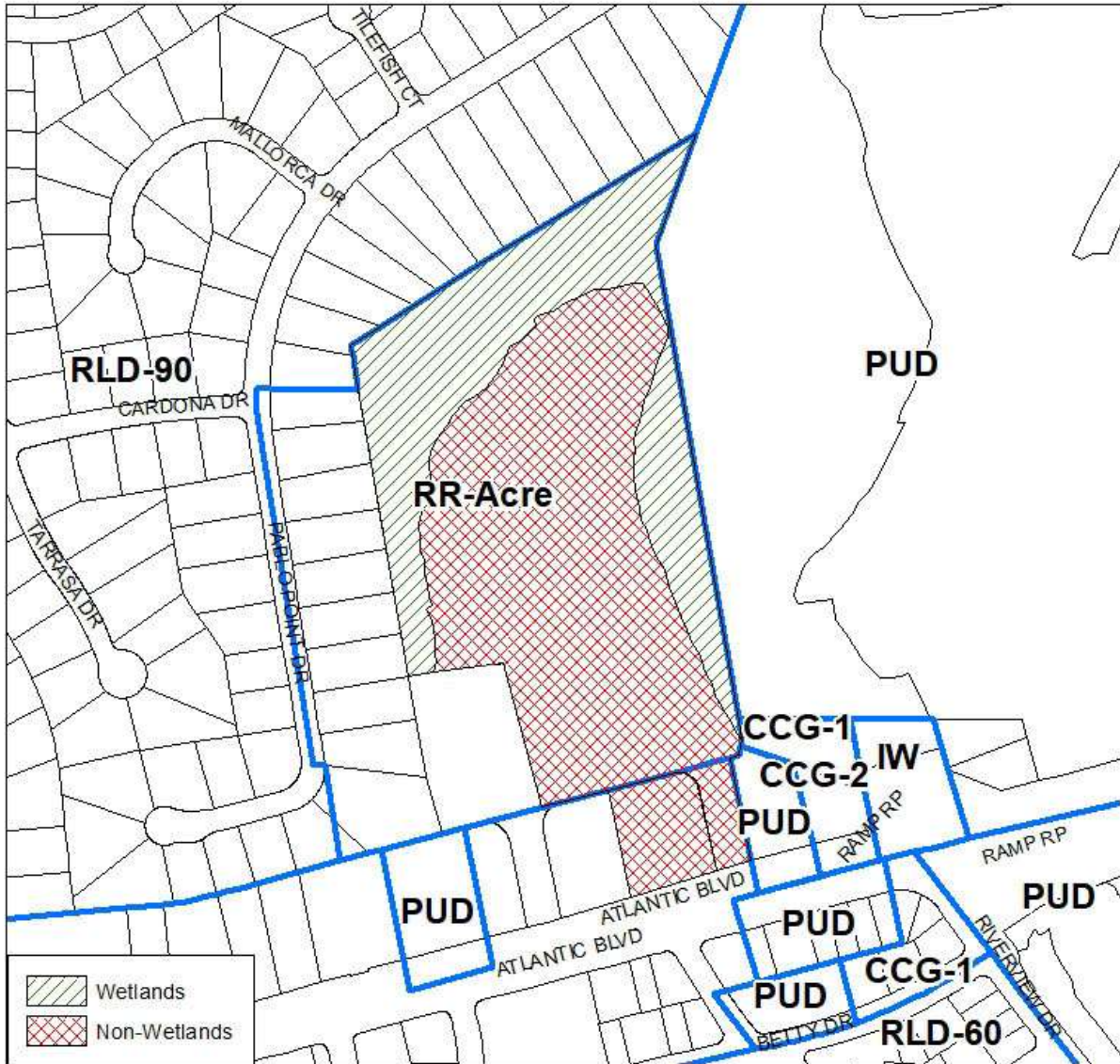
Automobile sales adjacent to subject property



Commercial business across Atlantic Boulevard



Aerial view of subject property.

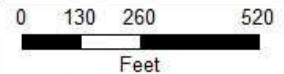
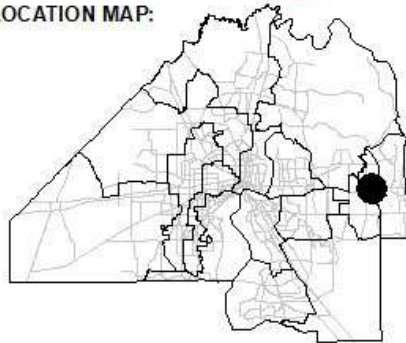


REQUEST SOUGHT:

FROM: CCG-1 & RR-ACRE

TO: PUD

LOCATION MAP:



COUNCIL DISTRICT:

3

ORDINANCE NUMBER

ORD-2019-0067

TRACKING NUMBER

T-2019-2172

EXHIBIT 2