

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2019-0117 TO
PLANNED UNIT DEVELOPMENT

MARCH 21, 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 **2019-0117** to Planned Unit Development.

Location: 13283 Main Street (US 17) and 0 Main Street (US 17)
Between Main Street (US 17) and Gillespie Avenue

Real Estate Numbers: 106624-0000 and 106619-0000

Current Zoning Districts: Commercial Community/General-2 (CCG-2)

Proposed Zoning District: Planned Unit Development (PUD)

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

Proposed Land Use Categories: Medium Density Residential (MDR)
Community/General Commercial (CGC)

Planning District: 6-North

Applicant/Agent: Zach Miller, Esq.
501 Riverside Avenue, Suite 901
Jacksonville, FL 32202

Owners: North Main Associates / Main and Drury Associates
1303 Greenridge Road
Jacksonville, FL 32207

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2019-0117** seeks to rezone approximately 9.37± acres of land from CCG-2 to PUD. The rezoning to a new PUD is being sought in order to allow for a maximum of 238 multi-family dwelling units and an outparcel for general commercial uses.

There is a companion Small Scale Land Use Amendment L-5336-18C (**Ordinance 2019-0116**) that seeks to amend a portion of land on the property from Community/General Commercial (CGC) to Medium Density Residential (MDR).

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.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to the provisions of Section 656.131 (c) of the Zoning Code, the Planning Commission shall grant an exception only if it finds from a preponderance of the evidence that the exception meets, to the extent applicable, the following standards and criteria:

(A) 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) and Medium Density Residential (MDR) functional land use categories 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 a companion Land Use Amendment to this application, which seeks to change 4.96 acres of the PUD site from Community General/Commercial (CGC) to Medium Density Residential (MDR). According to the Category Description for the Urban Development Area of the FLUE, MDR is a category primarily intended to provide compact medium density residential development. Plan amendment 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. Multi-family dwellings are a principal use in the MDR land use category. The maximum gross density for MDR in the Urban Area is 20 units/acre and the minimum gross density is greater than 7 units/acre.

The CGC land use category in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is preferred to provide support for commercial and other uses. Multi-family dwellings are a principal use in the CGC land use category. Other uses permitted in the CGC land use category include commercial retail sales and service establishments, hotels and motels, offices, and auto repair and sales. The maximum gross density for CGC in the Urban Area is 40 units/acre. Residential uses shall not be the sole use and shall not exceed 80% of a development.

The proposed site plan proposes a maximum of 238 dwelling units. In order to achieve consistency with the densities permitted in the land use categories, a maximum of 99 units is allowed the MDR portion of the development, and a maximum of 141 units is permitted in the CGC portion,

providing that approximately 13,446 sq. ft. of commercial uses are developed within the CGC portion of the site.

Although the property is not located within the Suburban Development Area, the land use table provided with the site plan indicates that development will contain an adequate amount of active recreation space, consistent with the ROSE policies below. The subject site is located within the boundaries of the North Jacksonville, Dunn Avenue & Main Street Corridor Redevelopment Plan.

Therefore, Staff finds the proposed rezoning to be 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.

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

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 1.1.2

As depicted on the FLUM series, Development Areas have been established to determine appropriate locations for land uses and densities and consist of five tiers of development intensities ranging from high density infill development in the historic core to very low density in the outlying rural areas. These include: the Central Business District (CBD); the Urban Priority Area (UPA); the Urban Area (UA); the Suburban Area (SA); and the Rural Area (RA). These Development Areas determine differing development characteristics and a gradation of densities for each land use plan category as provided in the Operative Provisions of this element.

Located in the Urban Area, Staff finds the proposed development consistent with the type of density and intensity typically found in UA development.

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.

The proposed rezoning at the subject site would directly address the projected growth along Main Street by providing for a greater variety of housing options and a limited, more compatible assortment of commercial uses for local citizens.

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.

In reference to the attached JEA Availability Letter, 2018-2971, the proposed Urban Area development must connect to City water and sewer.

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.

Based on the site plan, a scaled transition is planned between the proposed development through adequate buffering and comparable height limits.

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.

The proposed rezoning at the subject site would directly address the projected growth along Main Street by providing for a greater variety of housing options for local citizens.

Objective 6.3

The City shall accommodate growth in Jacksonville by encouraging and facilitating new 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 proposed rezoning to a PUD would allow for commercial and residential infill on traditionally vacant and underutilized parcels along Main Street. The PUD will also allow for a greater variety of residential options—which directly addresses the housing needs of City residents.

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.

As demonstrated on the attached site plan, the proposed development will provide active recreation amenities in the center of the multi-family development.

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.

In accordance with the policy mentioned herein, the multi-family dwelling development outlined on the site plan, dated November 30, 2018, will provide active recreation/amenities at a ratio minimum of 150 square feet per dwelling unit.

(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 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): Community/General Commercial (CGC). There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series L-5337-18C (Ordinance 2019-0116) that seeks to amend a portion of the subject property within the CGC land use category to MDR land use. Nonetheless, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously evaluated in Criteria (B).

(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. Therefore, the applicant/agent/owner will need to apply for Concurrency/Mobility for this proposed project prior to permitting/plan submittal with the City of Jacksonville.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize the subject parcels for a mixed-use development. 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. An evaluation of the internal compatibility of a proposed Planned Unit Development is based on the following factors:

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site plan and written description indicates that 0.81± acres of land will be provided for active recreational space. According to the site plan, the amenities will be situated between two (2) of the residential buildings. The applicant has also stated that recreation/amenities may include playgrounds, fitness centers, a pool, or cabana/club house.

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.

The treatment of pedestrian ways: Pursuant to the provisions outlined in Chapter 654 Code of Subdivision Regulations and the 2030 Comprehensive Plan, the proposed development will contain a pedestrian system that emphasizes interconnectivity between the residential and commercial development.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Main Street N and Drury Lane.

Main Street (US 17), from SR 9A to Pecan Park Road, is the directly accessed functionally classified roadway. Main Street South is a 2-lane undivided urban highway in this vicinity and is currently operating at 67.9% of capacity. This Main Street segment has a maximum daily capacity of 17,700 vpd and a 2017 daily traffic volume of 12,019 vpd.

This proposal is for 238 dwelling units of ITE 221 Midrise Multifamily Residential, which would generate 1,295 vpd.

Compatible relationship between land uses in a mixed-use project: Developing the site for multi-family dwellings and commercial retail uses creates an opportunity for unique and compact compatibility in the given area. This mixed-use development will further the intent of the Northwest Vision Plan, which is to create communities rather than subdivisions in the suburban areas of the Northwest Planning District.

(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 between Patriot Ridge Road and Guardian Drive where commercial development is the

predominate use along the Main Street corridor and single-family dwellings are situated on the periphery. Although being developed for mixed use, the subject site will preserve the residential character of the area by offering a scalable, transitional use with the abutting single-family dwellings to the east, while also offering an assortment of general commercial uses within the immediate area.

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

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	CGC	CCG-2	Vehicle Rental Service
South	CGC	CCG-2	Personal Property Storage Facility
East	LDR	RLD-60	Single-Family Dwellings
West	LI	IL	Vacant/Timber

(6) Intensity of Development

The proposed development is consistent with the MDR and CGC functional land use categories. The PUD is appropriate at this location due its location and frontage along Main Street N.

The location of various proposed uses within the PUD and the degree of compatibility of such uses with each and with surrounding uses: The subject site is located within the boundaries of District #6 – Oceanway District North of the North Jacksonville, Dunn Avenue & Main Street Corridor Redevelopment Plan. The plan suggests that this segment of the district, located near River City Marketplace, be used for a small-scale mixed-use center, which can complement the existing commercial center. The proposed PUD would incorporate a mix of both residential and commercial uses, and therefore, is consistent with the recommendations of the North Jacksonville, Dunn Avenue & Main Street Corridor Redevelopment Plan.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for city water and sewer—with existing water and force mains located along Main Street N. Additionally, in a memo provided by JEA dated March 1, 2019, the proposed project design shall meet the JEA Design Standards in effect at the time of construction plan submittal in order to accommodate approximately 60,0000 gpd.

School Capacity:

Based on the Development Standards for impact assessment, the 9.37 acre proposed PUD rezoning has a development potential of 238 multi-family units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to

accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

School Impact Analysis
PUD 2019-0117

Development Potential: 238 Multi-Family Units

School Type	CSA	2018-19 Enrollment/CSA	Current Utilization (%)	New Student/Development	5-Year Utilization (%)	Available Seats
Elementary	7	3,192	89%	40	84%	138
Middle	1	8,312	83%	17	88%	349
High	7	2,098	95%	22	89%	57
Total New Students				79		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2

The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3

The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the

DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1

The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2018/19)	% OCCUPIED	4 YEAR PROJECTION
Oceanway ES #270	7	40	680	646	95%	97%
Oceanway MS #62	1	17	1,009	949	95%	100%
First Coast HS #265	7	22	2,212	2,098	95%	101%

- Does not include ESE & room exclusions
- Analysis based on a **maximum 238 dwelling units** – PUD 2019-0117

The amount and size of open spaces, plazas, common areas and recreation areas: The site plan and written description indicates that 0.81 acres of land will be provided for an active and recreational park. According to the site plan, the park will be situated between two (2) of the multi-family residential buildings. The applicant has also stated that recreation/amenities may include open space, pedestrian paths, a recreation center, pool, or cabana/club house.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property will have an access point via Drury Lane and another access point via Main Street (US 17). Moreover, in the attached memorandums from FDOT and the Transportation Planning Division, both dated February 26, 2019, the applicant will need to adhere to several conditions prior to development. The Traffic Engineer has also reviewed the application and has issued additional comments. **Staff supports the Engineer’s findings and forwards to you the following:**

- The development shall provide sidewalks on all frontages.
- Landscape, signage, amenities, etc. shall not block horizontal sight distance for vehicles exiting either driveway.
- Drury Lane shall be widened to 20 feet from Main Street to the eastern edge of the proposed driveway, if not already 20 feet in width.

Lastly, the Parks, Recreation and Community Services Department has reviewed the application and has recommended a condition based on the subject property's proximity to Oceanway Middle School. **Staff also supports the Department's findings and forwards to you the following condition:**

- Pursuant to Section 2.2.2 of the Land Development Procedure Manual, an 8-foot wide off-site sidewalk shall be provided from the proposed development to Oceanway Middle School on Orange Avenue.

Staff is supporting this recommendation from Parks in order to promulgate connectivity with existing bike/pedestrian arteries on Airport Center Drive, Starratt Road, and First Coast High School. Conditioning the proposed development to provide a sidewalk to Oceanway Middle School would also further the intended goals and objectives of the Northwest Vision Plan and the Dunn Avenue & Main Street Corridor Redevelopment Plan.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space in accordance with Section 656.420 of the Zoning Code and ROSE Policy 2.2.5 as applicable of the Recreation and Open Space Element of the 2030 Comprehensive Plan.

(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 "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 commercial site will be developed in accordance with Part 6 of the Zoning Code.

The residential site will be developed in accordance with a specialized set of parking standards as outlined in the Written Description, dated January 16, 2019. This reduction in parking is found to be sufficient for the proposed development.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2030 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **March 7, 2019** by the Planning and Development Department, the Notice of Public Hearing sign **were** posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance 2019-0117 be **APPROVED with the following exhibits:**

- The original legal description dated December 12, 2018**
- The original written description dated January 16, 2019**
- The original site plan dated November 30, 2018**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2019-0117 be **APPROVED WITH CONDITIONS**.

1. **This development is subject to mobility fee review.**
2. **A traffic study must 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.**
3. **Access to the site via Main Street must be subject to FDOT access management guidelines.**
4. **All comments or conditions made by Transportation Planning Division or Traffic Engineering Division are required PUD/Zoning conditions of the Transportation Planning Division unless otherwise waived in writing by the Chief of Transportation Planning Division or waived by Planning Commission, LUZ Committee, or City Council.**
5. **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.**
6. **Pursuant to Section 2.2.2 of the Land Development Procedure Manual, an 8-foot wide off-site sidewalk shall be provided from the proposed development to Oceanway Middle School on Orange Avenue.**
7. **The development shall provide sidewalks on all frontages.**
8. **Landscape, signage, amenities, etc. shall not block horizontal sight distance for vehicles exiting either driveway.**
9. **Drury Lane shall be widened to 20 feet from Main Street to the eastern edge of the proposed driveway, if not already 20 feet in width.**
10. **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.**

Figure A:



Source: Planning & Development Dept, 1/8/19

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

Figure B:



Source: Planning & Development Dept, 3/7/19

View of Main Street and the subject property, facing east.

Figure C:



Source: Planning & Development Dept, 3/7/19

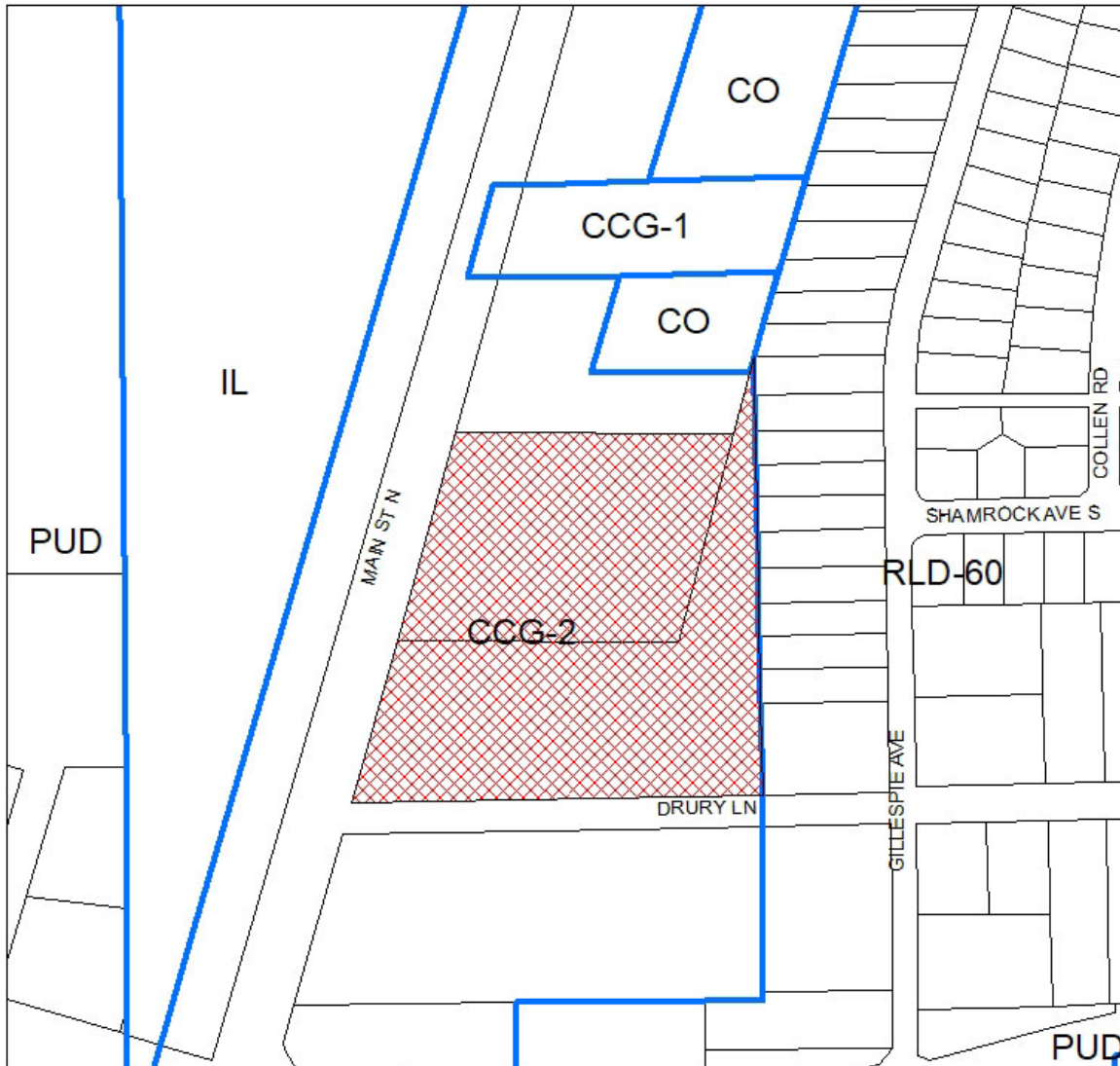
View of Drury Lane and the subject property, facing north.

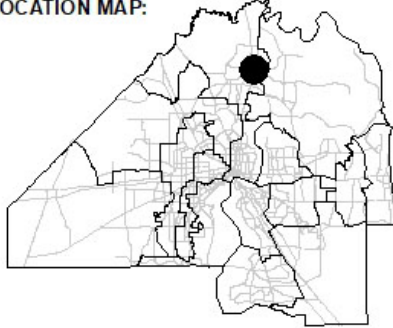
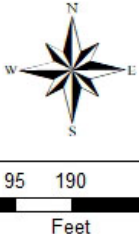
Figure D:



Source: Planning & Development Dept, 3/7/19

View of the neighboring personal property storage facilities, facing south.



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-2</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	
<p>ORDINANCE NUMBER</p> <p>ORD-2019-0117</p>	<p>TRACKING NUMBER</p> <p>T-2018-2130</p>	<p>COUNCIL DISTRICT:</p> <p>7</p> <p>EXHIBIT 2</p>