

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2019-0165 TO
PLANNED UNIT DEVELOPMENT

APRIL 4, 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 **2019-0165** to Planned Unit Development.

Location: 8833 Perimeter Park Boulevard

Real Estate Number(s): 147981 6950

Current Zoning District: Industrial Business Park (IBP)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Business Park (BP)

Planning District: Southeast, District 3

Applicant/Agent: Mark Shelton, AICP
12740 Gran Bay Parkway West, Suite 2350
Jacksonville, FL 32258

Owner: Beaver Dam Development LLC
1037 Bullard Court, Suite 108
Raleigh, North Carolina 27615

Staff Recommendation: **APPROVE WITH CONDITION**

GENERAL INFORMATION

Application for Planned Unit Development **2019-0165** seeks to rezone approximately 10.67 acres from IBP to PUD in order to facilitate development of the site with a “corporate lodging” facility, similar in practice to an extended stay hotel, but specifically defined in the written description of the PUD, as well as a future commercial phase on the western portion of the property. Other than corporate lodging and hotels, the uses proposed in the PUD are comparable to those allowed under the current zoning of the property.

The proposed location for this facility is vacant land at the end of Perimeter Park Boulevard, adjacent to the north Right of Way line for J. Turner Butler Boulevard. Adjacent to the site is an

office suite complex, but otherwise the property is surrounded by vacant land. There is a PUD (1998-7-E) located at 8801 Perimeter Park Boulevard which allows a 126 room extended stay hotel.

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 Business Park (BP) 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. **Principal Uses:** Offices; Business and professional offices; Banks; Financial institutions; Research and development activities; Light manufacturing; fabrication and assembly; Light industrial; Warehousing; Multi-family dwellings; Live/work units; Hotels and motels; Newly constructed residential uses in the BP category shall be for workforce persons. Commercial retail sales and service establishments and residential uses shall only be permitted as part of mixed use development. Mixed use developments may not include more than 80 percent of any individual use. 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 Ordinance Code.

(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?

Yes. The written description and the site plan of the current Planned Unit Development largely conforms to the requirements of the City's land use regulations and furthers their intent by providing specific development standards. However, the signage proposed as part of the written description does not meet this standard. Sec. 656.1303(i)(1) states that

Signs shall not exceed 50 feet in maximum height above the level of the adjacent ground, except as otherwise provided in this Chapter; provided, however that signs located in commercial and industrial zoning districts may exceed that height; provided that, the sign is located not more than 660 feet from the centerline of an interstate highway exit and not more than 660 feet from the centerline of an interstate highway; provided further the sign does not exceed 65 feet in height.

The signage proposed in the written description of the PUD does not conform to this standard, as it is outside of the 660 foot line and listed at a height of 60 feet. Planning Department Staff did not see any other signs that would be similar in height or setback along the portion of Butler Boulevard adjacent to and in the vicinity of the subject site during the course of a site visit, and therefore recommend that the development be held to the typical standard of the Zoning Code with regards to this issue.

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

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

FLUE Policy 1.1.5 The amount of land designated for future development should provide for a balance of uses that:

- A. Fosters vibrant, viable communities and economic development opportunities;
- B. Addresses outdated development patterns;
- C. Provides sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

FLUE Policy 1.1.7 Future rezonings shall include consideration of how the rezoning furthers the intent of FLUE Policy 1.1.5.

FLUE Policy 1.1.11 Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this 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.

FLUE Policy 1.1.18 Prohibit scattered, unplanned, urban sprawl development without provisions for facilities and services at levels adopted in the 2030 Comprehensive Plan in locations inconsistent with the overall concepts of the Future Land Use Element and the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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 maybe 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, 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.

FLUE Policy 3.2.14 The City shall permit consideration of commercial uses, including hotels and motels, at intensities at or above the neighborhood serving commercial scale at locations with direct road access to interstate connectors and within the commercial node of an interstate interchange. Such development within the commercial node must be pursuant to a Planned Unit Development (PUD) zoning district, and subject to all other applicable local, state and federal regulations.

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.

(2) Consistency with the Concurrency Mobility and Management System

Mobility # 99786.0 / CRC # 99786.1 / City Dev # 9746: Waterwalk at Perimeter Park: All Suites Hotel was approved for Concurrency & Mobility with our office (CMMSO) on 2/26/19 for a 153 room/unit, 35,000 encl sf all suites hotel.

(3) Allocation of residential land use

This proposed Planned Unit Development does not contain any residential uses.

(4) Internal compatibility

This proposed PUD is consistent with the 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: Although the proposed use for the PUD does not have a residential component, open space and active recreation areas are provided for customers of what is essentially an

extended-stay hotel. Typically, these amenities are not required for such a use.

The use and variety of building groupings: The proposed site plan for the development groups the buildings in the center of the property, allowing for significant open space and landscaping to surround them. This will provide a buffer for the site from the existing office complex to the east and Butler Boulevard to the south.

The particular land uses proposed and the conditions and limitations thereon: The use proposed by the PUD is not one that would normally be allowed in an Industrial Business Park zoning, or a Business Park future land use category. However, the “corporate lodging” as defined in the Exhibit D Written Description will be of a lower intensity than traditional hotel uses, and support the existing commercial business developments in the area.

(5) External Compatibility

Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The proposed site plan shows a significant open space buffer between the proposed development and the existing office suites to the east and the Butler Boulevard ROW to the south. Although the proposed use will be compatible with the existing commercial uses in the vicinity, this buffer will allow them to coexist without interfering with each other’s operation.

The type, number and location of surrounding external uses: The proposed location for the development is largely surrounded by undeveloped land, and the use will be compatible with the existing office suites to the east. The planned “corporate lodging” facility is an appropriate use for the area.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	BP	IBP	Vacant
South	BP	IBP	Butler Boulevard ROW
East	BP	IBP	Office suite complex
West	BP	PUD	Vacant

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 application is requesting a 60 foot high sign facing JTB Boulevard. The maximum sign height in the Zoning Code is 50 feet, however the code allows a sign up to 65 feet in height if the sign is within 660 feet of the centerline if an interstate highway. The applicant has not presented any evidence to justify the additional sign height. **Staff recommends the sign comply with the Zoning Code.**

(6) Intensity of Development

The proposed development is consistent with the IBP functional land use category and is planned for a development intensity that is appropriate for the area. The PUD is appropriate at this location because it will support the existing business and commercial development in the area.

The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses: The primary use proposed by the PUD of “corporate lodging” is of a similar intensity to the surrounding uses, and will blend nicely with those already existing in the area.

The availability and location of utility services and public facilities and services: The proposed corporate lodging facility will be of an appropriate intensity for the area, and will be served by public utilities per the attached JEA availability letter.

(7) Usable open spaces, plazas, recreation areas.

The project is commercial in nature and is not required to provide recreation area. However, there is active recreation area provided for customers of the corporate lodging facility as indicated on the site plan. There is also significant open space provided on the outer edges of the site.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District identified that there were approximately 10.5 acres of wetlands present on the site. The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City’s waterways. Permitted uses within the proposed rezoning may be developed in the Category III wetlands, provided the standards as shown below in CCME Policy 4.1.6 are met.

CCME Policy 4.1.6 The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, provided the following standards are met: Best Management Practices: Silviculture Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met: Best Management Practices: Agriculture Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(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 proposed development will use a parking ratio of 1.1 vehicle parking spaces per unit rather than the standard code requirement of 1 space per unit. Otherwise, the site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

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

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on March 18, 2019, 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 **2019-165** be **APPROVED with the following exhibits:**

1. The original legal description dated January 8, 2019
2. The revised written description dated March 21, 2019
3. The original site plan dated January 29, 2019

It is also the recommendation of the Planning and Development Department that the application for Rezoning **2019-165** be **APPROVED subject to the following condition, which may only be changed through a rezoning:**

1. Sign height shall comply with Sec. 656.1303(i)(1) of the Zoning Code.



Aerial



Approximate location of site entrance, at the end of Perimeter Park Boulevard



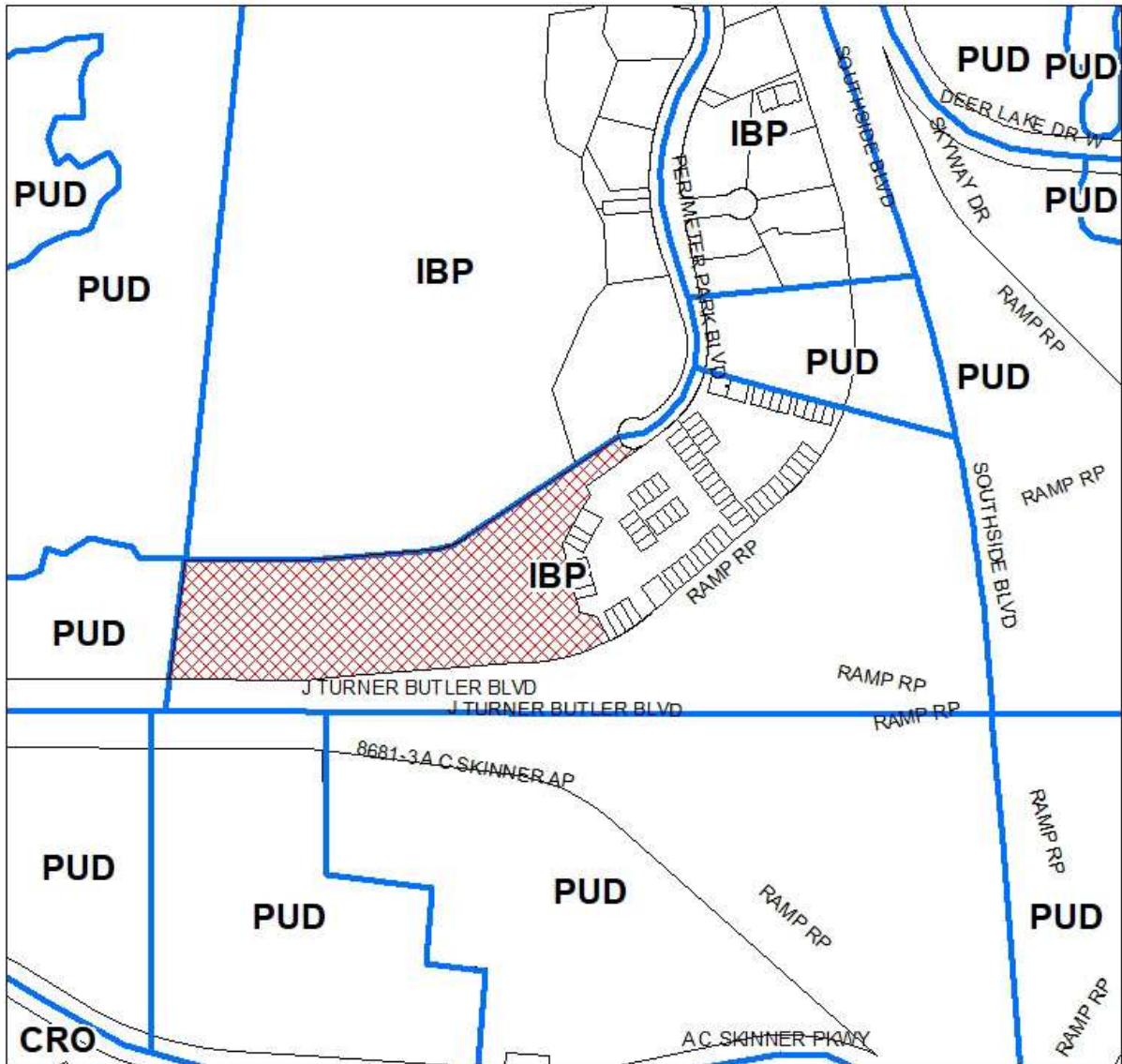
Adjacent office suite complex

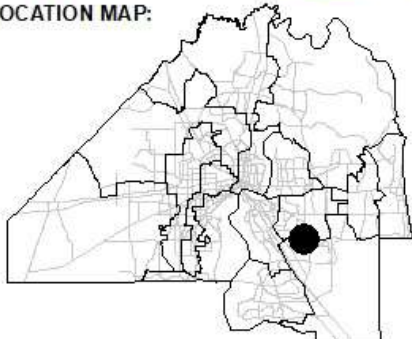
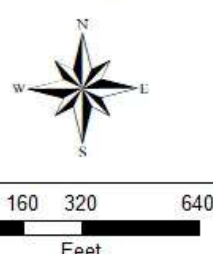


View from approximate site entrance along Perimeter Park Boulevard, including existing extended-stay hotel



Retention pond and offices near site entrance



<p>REQUEST SOUGHT:</p> <p>FROM: IBP</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>4</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2019-0165</p>	<p>TRACKING NUMBER</p> <p>T-2018-2129</p>	<p>EXHIBIT 2</p>