

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2013-0632 TO

PLANNED UNIT DEVELOPMENT

OCTOBER 10, 2013

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 **2013-0632** to Planned Unit Development.

Location: 2052, 2062, 2072, 2080 and 2088 St. Johns Bluff Road South; on the west side of St. Johns Bluff Road South between the I-295 East Beltway and Bradley Road

Real Estate Number(s): 163830-0000, 163831-0000, 163832-0000, 163833-0000 and 163834-0000

Current Zoning District: Industrial Business Park (IBP)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Business Park (BP)

Proposed Land Use Category: Community General Commercial (CGC)

Planning District: Greater Arlington, District 2

City Council Representative: The Honorable Bill Bishop, District 2

Applicant/Agent: Greg Kupperman
200 First Street, Suite B
Neptune Beach, Florida 32266

Owner(s): Angela Lee
Extreme Coatings, Inc. and Horizon Holdings LLC
2088 and 2080 St. Johns Bluff Road South, Suite 1
Jacksonville, Florida 32246

Ronnie and Judy Powers
2072 and 2062 St. Johns Bluff Road South
Jacksonville, Florida 32246

Andrew Cherkna
AVK Industries, Inc.
2052 St. Johns Bluff Road South
Jacksonville, Florida 32246

Staff Recommendation:

APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development 2013-0632 seeks to rezone approximately 3.50± acres of property from Industrial Business Park (IBP) to Planned Unit Development (PUD). The subject property is located at the northwest quadrant of the Bradley Road and St. Johns Bluff Road intersection. The Applicant seeks the rezoning to allow for the properties, which consist of five (5) prefab warehouse, commercial office and light industrial business uses, to increase the intensity of permitted commercial activities consistent with nearby uses and bring in to compliance the existing site characteristics.

The property was originally developed in 2001 and 2004 with 19,200 sq. ft. of light manufacturing, assembly, commercial office and light industrial business uses in five (5) commercial buildings. This rezoning to PUD is being sought for the purpose of permitting commercial, retail and office uses. The proposed PUD retains the existing buffers for uncomplimentary land uses that exist today, with a wetland area that buffers the businesses from the single-family homes to the west of the site. The site is already developed, and this request will promote infill development and re-use of an existing facility with specific uses permitted on the property and provides for a development scheme that is compatible with the existing character of the area.

The St. Johns Bluff Road Corridor Land Use and Zoning Study examines this particular area of St. Johns Bluff Road and promotes uses such as professional offices, and limited retail uses such as those found in the IBP, CRO and CN zoning districts. The attached memorandum from the Community Planning Division found the original application inconsistent with the corridor study, however, the applicant has revised the request for rezoning to eliminate intensive commercial uses. With the application revisions and the Department's recommended conditions, the application will be consistent with the St. Johns Bluff Road Corridor Land Use and Zoning Study.

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. The Business Park (BP) functional land use category permits business/professional offices including banks and financial institutions, research and development activities, radio and T.V. studios, light manufacturing, fabrication and assembly, service establishments, major institutions, light industrial, and warehousing uses. There is however, a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series 2013C-016 (Ordinance 2013-0631) that seeks to amend this property to the Community General Commercial (CGC) land use category, which is a commercial category that permits outlets and establishments that offer a wide range of goods and services, including general merchandise, apparel, food and related items as well as professional and business offices, automobile-oriented uses and hotels/motels.

The requested use and its components are located in an established business park area along St Johns Bluff Road and allows for the continuation of established uses on the site. Staff is recommending that Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2013C-016 be approved. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for future development of the Ordinance Code.

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

Yes. 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?

No. The written description and the site plan of the intended development complies with 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 Business Park (BP) functional land use category as identified in the Future Land Use Map series (FLUMs). Staff is

recommending that the companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series 2013C-016 be approved, amending this property to the Community General Commercial (CGC) land use category. This proposed rezoning to Planned Unit Development as conditioned is consistent with the 2030 Comprehensive Plan including the following goals, objectives and policies:

FLUE Objective 1.1 states that the City shall “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 1.1.1 states that, “the City shall ensure that all new development and redevelopment after the effective date of the 2030 Comprehensive Plan is consistent with the Future Land Use Map series, and textual provisions of this and other elements of the 2030 Comprehensive Plan, as provided in Chapter 163 (Part II), F.S.”

FLUE Policy 1.1.11 requires that “all new non-residential projects be developed in either nodal areas, in appropriate commercial infill locations, or as part of mixed or multi-use developments such as Planned Unit Developments (PUDs), cluster developments, Traditional Neighborhood Design (TND) developments, and Locally Designated Historic Preservation Districts”, as described in this element.

FLUE Policy 1.1.12 states that, “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 1.1.22 states that “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 Objective 3.2 states that the City shall “continue to promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City’s residential areas.”

FLUE Policy 3.2.2 states that the City shall “promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.”

This location is appropriate for infill/re-use, thus fulfilling FLUE Policy 1.1.11. The proposed project will allow for the re-use/expansion of uses on existing developed properties in the

Greater Arlington Planning District and creates redevelopment on sites suited for commercial and retail uses as well as light industrial/commercial activity due to its location adjacent to existing IBP zoned properties and frontage along St. Johns Bluff Road South, a minor commercial artery. The site is bordered to the east by St. Johns Bluff Road and I-295. North of the subject site is a parking lot in the BP land use category and IBP zoning district. The parking lot is associated with an adjacent vehicle repair shop to the north. The vehicle repair shop and several vacant lots to the north of it are located in the CGC land use category and Commercial Community/General-1 (CCG-1) zoning district. West of the site is the Arlington Green single-family residential subdivision that was constructed in the 1960's and a JEA utility facility. Residential areas to the west are in the Low Density Residential (LDR) land use category and Residential Low Density-60 (RLD-60) zoning district. South of the subject site there is a church, vacant land and single-family homes in the Residential-Professional-Institutional (RPI) land use category and Commercial Residential Office (CRO) zoning.

(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 shall comply with all appropriate requirements of the Concurrency and Mobility Management System Office (CMMSO) prior to development approvals. The site is already developed, and a City Development Number for the proposed PUD has not been provided.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize the property for commercial service and retail facilities on an existing developed site. There is no residential component included.

(4) Internal compatibility

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

Traffic and pedestrian circulation patterns: The proposed PUD contains limitations on the uses permitted on the developed subject site as well as a common development scheme which contains provisions for signage, landscaping, sidewalks, and other issues relating to common areas and vehicular and pedestrian traffic.

The site will have direct access from the St Johns Bluff Road South commercial service road, which is accessed from Bradley Road. The location of access points and driveway connections are existing, and the accompanying PUD site plan depicts the specific vehicular areas, access driveways and roadways. The final locations shall be subject to the review and approval of the City of Jacksonville Traffic Engineer.

The use of existing and proposed landscaping: The subject property is an existing developed property, and the applicant proposes that the landscaping will be as it currently exists on site.

Some trees may be removed if necessary for improvements that are depicted on the site plan. The landscape requirements were substantially different from the current regulations of the Zoning Code when the buildings were originally constructed, and strict compliance with the landscape regulations would create an economic hardship to the owners and make the continued operation of the facilities as originally developed impractical. There is a wetland area that buffers the businesses from the single-family homes to the west of the site and the existing landscaping and topography features of the site meet the spirit and intent of Part 12 Zoning Code requirements.

The use and variety of building groupings: The property currently contains 19,200 sq. ft. of light manufacturing, assembly, commercial office and light industrial business uses in five (5) commercial buildings across the 3.50± acres site, on the west side of St. Johns Bluff Road South north of Bradley Road. Existing setbacks and lot criteria are established per the currently developed properties. No other structures are proposed at this time.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that as conditioned, external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The proposed development is located in an established business park area along St Johns Bluff Road South and allows for the continuation of established uses on the sites as well as a number of new ones. It does not impact any residential areas beyond uses that and will be developed in a manner consistent with the established pattern of development and other neighboring uses found along this corridor.

The uses proposed are consistent with other commercial developments in the surrounding area. This proposal provides for a commercial service and retail facilities on an existing developed site with established and adequate setbacks and buffering adjacent to contiguous uses. The surrounding property uses include a parking lot in the BP land use category and IBP zoning district associated with an adjacent vehicle repair shop to the north. The vehicle repair shop and several vacant lots to the north of it are located in the CGC land use category and Commercial Community/General-1 (CCG-1) zoning district. A single-family residential subdivision and a JEA utility facility are to the west, and south of the subject site across Bradley Road there is vacant land and a church in the Residential-Professional-Institutional (RPI) land use category and Commercial Residential Office (CRO) zoning district.

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(ies)	Zoning District(s)	Current Use(s)
North	BP/CGC	IBP/CCG-1	Parking lot//retail automotive repair
South	RPI	CRO	Undeveloped land/church
East			St. Johns Bluff Road South
West	LDR	RLD-60	JEA utility facility/SF subdivision

The site is located in an area generally described as the west side of St. Johns Bluff Road South, just south of the I-295 Eastern Beltway. Properties along this portion of St. Johns Bluff Road South are developed with a variety of warehouse/light manufacturing, assembly, commercial office and business uses or undeveloped. The scale of this proposed development is in character with other surrounding commercial uses to the north and south, and given the variety of uses in the area and the trend towards mixed uses, the proposed PUD will not have a detrimental impact upon the area.

Signage: The proposed signage for the property has is requested pursuant to Part 13 of the Zoning Code for the CCG-1 Zoning District. Staff recommends that in keeping with the intent of the Corridor study, and given the existing and proposed uses, signage shall be limited to a monument style sign no greater than 30 feet in height and 80 square feet in area applied to each of the five lots within the PUD individually.

(6) Intensity of Development

The proposed development is consistent with the CGC functional land use category. The PUD is appropriate at this location with specific reference to the following:

The site plan shows an existing 19,000+ sq. ft. within five buildings on five separate parcels within the PUD.

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 site plan shows an existing 19,000+ sq. ft. within five buildings on five separate parcels within the PUD. The requested uses, as conditioned are consistent with other uses on properties to the north and south of the subject site. Given the surrounding area contains a mixture of warehouse, institutional, and commercial uses, and the existing developed condition of the properties, which contain adequate setbacks and buffering, the scale of these use will have a positive impact on the future development of the surrounding area and is compatible and consistent with the established pattern of development along this corridor of St. Johns Bluff Road South.

The availability and location of utility services and public facilities and services: Water and sewer service will be provided by JEA.

(7) Usable open spaces plazas, recreation areas.

There is no residential component within the development, and therefore no recreation area is required.

(8) Impact on wetlands

Any development impacting wetlands shall 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.

Development of the Property will comply with the off-street parking and loading space requirements set forth in Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The application states that the PUD will provide and maintain sidewalks in accordance with the 2030 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on September 24, 2013, 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 2013-0632 be **APPROVED** subject to the following conditions:

1. The development shall be subject to the original legal description dated July 11,,

2013.

- 2. The development shall be subject to the revised written description dated October 2, 2013.**
- 3. The development shall be subject to the original site plan dated May 20, 2013.**
- 4. The required transportation improvements shall be made in accordance with the Development Services Division Memorandum dated September 25, 2013 or as otherwise approved by the Planning and Development Department.**
- 5. One internally or externally illuminated monument style sign not to exceed 25 feet in height and 80 square feet in area shall be permitted on each lot/property within the PUD.**
- 6. The uses listed below included in the written description shall be considered only through the approval of a Zoning Exception:**
 - (1) Commercial retail sales and service establishments
 - (2) Commercial indoor recreational uses like extreme intensity gyms, indoor paintball facility and similar uses.
 - (3) Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.
 - (4) Recycling collection points meeting the performance standards and development criteria set forth in Part 4.



Aerial view of the subject site facing north



The subject site on the left facing northwest from St. Johns Bluff Rd. S.



The subject site on the right facing west down Bradley Rd.



The subject site facing northwest along the St. Johns Bluff Rd. S. service road



The subject site facing northwest from Bradley Road and the St. Johns Bluff Rd. S. service road



The subject site facing west from the St. Johns Bluff Rd. S. service road



The subject site on the right facing south along the St. Johns Bluff Rd. S. service road



The subject site on the left facing north from the Bradley Rd./St. Johns Bluff Rd. S. intersection

