

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2018-0565 TO

PLANNED UNIT DEVELOPMENT

SEPTEMBER 20, 2018

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2018-0565** to Planned Unit Development.

Location: 0 Sunbeam Road, at the intersection with Kevin Road

Real Estate Number(s): 149046-0000, 149047-0000, 149048-0000, and 149053-0000

Current Zoning District: Planned Unit Development (PUD)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Residential Professional Institutional (RPI)

Planning District: Southeast, District 3

City Council District: District 6

Applicant/Agent: Paul Harden, Esq.
501 Riverside Avenue, Suite 901
Jacksonville, FL 32202

Owner: Donald Freedman
4063 Salisbury Road
Jacksonville, FL 32216

Staff Recommendation: **APPROVE with conditions**

GENERAL INFORMATION

Application for Planned Unit Development **2018-0565** seeks to rezone approximately 1.73 acres of land from PUD to PUD. The rezoning to PUD is being sought in order to add limited neighborhood commercial uses (including neighborhood retail sales and service establishments and daycares) to the existing PUD. The site is currently zoned under PUD 2011-0587, but is vacant and 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.

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

Yes. The request is for a revised PUD to add commercial to the existing PUD (2011-587-E). The PUD has a land use of RPI. The PUD uses shall comply with any RPI land use category limitations on commercial retail sales and service establishments, and mix of use requirements.

RPI - GENERAL INTENT

Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, professional office, and institutional uses. Limited commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of mixed use developments. RPI is generally intended to provide transitional uses between commercial and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA mass transit system station or Rapid Transit System (RTS). Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

RPI - GENERAL NEIGHBORHOOD PROTECTION

Compatibility with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following: A scale transition as defined and illustrated in this element. When developing mixed uses, residential uses, shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible. Elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.

RPI - SUBURBAN AREA (SA) INTENT

RPI in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Plan amendment requests for new RPI 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.

RPI - SUBURBAN AREA USES

The uses provided herein shall be applicable to all RPI sites within the Suburban Area.

Principal Uses: Multi-family dwellings; Office; Business and Professional Office; Institutional; Large scale institutional uses, which require supporting residential and office components; Commercial retail sales and service establishments limited to 50 percent of the site area; Live/Work Units; Financial institutions; Restaurants (without drive-in or drive-thru facilities); Single Room Occupancies (SROs); Off street parking lots and garages when combined with another principal use; Single-family dwellings which were originally constructed as single-family dwellings prior to adoption of the 2010 Comprehensive Plan; and Uses associated with and developed as an integral component of TOD. Single-use developments shall be limited to residential or office. Single use residential developments shall be pursuant to the requirements of the Medium Density Residential (MDR) category. Mixed use developments may not include more than 90 percent of any individual use.

Secondary Uses: Secondary uses shall be permitted pursuant to the Commercial land use introduction. In addition, the following secondary uses may also be permitted: Single-family dwellings as part of a single-use or mixed used development; Veterinary Offices; and Filling stations.

Ancillary Transitional Uses: Off street parking facilities; Stormwater facilities; Open spaces. Ancillary uses may be shared between abutting RPI sites and do not count as principal uses. They may fully occupy a site designated RPI only when the RPI serves as a transition between more and less intense uses, and the facilities are ancillary to the function of one of the adjacent uses; provided, however, that off street parking facilities in the RPI land use category shall only serve primary uses also in an RPI land use category.

RPI - SUBURBAN AREA DEVELOPMENT CHARACTERISTICS

The development characteristics provided herein shall be applicable to all RPI sites within the Suburban Area. Developments on sites greater than 5 acres should incorporate urban development characteristics as defined in this element. Residential uses shall not be permitted on the ground floor abutting roads classified as arterials or higher on the Functional Highway Classification Map. Commercial retail sales and service establishments shall be limited to the ground floor. Developments shall, to the greatest extent possible, be massed along the highest abutting classified road on the Functional Highway Classification Map. In the case of TND, developments should also be massed along the newly created street network. Uses shall be sited in a manner to promote internal pedestrian and vehicle circulation and ease of access between abutting uses and sites and to limit the number of driveway access points on roads classified as arterials on the Functional Highway Classification Map. To promote a more compact, pedestrian-friendly environment, off street parking shall be located behind or to the side of buildings to the greatest extent possible. Structured parking is encouraged, provided it is integrated into the design of the overall development and is compatible with surrounding neighborhoods. In TOD, TND, and mixed use developments open spaces should be designed as a common connecting element between uses.

(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?

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 properties are within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Residential Professional Institutional (RPI).

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:

Goal 1

To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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.

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.

Policy 3.2.1

The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.7

The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

(2) Consistency with the Concurrency Mobility and Management System

Mobility # 97381.0 / CRC # 97381.1 / City Dev # 7474.011 was approved on 7/6/2018 with the Concurrency & Mobility Management System Office.

(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 streetscape: The proposed site plan attached to the PUD places the two buildings along Kevin Road, with vehicle use areas located to the rear (westward) side of the property. This provides a transitional streetscape from the commercialized area along Sunbeam Road to the residential areas further south along Kevin Road.

Traffic and pedestrian circulation patterns: The PUD proposes internal connections to existing sidewalks along Kevin Road and Sunbeam Road to provide walkable access, as well as vehicle use area entrances along both roads to efficiently circulate traffic.

The use and variety of building setback lines, separations, and buffering: The PUD provides a 20

foot buffer along the southern property line in order to minimize impact on the adjacent residential uses.

The particular land uses proposed and the conditions and limitations thereon: The limited neighborhood commercial sales and services uses proposed by the development will improve the character of the area and serve existing nearby residential development while disallowing more intense commercial uses that could negatively impact adjacent properties.

(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 proposed site plan limits negative visual impacts on the adjacent residential property and Kevin Road by placing development closer to Sunbeam Road.

The type, number and location of surrounding external uses: The proposed development is located in an area where residential, office, and commercial uses function as a mixed-use development. The limited commercial uses proposed by the PUD written description are characteristic of existing development along Sunbeam Road, and will complement the emerging commercial corridor.

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	RPI	PUD	Single-family subdivision
South	RPI	RLD-60	Single-family homes
East	RPI	CRO	Sign company
West	PBF	PUD	Vacant, planned age-restricted multi-family

(6) Intensity of Development

The proposed development is consistent with the RPI functional land use category and is a multiple-use commercial development. The PUD is appropriate at this location because it will support the existing development in the area, as well as the proposed multi-family housing development to the west.

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 submitted with the PUD application proposes commercial retail uses in the building on the northern section of the property and lower-intensity office uses in the smaller building on the southern portion. Office uses will be more compatible with the existing residential to the south, while the higher intensity retail development will be compatible with existing commercial development along Sunbeam Road to the east and west.

The existing residential density and intensity of use of surrounding lands: The limited commercial uses proposed by the PUD will provide a transitional area between the commercializing area along Sunbeam road and the low density residential development to the south along Kevin Road, while also providing a buffer within the PUD itself between the commercial uses and the adjacent residential ones.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The PUD site plan shows access to Sunbeam Road, which is identified as a collector road under the Functional Highway Classifications.

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

The project is commercial in nature and is not required to provide recreation area. No useable open spaces or plazas are shown on the site plan submitted with the PUD rezoning application.

(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 “Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.”

(9) Listed species regulations

No wildlife survey was required as the project is less than the 50-acre threshold.

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

The 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 September 4, 2018, the required Notice of Public Hearing signs were posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2018-0565** be **APPROVED** with the following exhibits:

1. The original legal description dated May 7, 2018
2. The original written description dated July 31, 2018
3. The original site plan dated 5/5/2018

It is also the recommendation of the Planning and Development Department that the application for Rezoning **2018-0565** be **APPROVED** subject to the following conditions, which may only be changed through a rezoning:

1. 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.



Aerial



Northern property line along Sunbeam Road, facing east



Adjacent sign company, east of subject site



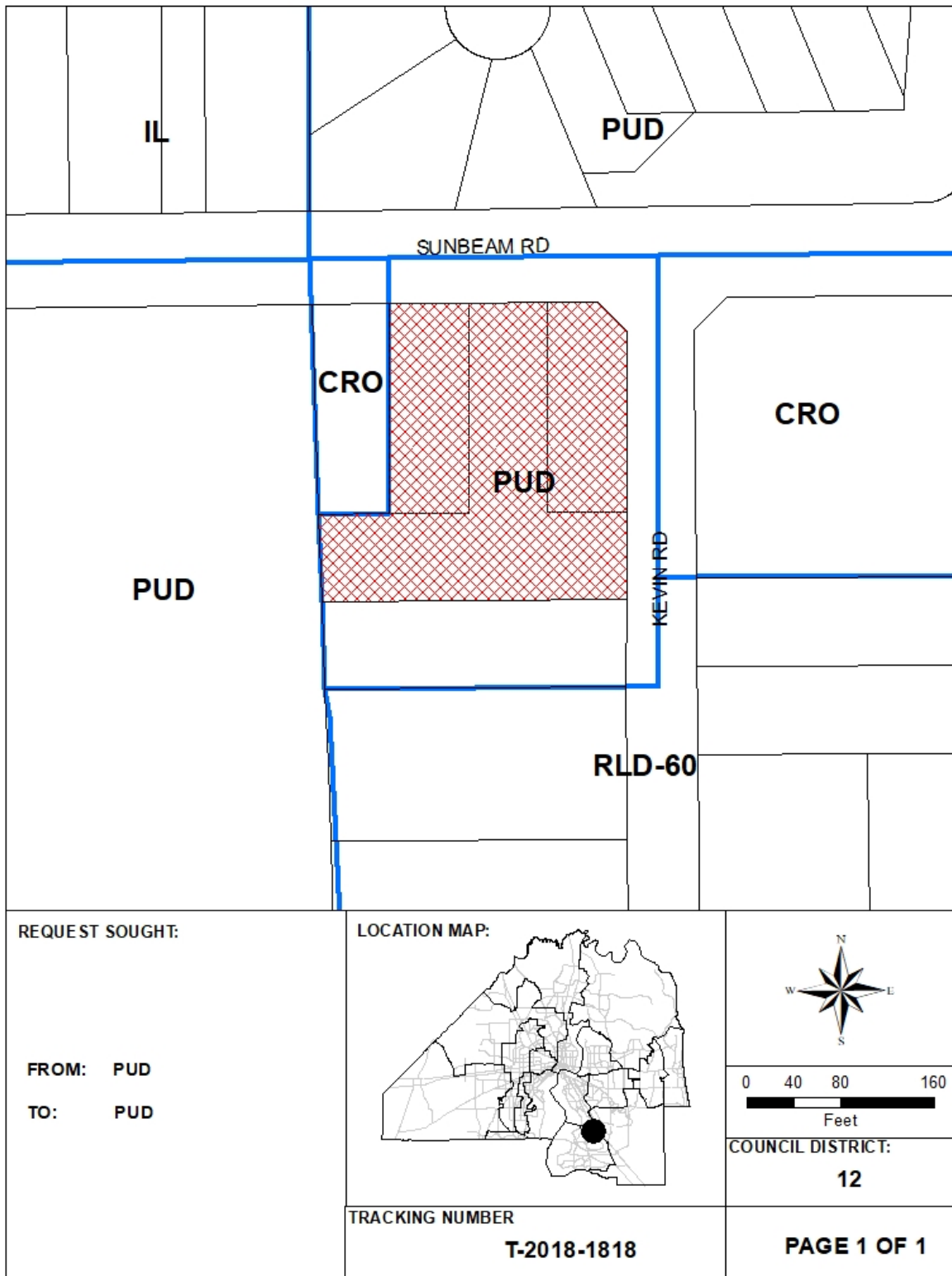
Single-family residential development north across Sunbeam Road



Nearby commercial development, west along Sunbeam Road



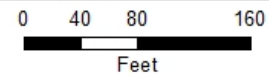
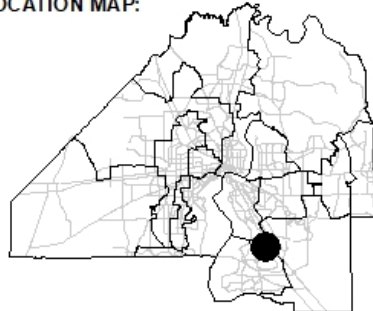
View south along Kevin Road toward existing single-family housing



REQUEST SOUGHT:

FROM: PUD
TO: PUD

LOCATION MAP:



COUNCIL DISTRICT:

12

TRACKING NUMBER

T-2018-1818

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