

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2019-751 TO
PLANNED UNIT DEVELOPMENT

JANUARY 23, 2020

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 **2019-751** to Planned Unit Development.

Location: 2137 Hendricks Avenue (SR 13) between Alford Place, Mango Place and Mitchell Avenue

Real Estate Number(s): 081704-0000, 081712-0000

Current Zoning District(s): Commercial Residential Office (CRO)
Commercial Community General-1 (CCG-1)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Residential Professional Institutional (RPI)
Community General Commercial (CGC)

Proposed Land Use Category: Community General Commercial (CGC)

Planning District: Southeast, District 3

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

Owner: South Jacksonville Presbyterian Church, Inc.
501 Riverside Avenue, Suite 901
Jacksonville, Florida 32202

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development 2019-751 seeks to rezone approximately 2.87 acres of land from CRO and CCG-1 to PUD. The rezoning to PUD is being sought to allow for the existing church, a maximum of 133 multifamily units, commercial retail and service establishments, and a 4 story parking garage.

The site is within the San Marco Overlay and the North San Marco Neighborhood Action Plan (NAP).

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. The Planning and Development Department finds that the subject property is located in the Residential Professional Institutional (RPI) and Community General Commercial (CGC) 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. The CGC land use category in the Urban Priority Area is intended to provide compact development, which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. CGC in the Urban Priority Area permits commercial development and housing densities of up to 60 dwelling units per acre when full urban services are available. The PUD proposes a density of 46.34 units/acre. Development that include residential uses is preferred to provide support for commercial and other uses. A combination of compatible mixed uses should be vertically integrated within a multistory building. PUDs are permitted as secondary zoning districts in the CGC land use category. There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series L-5395-19C (Ordinance 2019-750) that seeks to amend the portion of the site that is within the RPI land use category to CGC. Staff is recommending that Application for Small-Scale Land Use Amendment to the Future Land Use Map Series L-5395-19C 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.

(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 in/consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element:

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.

Policy 1.1.10A Residential development on sites less than 10 acres that are located within predominantly non-residential Future Land Use Categories and that are processed as small scale map amendments shall be limited to a maximum of 10 dwelling units per acre unless authorized through approval of a Planned Unit Development (PUD) rezoning. The maximum density allowed in the PUD shall be the result of analysis for compatibility with abutting development based on the criteria provided below. The maximum density in each non-residential Future Land Use Category does not constitute entitlement to the maximum permitted density without justification provided pursuant to analysis of the criteria. Such analysis may lead to a recommendation of approval, denial, or a condition of approval on a Planned Unit Development (PUD) rezoning capping the residential density.

All PUDs approved with a density cap above the 10 dwelling units per acre limitation pursuant to this policy shall contain the following statement either in the written description or within the enabling legislation:

A residential density limit of 46.34 dwelling units per acre has been placed on this property as a result of Future Land Use Element (FLUE) Policy 1.1.10A. This density limit can only be changed through application for a rezoning (administrative and minor modifications to increase the density are not permitted) and the requirements of FLUE Policy 1.1.10A must be applied to determine the appropriateness of any increase in residential density.

The criteria below shall be considered in determining the appropriate maximum density for PUD rezonings pursuant to this policy:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or manmade buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout

Section VIII.C. in the written description includes justification for the increased density and the required paragraph above limiting the density. As noted later in the report The Marco Condominiums across Hendricks Avenue has a similar density of 46 units/acre.

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.

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 3.2 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.

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

(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 the intent of the City's land use regulations 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): RPI and CGC. There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series L-5395-19C (Ordinance 2019-750) that seeks to amend the portion of land that is within the RPI land use category to CGC. The Planning and Development Department finds that the proposed PUD is consistent with the 2030 Comprehensive Plan, as 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. Mobility# 101912.1 / CCAS# 101912.0 / City Development # 9871.000 was approved on October 15 for a 143 unit multi-family building and parking garage.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for 133 unit multi-family building. 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 treatment of pedestrian ways: The proposed development will be required to provide sidewalks on all sides of the development.
- Traffic and pedestrian circulation patterns: Access to the site will be from Mango Pace and Mitchell Avenue.
- The use and variety of building setback lines, separations, and buffering: The PUD indicates a variety of setbacks depending on the street frontage. The Department has concerns the parking garage setback will not encourage a pedestrian character that is appropriate for the neighborhood.
- The use and variety of building sizes and architectural styles: The PUD does not provide an architectural style of the proposed development.
- The use and variety of materials: The PUD does not indicate the type of materials to be used.
- The separation and buffering of vehicular use areas and sections of vehicular use areas: The PUD will provide 261 spaces in a parking garage, and 23 spaces on street.
- The variety and design of dwelling types: The PUD is proposing 133 units which will provide an alternative dwelling for those residents in the area.
- Compatible relationship between land uses in a mixed use project: The uses proposed in the PUD are similar to the existing uses in the immediate area. Therefore, the proposed uses are compatible and should not create any adverse impacts.

(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 project is surrounded by a mix of uses. Along Hendricks are commercial uses and multi-family condominiums; on Mitchell Avenue, the rear yards of single family dwellings face the proposed project; Mango Place contains a mix of single story single family dwellings and a two story office building. The lot on Alford Place is currently undeveloped, however the proposed development will have a surface parking lot and two story grocery store. Multi-family units at this location are appropriate due to the mix of uses in the area and should complement the existing and proposed uses in the San Marco 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	CGC	PUD (14-131)	Undeveloped, proposed commercial uses
South	LDR	RLD-60	Single family dwellings
East	RPI CGC	RMD-A / CO CCG-1	Single family dwellings, office Professional offices, spa
West	MDR CGC	RMD-D CCG-1	Multi-family condominiums Restaurants

- 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: As mentioned earlier, the project is in the Atlantic Blvd Corridor of the North San Marco Neighborhood Action Plan (NAP). The NAP states “There is potential for continued infill development with increased density and building height that may yield better return for property owners.”

The PUD is proposing a maximum height of 49.5 feet for the multi-family/commercial building, 26.83 feet for the parking garage. The NAP sets the maximum height for residential uses at 35 feet.

The applicant is proposing to use the average height of the multi-family building and the garage to meet the 35 maximum height allowed in the overlay. The second page of the site plan (C-2.4) shows the graphic depiction of this trade-off. Using the weighted average, the height is calculated at 34.73 feet, which is below the 35 feet maximum. Staff approves of this method. The multi-family building is similar in height to the proposed Publix to the north and the parking garage is similar in height to the single family dwellings to the south.

The proposed PUD is within the Fletcher Subdivision of the San Marco Overlay. No building restriction lines are shown on the plat. Setbacks are found in 656.399.7 (a)(9) – 7.5 foot front yard setback and a 20 foot combined side yard setback. The PUD will have a 7.5 foot setback from Alford Place and Mango Place for the multi-family building.

The Department recommends the parking garage incorporate differentiated building walls, introduction of vertical architectural features such as columns and pilasters, the use of decorative detailing and architectural elements, changes in building materials and color, be architecturally subdivided include articulation at appropriate intervals in order to promote visual interest and a comfortable pedestrian scale that is reminiscent of traditional pedestrian-oriented districts.

(6) Intensity of Development

The proposed development is consistent with the CGC functional land use category as a mixed use development of commercial, church and multi-family. The PUD is appropriate at this location because the area already has a mix of uses.

- The existing residential density and intensity of use of surrounding lands: West across Hendricks Avenue are The Marco Condominiums. This development contains 25 units on 0.54 acres for a density of 46 units/acre, which is similar to the 46.34 units/acre density for the proposed development. The density of the single family lots to the south are 7 units/acre.
- The availability and location of utility services and public facilities and services: JEA indicates a water and sewer mains are located on Hendricks Avenue (SR 13) and Alford Place adjacent to the development.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2019/20)	% OCCUPIED	4 YEAR PROJECTION
Hendricks Avenue (SR 13) ES #71	4	24	659	667	101%	105%
Dupont MS #66	4	10	1,071	831	78%	79%
Terry Parker HS #86	4	13	1,866	1,626	87%	89%

Does not include ESE & room exclusions
Analysis based on 143 maximum dwelling units

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The proposed development will have access on Mango Place and Mitchell Avenue.

(7) Usable open spaces plazas, recreation areas.

The intended plan of development indicates that 16,000 square feet of active recreation will be provided which is half of the square footage required. The Zoning Code requires at least 150 square feet per dwelling unit. With 135 units, the development should provide at least 19,950 square feet. There are two parks, Landon Park and Southside Park within 2,100 feet of the proposed property that have tennis courts, exercise equipment and tot lots. These parks should be adequate to make up for any recreation deficiencies.

(8) Impact on wetlands

The property is urban and there are no wetlands on the site.

(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 applicant is proposing their own parking ratios. The multi-family will have 1.3 spaces per unit instead of the 2 spaces per unit that is in the Zoning Code. A minimum of 100 spaces will be provided for the church. The PUD indicates the spaces will be provided either in the parking structure or on street. The Site Plan shows 23 parking space along Alford Place, Mango Place and Mitchell Avenue. The comments by the Traffic Engineer may reduce the number by 2 or 3.

The City's Traffic Engineer has the following comments.

There shall be no parking within 30' of the stop sign on Mango Place or Mitchell Avenue.

The on street parking shall be located so parked vehicles will not be a sight obstruction for drivers using the proposed driveways or Mango Place.

The parking on Mango Place and some of Alford Place is signed as two hour parking. Should this restricted parking be included in the parking calculations for this PUD?

The existing parking on Mitchell Avenue shall be striped for parallel parking.

Sidewalk adjacent to the parking shall be a minimum width of 6 feet.

(11) Sidewalks, trails, and bikeways

There are sections of sidewalks on Mitchell Avenue, Alford Place and Mango Place. Only Hendricks Avenue (SR 13) contains a continuous sidewalk along the frontage of the project. The project is required to install a pedestrian system that meets the 2030 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on November 8, 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 **2019-751** be **APPROVED** with the following exhibits:

1. The original legal description dated July 23, 2019.
2. The revised written description dated January 15, 2020.
3. The revised site plan dated January 14, 2020.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2019-751** be **APPROVED** subject to the following conditions, which may only be changed through a rezoning:

1. There shall be no parking within 30 feet of the stop sign on Mango Place or Mitchell Avenue.
2. On-street parking shall be located so parked vehicles will not create a sight obstruction for drivers using the proposed driveways or Mango Place.
3. Sidewalk adjacent to the parking shall be a minimum width of 6 feet.
4. The architectural design of the parking garage façade shall be subject to the review and approval of the Planning and Development Department at the time of verification of substantial compliance. The parking garage shall incorporate the differentiated building walls, vertical architectural features, decorative detailing and architectural elements, changes in building materials and color.

5. Commercial uses shall be limited to the permitted uses and the permissible uses by exception in the Commercial Residential Office (CRO) Zoning District.
6. 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.



Aerial view of subject property



Existing office building at Alford Place and Mango Place



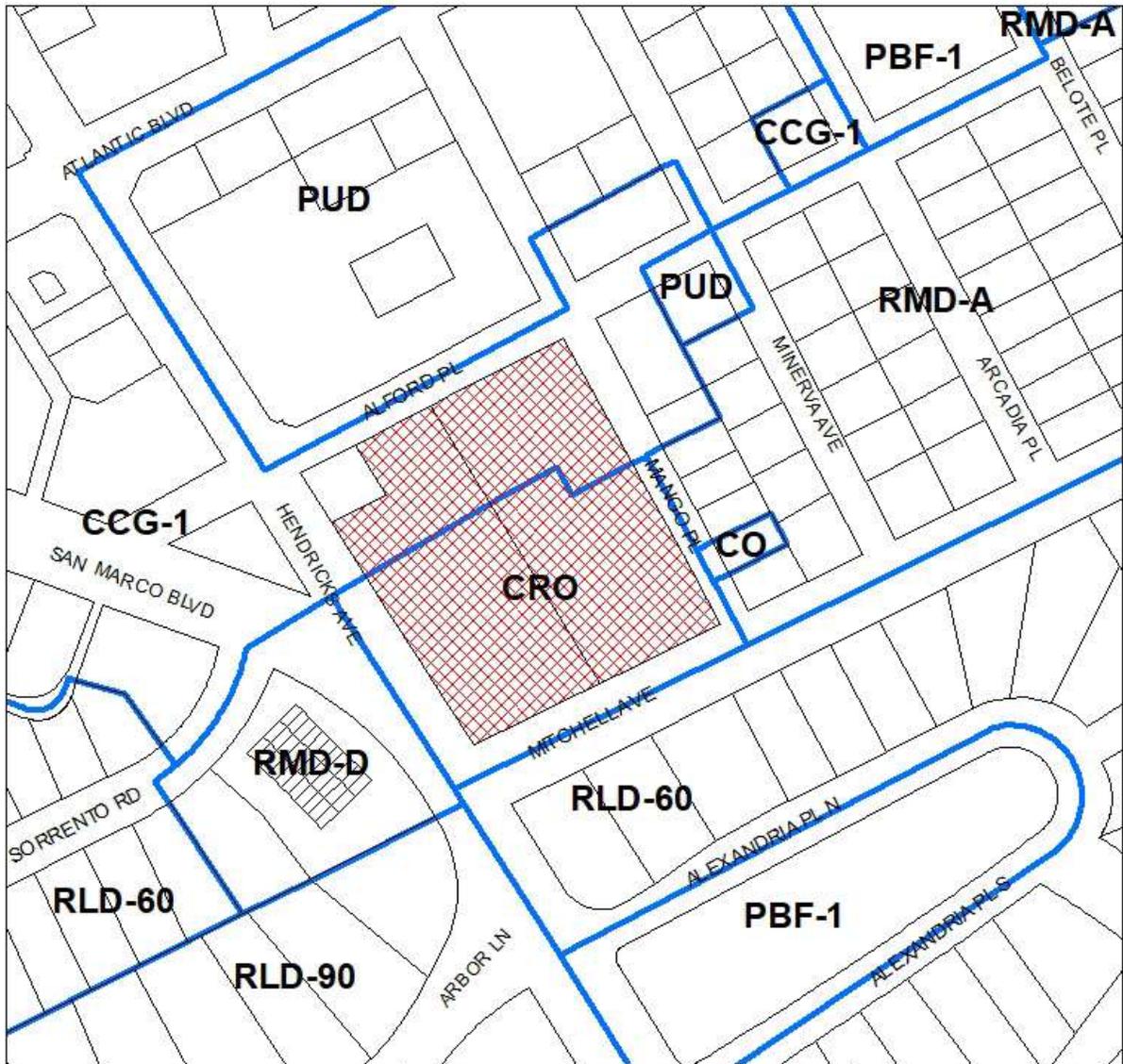
Existing residential dwellings on Mango Place

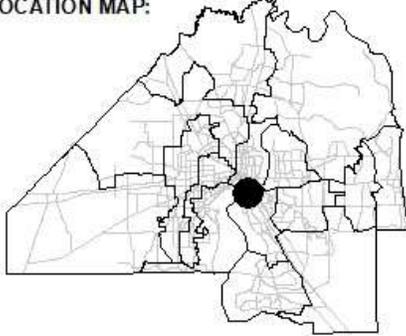


Rear yards of residential dwellings on Mitchell Avenue



Thacker Avenue which has been closed by Ordinance 1995-634.



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1 & CRO</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>0 65 130 260</p> <p>Feet</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2019-0751</p>	<p>TRACKING NUMBER</p> <p>T-2019-2502</p>	<p>COUNCIL DISTRICT:</p> <p>5</p> <p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>