

Planning Commission Vote:	7-0
Alex Moldovan, Chair	Aye
Ian Brown, Vice Chair	Aye
Jason Porter, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Aye
Jordan Elsbury	Aye
David Hacker	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,



Bruce E. Lewis
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR

APPLICATION FOR REZONING ORDINANCE 2023-0224 TO

PLANNED UNIT DEVELOPMENT

MAY 4, 2023

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 **2023-0224** to Planned Unit Development.

<i>Location:</i>	12250 Normandy Boulevard Between Cecil Commerce Center Parkway and POW- MIA Memorial Parkway
<i>Real Estate Numbers:</i>	002185-0000
<i>Current Zoning Districts:</i>	Commercial Community General-1 (CCG-1)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Community General Commercial (CGC)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	Southwest, District 4
<i>Applicant/Agent:</i>	Paul M. Harden, Esq. Law Office of Paul M. Harden 1431 Riverplace Boulevard, Suite 901 Jacksonville, FL 32207
<i>Owner:</i>	Starratt Crossing LLC 9799 Old St Augustine Jacksonville, Florida. 32257
<i>Staff Recommendation:</i>	APPROVE WITH CONDITION

GENERAL INFORMATION

Application for Planned Unit Development **2023-0224** seeks to rezone approximately 14.71± acres of land from Commercial Community General-1 (CCG-1) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of up to 240 multi-family dwelling units.

There is a companion Land Use Amendment, **2023-0223 (L-5796-23C)**. The proposed LUA is for 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 2045 Comprehensive Plan?

Yes. The Planning and Development Department finds that the subject property is located in the Community General Commercial (CGC) 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 2045 Comprehensive Plan. However, there is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series **L-5796-23C (Ordinance 2023-0223)** that seeks to amend the portion of the site that is within the Community General Commercial (CGC) land use category to Medium Density Residential (MDR). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series **L-5796-23C** be approved.

The 14.71 acre subject site is located along the south side of Normandy Boulevard (SR-228), a major arterial road, between POW-MIA Parkway, an unclassified road, and Cecil Commerce Center Parkway (SR-23), a limited access toll road. The application site is also in the Suburban Development Area, Planning District 4 and Council District 12.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR in the Suburban Development Area permits residential densities at a minimum of 7 uniter per acre and up to 20 units per acre.

The proposed Planned Unit Development (PUD) would allow for the construction of 240 dwelling units which is consistent with the maximum allowable density of the MDR land use category in the Urban Development Area.

Analysis of the proposed application for consistency / inconsistency based on the 2045 Comprehensive Plan results in the same findings as it does under the 2030 Comprehensive Plan.

(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

Yes. The proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

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.

The proposed site is located within the Suburban Area and will be served by both centralized Water and Sewer. The proposed use will be in compliance with Policy 1.2.9.

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.

The proposed development of the residential units is located on an arterial roadway near the interchange with the Cecil Commerce Center Expressway. The proposed rezoning is consistent with Goal 3 of the Comprehensive Plan.

Airport Environment Zone

The site is located within the 150 foot Height and Hazard Zone for the Cecil Airport. Zoning will limit development to a maximum height of 150 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

Additionally, the amendment site is within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. As such, this area is within the Civilian Influence Zone for Cecil Airport. In accordance with Section 656.1010, the plat for a subdivision shall indicate which lots are located within a Civilian Influence Zone. No person shall sell, transfer, or lease land within a Civilian Influence Zone, unless the prospective owner, transferee or lessee has been given a disclosure of airport proximity in writing, at the time of contract of sale, transfer, or lease.

Objective 2.5

Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities.

Policy 2.5.5C

Within the 60DNL or higher area as depicted on Map L-22, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

Policy 2.5.6

To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on Map L-22.

Aquifer Recharge

A portion of the site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protections. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

(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 2045 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-5796-23C (Ordinance 2023-0223)** that seeks to amend the portion of land that is within the Community General Commercial (CGC) land use category to Medium Density Residential (MDR). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 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). The agent/owner will be required to submit a Mobility application & a CRC application to the Concurrency Office's.

This development is subject to mobility fee review.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to permit the development of up to 240 multi-family dwelling units. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposal Planned Unit Development shall be based on the following factors:

The treatment of pedestrian ways: The proposed PUD will comply with the sidewalk requirements of the 2045 Comprehensive Plans

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site is required to meet the 2045 Comprehensive Plans Recreation and Open Space Regulations. The Site Plan shows active recreation spaces around the retention pond areas. This are will be further evaluated in the Site Plan Review portion of the Development Process to ensure that these areas meet the requirement.

The use of existing and proposed landscaping: Landscaping will be developed in accordance with the requirements of Part 12 of the Zoning Code, but may be rearranged to meet the development requirements.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Normandy Boulevard. FDOT has provided comments, and has stated that Normandy Boulevard has the holding capacity for the development. FDOT will permit the access point along Normandy Boulevard for the proposed

development.

(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 in an area with residential properties as the prevailing use primarily developed with single-family dwellings. There are some industrial uses in the general vicinity along Normandy Boulevard as well.

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	RR	RR-Acre	Residential
South	MU	PUD	Vacant Governmental
East	MU	PUD	Vacant Governmental
West	CGC	CCG-1	Vacant Commercial

(6) Intensity of Development

The proposed development is consistent with the proposed MDR functional land use category and will allow for the development 240 multi-family dwelling units. The PUD is appropriate at this location because it is consistent with the surrounding residential uses, and the growing nature of the general area around the Cecil Commerce Expressway.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property is located on the south side of SR-228 (Normandy Boulevard), west of the Cecil Commerce Parkway. Per the memo from FDOT dated April 25, 2023, the applicant will need to coordinate with FDOT Access Management and Permits regarding the proposed access connection to SR-228. Additionally, the segment mentioned in Table 2 has sufficient capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard.

Table 2

County	Road	Segment ID	Segment	FDOT LOS Standard	Maximum Service Volume	2021 Peak Hour Volume	2021 Peak LOS	2027 Peak Hour Volume	2027 Peak LOS
Duval	SR-228	7482	SR-134 to SR-23	D	5,960	621	B	970	B

School Capacity:

Based on the Development Standards for impact assessment, the 14071± acre proposed PUD rezoning has a development potential of 240 dwelling 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.

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

**School Impact Analysis
 PUD 2023-0224**

Development Potential: 240 Residential Units

School Type	CSA	2021-22 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats CSA	Available Seats Adjacent CSA 1&7
Elementary	2	5,833	71%	30	69%	2,661	7,641
Middle	2	2,581	68%	12	65%	98	1,936
High	2	3,136	80%	17	82%	895	2,014
Total New Students				59			

Total Student Generation Yield: 0.250

Elementary: 0.125

Middle: 0.051

High: 0.074

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

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 (2021/22)	% OCCUPIED	4 YEAR PROJECTION
Normandy Village ES #221	8	30	658	489	74%	80%
Charger Academy MS #216	2	12	1,438	961	67%	59%
Edward White Academy #248	2	17	2,071	1574	76%	67%

- Attendance school may not be in proposed development's Concurrency Service Area (CSA)
- Does not include ESE & room exclusions
- Analysis based on a **maximum** 240 dwelling units – 2023-0224
- The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

(7) Usable open spaces plazas, recreation areas.

The site is required to comply with the requirements of the 2045 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 identify wetlands on-site. 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 parking will meet Part 6 of the Zoning Code, except the ratio shall be 1.3 units per unit.

(11) Sidewalks, trails, and bikeways

Pedestrian Pathways will be developed in Accordance to the requirements of the Zoning Code and 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **April 27, 2023** by the Planning and Development Department, the 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 Ordinance **2023-0224** be **APPROVED with the following exhibits:**

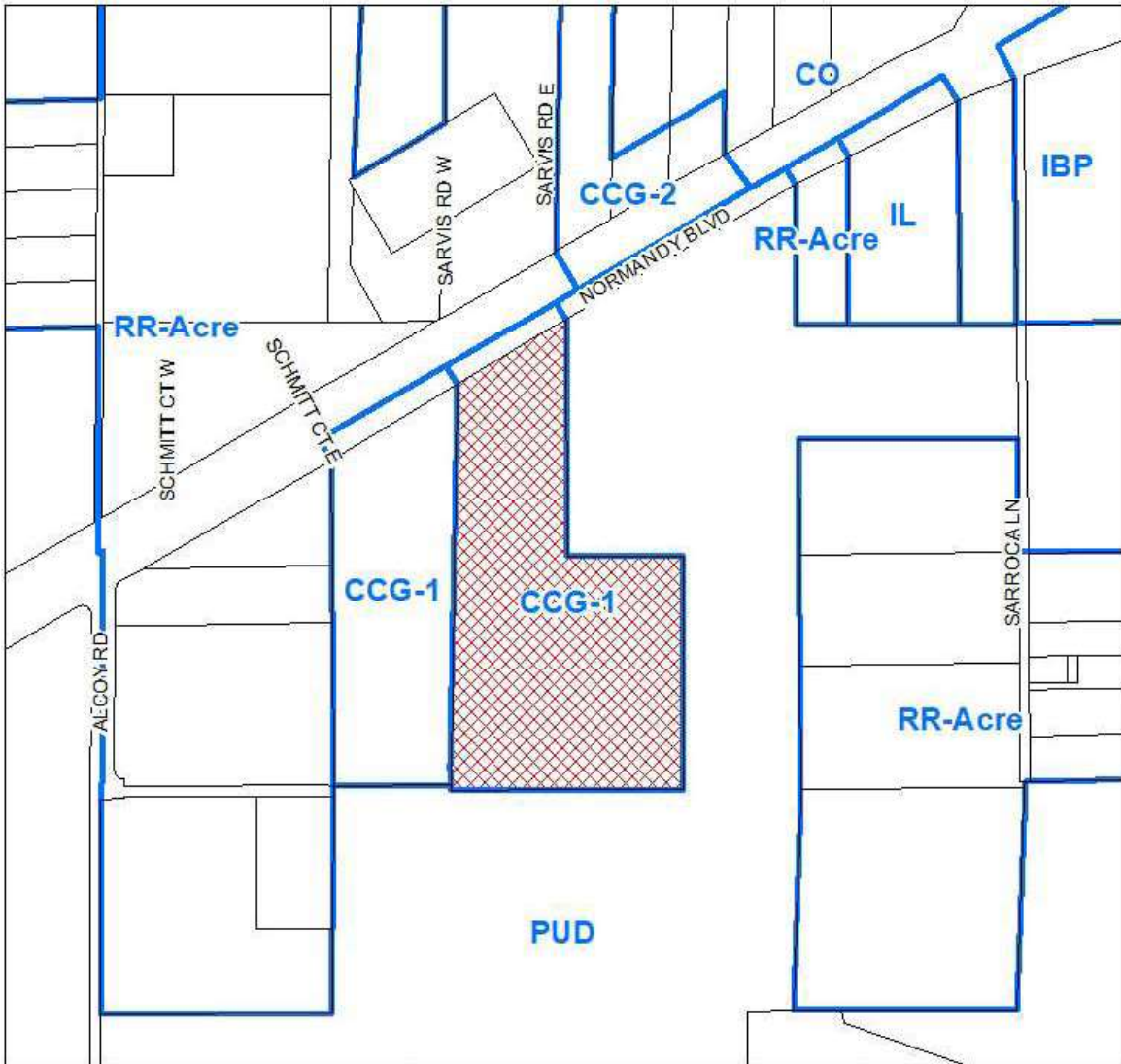
1. **The original legal description dated November 29, 2022**
2. **The original written description dated March 9, 2023**
3. **The original site plan dated December 29, 2022**

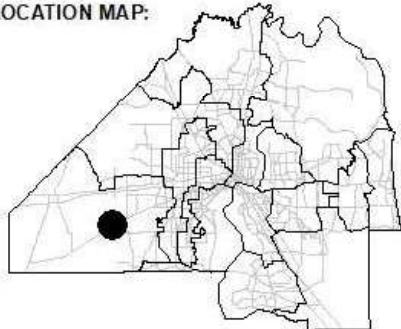
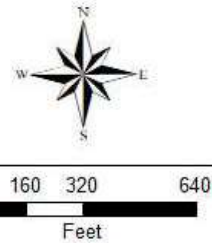
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0224** be **APPROVED with Conditions**

- 1.) **Development Plans shall be routed through the Jacksonville Aviation Authority to ensure minimal interference with the Cecil Airport.**



Aerial View



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>0 160 320 640 Feet</p>
<p>ORDINANCE NUMBER ORD-2023-0224</p>	<p>TRACKING NUMBER T-2023-4723</p>	<p>COUNCIL DISTRICT: 12</p> <p>EXHIBIT 2 PAGE 1 OF 1</p>

Legal Map