

**REPORT OF THE PLANNING DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2025-0212 TO**  
**PLANNED UNIT DEVELOPMENT**

**APRIL 17<sup>TH</sup>, 2025**

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0212** to Planned Unit Development.

<b><i>Location:</i></b>	0 Soutel Drive, between Norfolk Boulevard and Scott Woods Drive West
<b><i>Real Estate Number(s):</i></b>	037542-0100, 037542-0045
<b><i>Current Zoning District(s):</i></b>	Commercial Community General-1 (CCG-1)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Community General Commercial (CGC)
<b><i>Planning District:</i></b>	Northwest, District 5
<b><i>Council District:</i></b>	District 10
<b><i>Applicant/Agent:</i></b>	Josh Cockrell The Stellarea Group PO Box 28327 Jacksonville, Florida 32226
<b><i>Owner:</i></b>	Dale Fish DDT&L, INC. 3161 Scenic Oaks Drive Jacksonville, Florida 32226
<b><i>Staff Recommendation:</i></b>	<b>DENY</b>

**GENERAL INFORMATION**

Application for rezoning to Planned Unit Development **2025-0212** seeks to rezone approximately .51 acres of land from CCG-1 to PUD. The rezoning to PUD is being sought due to CCG-1 not allowing the parking of semi-tractors. The property owner is seeking this PUD to allow for parking of their company's semi-tractors, without the trailers, on the property. The uses are identical to

CCG-1 permitted uses with ‘Bus, semi-tractor (but not trailer) or truck parking and/or storage’ added.

The Planning Department recommended denial for a similar rezoning to a Planned Unit Development (**2024-0535**). This rezoning sought to rezone CCG-2 to a PUD to allow for overnight parking and storage of buses, line-haul trucks and trailers. Similarly, the Planning Department deemed this request to be too intensive of a use for the property due to the abutting church and residential uses. While **2024-0535** was concerned with semi-trailers parking which would be characterized as more intense than semi-tractor parking, as **2025-0212** is seeking, the existence of heavy equipment in such an area would still prove to be too intense of a use in the near vicinity of residential and church uses. For **2025-0212**, the applicant did not provide a site plan showing any landscaping or improvements to protect the neighboring residential uses, and the written description states that the applicant will provide landscaping meeting Part 12 requirements. While Part 12 requires a 10-foot uncomplimentary landscape buffer, it is Staff’s opinion that this will not be sufficient to protect the abutting residential from the proposed use’s undesirable effects it could have on these residential properties.

### **CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 2045 Comprehensive Plan?***

The 0.51 of an acre subject property is located on the north side of Soutel Drive, between Norfolk Boulevard and Gibson Avenue. The subject site is within Council District 10 and the Northwest Planning District (PD 5). The property is currently designated as CGC land use within the Urban Development Area. According to the City’s Functional Highways Classification Map, Soutel Drive is classified as a collector road.

The applicant is proposing a rezoning to PUD to allow for the semi-tractor parking for company vehicles. No trailers would be parked on the site.

No. When applying the criteria of consistency with the 2045 Comprehensive Plan, the combined factors of the goals, objectives and policies of the plan along with the appropriate Functional Land Use Categories are used. Thus, the fact that the use is allowable in the land use category does not ensure overall consistency with the 2045 Comprehensive Plan. Compatibility, and intensity of use is accomplished through appropriate zoning and is an important consideration to the welfare and sustainability of an area. This is especially important to a predominately single-family residential area when a new commercial use is being introduced, as is proposed in this Planned Unit Development. Therefore, while the proposed uses are consistent with the category description of

the functional land use category, the compatibility, intensity and scale of the project is not consistent with the intent of the 2045 Comprehensive Plan.

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

No. While the proposed use within the Planned Unit Development is consistent with the 2045 Comprehensive Plan, it does not further the following goals, objectives and policies contained herein, including:

**Objective 3.2**

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.

*The portion of Soutel Drive that the property is located at is primarily residential and neighborhood commercial in nature. CCG-1 is the most intense commercial district found, which this application seeks to intensify from. The expansion of outside storage businesses not only adds to the blight existing within the area but does not offer shopping, and leisure opportunities to support the City's residential area.*

**Development Area:**

Urban Area (UA): The UA is the second tier Development Area and generally corresponds the densely developed portions of the City that have been in residential or with employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

**Future Land Use Element:**

**Goal 1** To ensure that the character and location of land uses optimize the combined potentials of economic benefit and enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

*The applicant is proposing an semi-tractor storage yard in a predominantly residential area. The presence of such an intense commercial use along Soutel Drive would not ensure that the character and location of land uses optimizes the qualities listed in Goal 1.*

**Policy 1.1.9** Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- 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 man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

**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.

*Preservation of the fabric and character of the City's neighborhoods would be harmed by the presence of the proposed use. The property in question is central to the neighborhood, and the proposed use does not enhance the viability of a non-residential area as the neighborhood would get minimal, if any utility from this use.*

**(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 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 categories as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC). The Planning Department finds that the proposed PUD is not consistent with the 2045 Comprehensive Plan, as evaluated 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. The agent/owner will need to submit a Mobility application and a CRC application to the Concurrency Office's email at the CMMSO@coj.net for review/fee assessment/approval.

***(3) Allocation of residential land use***

This proposed Planned Unit Development intends to utilize lands for commercial uses in addition to semi-tractor parking. 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 **inconsistent** 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 use of existing and proposed landscaping: The property shall be developed in accordance with the requirements of Part 12 Landscape Regulations of the Zoning Code (however, landscape may be rearranged to meet development requirements) or as otherwise approved by the Planning Department. The applicant has not proposed any additional buffering other than a 100% opaque fence as opposed to the required minimum of 95%. Staff are of the opinion that this would not be adequate given the intensity of the use.

- Traffic and pedestrian circulation patterns: Pedestrian access shall be provided by sidewalks along Soutel Drive, while vehicular access will similarly be by way of Soutel Drive.
- The use and variety of building setback lines, separations, and buffering: The setbacks are the same requirements as seen in Community Commercial General-1 Zoning District (CCG-1). Buffering will be developed according to Part 12 Landscaping requirements. A 10 foot uncomplimentary use buffer is required in CCG-1 districts which are adjacent to residential districts, which would be a small buffer given the intensity of the proposed use.
- The separation and buffering of vehicular use areas and sections of vehicular use areas: The entire site is intended to be developed for outside storage of semi-tractors. Vehicle use buffering will be required per Part 12 Landscaping of the Zoning Code.

#### ***(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 **not achieved** by the following:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The subject property is located along Soutel Drive with a mix of uses both commercial and residential in nature. Properties to the north are zoned Residential Low Density-60 and are primarily single-family dwellings. The properties to the east and west are both zoned CCG-1 and both are currently vacant. To the south, there is a property zoned CCG-1 being used as a church and another vacant parcel zoned CRO.
- 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	LDR	RLD-60	Single Family Dwellings
South	RPI	CRO	Vacant
East	CGC	CCG-1	Vacant
West	CGC	CCG-1	Vacant

#### ***(6) Intensity of Development***

The PUD is inappropriate at this location because the proposed are incompatible and too intense for the surrounding area.

- The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD: Per the submitted written description, the applicant will be required to provide a 10-foot uncomplimentary land use buffer along

- The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD: Per the submitted written description, the applicant will be required to provide a 10-foot uncomplimentary land use buffer along the east and south property boundaries. However, it is Staff's opinion that the proposed use will still have negative affects on the surrounding residences given the intense nature of the proposed development, and the objectionable noise, vibrations, and fumes associated with automobile wrecking.
- The existing residential density and intensity of use of surrounding lands: There are single family dwellings to the north and south of this property. While there are some commercial found to the east of the subject property, the area is predominantly residential in character to the north and south.
- The availability and location of utility services and public facilities and services: JEA will provide water, sewer, and electricity to the property.
- Any other factor deemed relevant to the limitation of the intensity of the development for the benefit of the public health, welfare and safety: These uses are by exception in the CCG-2 Zoning District and permitted in the IL Zoning District. Staff finds these additional uses to be too intense and have the potential to be harmful to the surrounding residential area.

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

The project will be developed with no amount of open space and recreation.

***(8) Impact on wetlands***

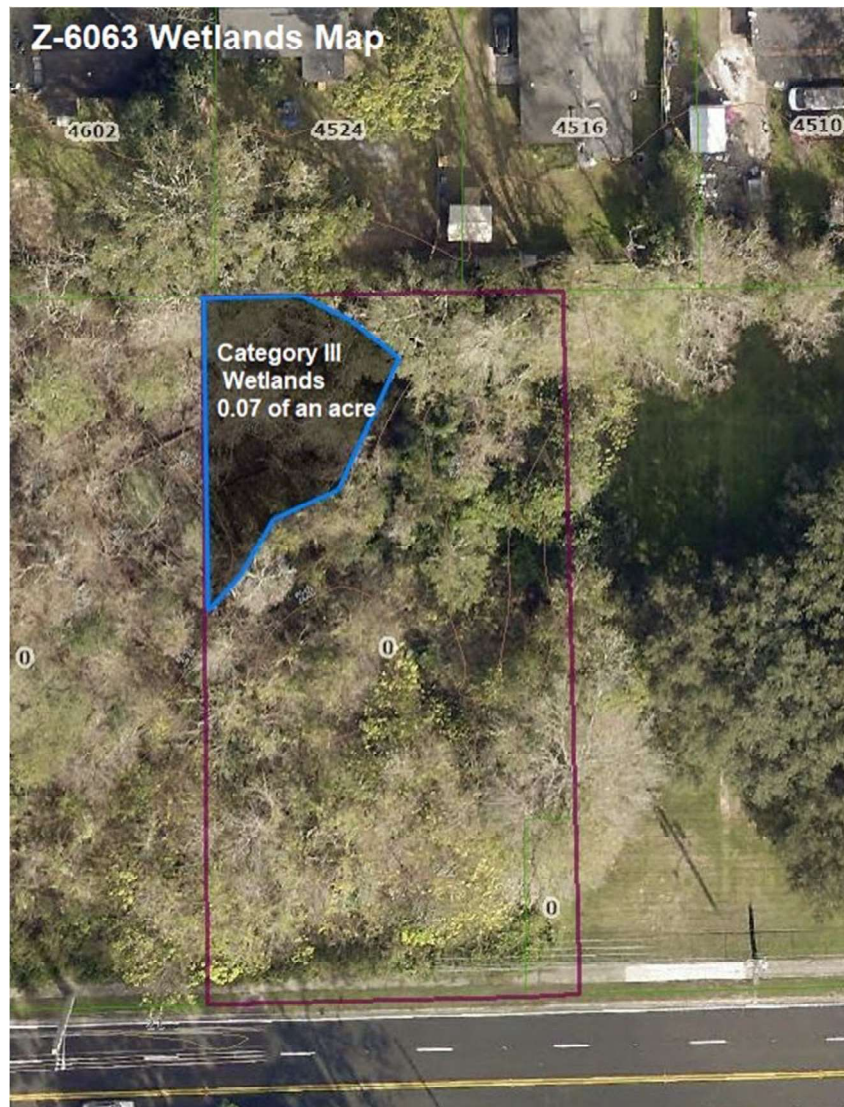
Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City's GIS analysis that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed rezoning is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

Approximate Size: 0.07 of an acre

General Location(s):	The wetlands are in the northwestern corner of the application site and are a portion of an isolated wetland pocket located west of the property.
Quality/Functional Value:	The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation and size. In addition, the wetland has no clear or significant impact on the City's waterways.
Soil Types/ Characteristics:	(66) Surrency loamy fine sand, depressional – The Surrency series consists of nearly level, very poorly drained soils that occur in depressions. These soils formed in thick sandy and loamy marine sediments. The soils are moderately permeable moderately slowly permeable. Generally, the high-water table is at or above the surface.
Wetland Category:	Category III
Consistency of Permitted Uses:	Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	No application for an Environmental Resource Permit has been issued according to the St. Johns River Water Management District web site.
Wetlands Impact:	None proposed at this time.
Associated Impacts:	None.
Relevant Policies:	CCME Policies 4.1.3 and 4.1.6





***(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 2045 Comprehensive Plan.

### SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on March 31<sup>st</sup>, 2025, 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 **2025-0212** be **DENIED with the following exhibits:**

1. The original legal description dated February 13<sup>th</sup>, 2025.
2. The revised written description dated April 7<sup>th</sup>, 2025.
3. The revised site plan dated April 7<sup>th</sup>, 2025.





Aerial view

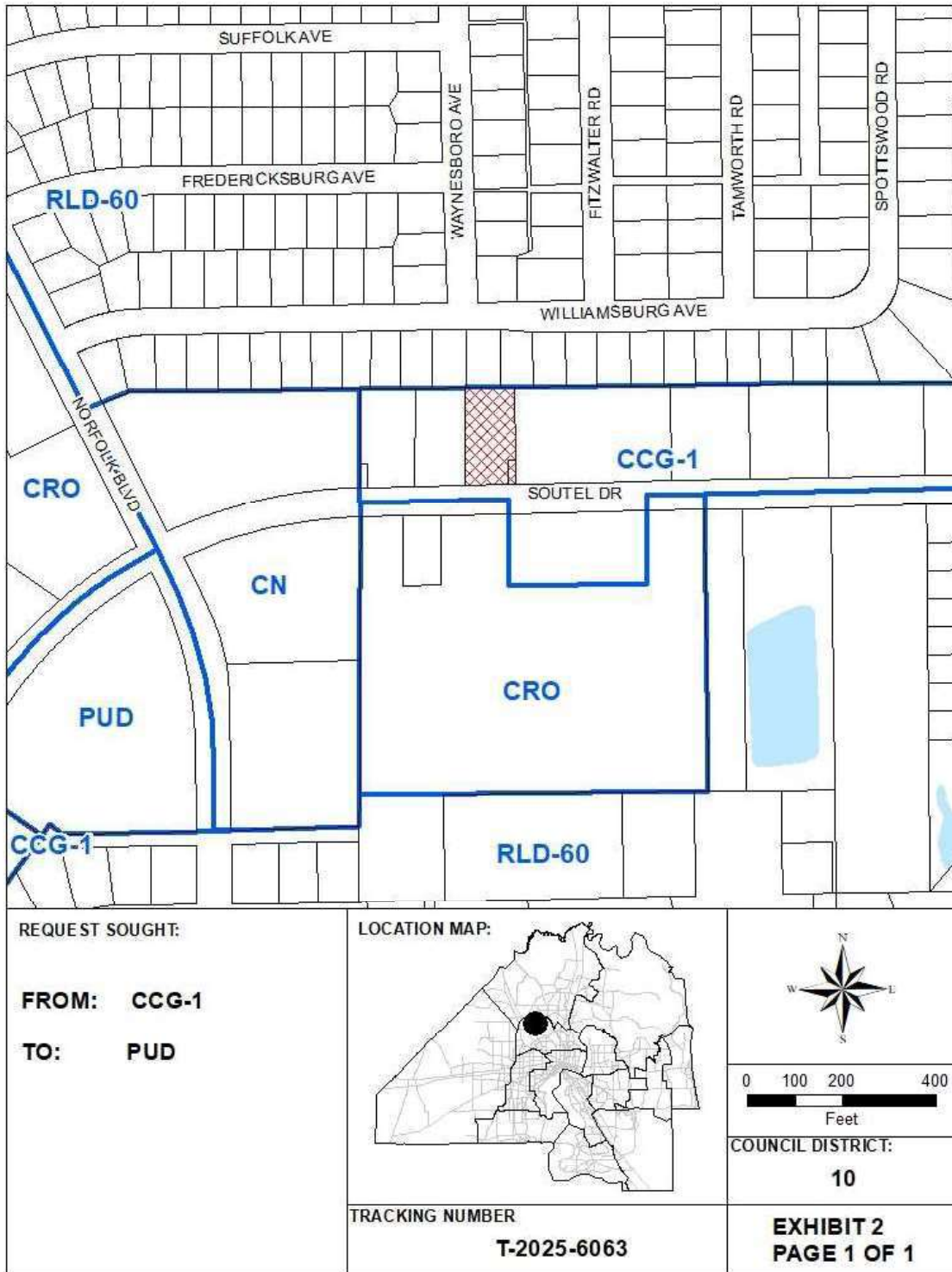


View of property from Soutel Drive



**Subject property**





Legal Map