

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were three speakers in opposition whose concerns were no other multi-family in the area, Ramona is two lane and the additional traffic will be a problem. The Commissioners felt the mixed use development is appropriate in the area.

Planning Commission Vote:	7-0
Ian Brown, Vice Chair	Aye
Jason Porter, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Charles Garrison	Aye
David Hacker	Aye
Jack Meeks	Aye
Morgan Roberts	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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City of Jacksonville - Planning and Development Department
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2023-0598 TO
PLANNED UNIT DEVELOPMENT

OCTOBER 5, 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 **2023-0598** to Planned Unit Development.

Location: 5800 & 0 Ramona Boulevard, near the intersection of Lane Avenue South and Ramona Boulevard

Real Estate Numbers: 007470 0100; 007468 0200; 007468 0100; 007471 0000

Current Zoning District: Planned Unit Development (PUD 1998-0903-E)
Commercial Community General-2 (CCG-2)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community/General Commercial (CGC)

Planning District: 5 – Northwest

Applicant/Agent: Cyndy Trimmer, Esq.
Driver, McAfee, Hawthorne and Diebenow, PLLC
1 Independent Drive, Suite 1200
Jacksonville, Florida 32202

Owners: Grace & Company, Inc.
865 South Lane Avenue
Jacksonville, FL 32205

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2023-0598** seeks to rezone approximately 25.66± acres of land from Planned Unit Development (PUD 1998-0903-E) and Commercial Community General-2 (CCG-2) to PUD. The rezoning to a new PUD is being sought in order to allow for a mixed-use development consisting of a maximum 400 multi-family dwelling units and a variety of commercial uses.

Staff notes that PUD Ordinance 1998-0903-E was originally approved for a 260,000 square foot shopping center. Since its enactment, the property has been developed with a Home Depot. The proposed PUD will be utilizing a portion of the 1998 PUD that was never developed, along with additional parcels just north of it. The proposed PUD will allow 400 multi-family dwelling units on the eastern portion of the site, most closely located to other residential properties, and the commercial uses will be located on the western portion of the site near the intersection of Ramona Boulevard and Lane Avenue.

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 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 categories 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.

The subject site is 25.66 acres and is located at 0 & 5800 Ramona Boulevard between Lane Avenue South and Ramona Boulevard in Planning District 5 and Council District 9. The application site is also in the Urban Priority Development area. According to the City's Functional Highways Classification Map Ramona Boulevard is a collector roadway and Lane Avenue South is a minor arterial roadway.

The subject site is located within the Community/General Commercial (CGC) land use category. CGC 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. Development that includes residential uses is preferred to provide support for commercial and other uses. Vertical integration of a mix of uses is encouraged.

The proposed PUD is consistent with the CGC land use category.

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

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

Future Land Use Element (FLUE):

Objective 3.1

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2045 Comprehensive Plan and Land Development Regulations.

The proposed rezoning at the subject site would directly address projected growth within the general vicinity by providing for a greater variety of housing options for local citizens.

Policy 3.1.5

The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

The proposed rezoning to a PUD would allow for commercial and residential infill on an underutilized parcel. The PUD will also allow for a greater variety of mixed residential lots—which directly addresses the housing needs of City residents.

Adaptation Action Area (AAA)

2.4 acres of the amendment site is located within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Conservation/Coastal Management Element

Policy 13.1.2

The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation

Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Policy 13.3.1

The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

Policy 13.3.6

In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

(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 categories as identified in the Future Land Use Map series (FLUMs): Community/Commercial General (CGC). Furthermore, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously 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.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize the subject parcels for a mixed-use

development. 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 with specific reference to the following:

The treatment of pedestrian ways: Pursuant to the provisions outlined in Chapter 654 Code of Subdivision Regulations and the 2045 Comprehensive Plan, the proposed development will provide the required pedestrian ways.

The variety and design of dwelling types: The proposed site plan dated August 14, 2023 depicts multi-family dwellings in the form of eight (8) apartment buildings. The applicant has the option of multi-family in the form of townhomes, per the submitted written description.

The particular land uses proposed and the conditions and limitations thereon: The proposed project is a mixed-use development that contains a residential component with a maximum of 400 dwelling units, and various commercial uses. The conceptual site plan, together with these uses, provides for a compact development that maximizes the preservation of natural areas while supporting the shopping, recreation and employment needs of the development's residents.

Compatible relationship between land uses in a mixed-use project: Developing the site for multi-family dwellings and commercial uses creates an opportunity for unique and compact compatibility in the given area.

(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 near the intersection of Lane Avenue and Ramona Boulevard. There are commercial uses located to the north and west of the property site, and residential located to the east. The subject site will preserve the residential character of the area, while also offering an assortment of commercial retail uses within the immediate area.

Nonetheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	CGC	CCG-2	Church, motel, gas station

South	CGC	PUD 1998-0903-E / CCG-2	Home Depot, restaurants
East	MDR	PUD 1998-0923-E / RMD-B	Church, single-family residential
West	CGC	CCG-2 / CO	Bank, medical office

(6) Intensity of Development

The proposed development is consistent with the CGC functional land use category.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for city water. According to submitted documents, sewer is currently provided by the Commercial Utilities division of Grace & Company, Inc.

School Capacity: Based on the Development Standards for impact assessment, the 25.66± acre proposed PUD rezoning has a development potential of 400 multi-family 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.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

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

School Impact Analysis

PUD 2023-0598

Development Potential: 400 Residential Dwellings

School Type	CSA ¹	2022-23 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats – CSA ³	Available Seats - Adjacent CSA 1&7
Elementary	2	5,833	71%	50	69%	2,661	7,641
Middle	2	2,581	68%	20	65%	98	1,936
High	2	3,136	80%	29	82%	895	2,014

Total New Students	99	
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NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-.125

MS-.051

HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number 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.

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

Public School Facilities Element

Policy 2.3.2

The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3

The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

Objective 3.2

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1

The LOS standards set forth herein shall be applied consistently for the purpose of implementing

school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

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 ¹	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2022/23)	% OCCUPIED	4 YEAR PROJECTION
Ramona Elementary #79	8	50	509	287	56%	60%
Lake Shore MS #69	2	20	1341	860	64%	59%
Riverside HS #33	2	29	1844	1587	86%	88%
		99				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate
 ES-.125
 MS-.051
 HS-.074

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number 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.

The amount and size of open spaces, plazas, common areas and recreation areas: Open space in compliance with the 2045 Comprehensive Plan will be substantially provided as stated in the submitted written description and as shown in the submitted site plan.

The application was forwarded to the Parks & Recreation Department and the following were comments issued:

The site plan doesn’t appear to include sufficient recreation area. 400 units x 150 SF = 60,000 SF or approximately 1.4 acres. The area shown for the clubhouse and pool looks to be about 0.7 acres. The berm around the stormwater pond would not be considered “recreation area” unless it is a paved trail/sidewalk.

The existence and treatment of any environment hazards to the proposed PUD property or surrounding lands: The site is located within the 300 foot Height and Hazard Zone for the Herlong Recreational Airport. Zoning will limit development to a maximum height of 300 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).

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The application was forwarded to the Florida Department of Transportation and the following were comments issued:

Lane Avenue PUD is a proposed rezoning on 25.66 acres to Planned Unit Development (PUD). The subject property is located east of Lane Avenue (SR103) and south of Ramona Blvd. The purpose of this rezoning is to allow the former Office Depot property to be redeveloped with a variety of mixed commercial and multi-family uses. Access to the site is proposed via Lane Avenue (SR103), a state facility, and Ramona Blvd. The applicant will need to coordinate with the FDOT Permits office regarding the proposed connection to Lane Avenue.

There are sidewalks located on each frontage of the property along Lane Avenue (SR103) and Ramona Blvd.

FDOT has two resurfacing projects programmed near the subject property: 1) Normandy Blvd (SR228) from Normandy Village Pkwy to Lane Avenue (SR103) construction is estimated to begin in FY 2026, and 2) Normandy Blvd (SR228) from west of Lane Avenue to Cassat Avenue construction is estimated to begin in FY 2025.

Trip Generation

Table 1 shows trip generation based on the plan of development using ITE’s Trip Generation Manual, 11th Edition.

Table 1

Land Use	ITE Code	Size	Units	Daily Trips	AM Peak Trips	PM Peak Trips
Multifamily Housing (Mid-Rise)	221	400*	Dwelling Units	1862	164	156
Shopping Center	820	300,000*	Sq. Ft.	9,725**	221**	884**

*PUD Maximums

*Includes a 29% Pass-By Reduction

Roadway Capacity

Table 2 shows the maximum level of service and peak hour volume for Lane Avenue (SR103) according to FDOT’s *Florida State Highway System Level of Service Report*, dated July 2022.

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-103/ Lane Ave	454	SR 228 / Normandy Blvd to I-10	D	3,580	1,916	C	2,204	C

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.

The application was also forwarded to the Transportation Planning Division. The following comments were issued:

- This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space as applicable in accordance with the Recreation and Open Space Element (ROSE) of the 2045 Comprehensive Plan.

(8) Impact on wetlands

Any development which would impact wetlands will be permitted in accordance with local, state, and federal 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.

According to the submitted written description, parking for non-residential uses will be pursuant to Part 6 of the Zoning Code or the applicable ITE standard. Parking for multi-family residential will be provided at a minimum rate of 1.5 parking spaces per unit and there will be no separately designated loading spaces.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **September 28, 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 **2023-0598** be **APPROVED** with the following exhibits:

1. **The original legal description dated June 7, 2023.**
2. **The original written description dated August 14, 2023.**
3. **The original site plan dated August 14, 2023.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0598** be **APPROVED** with the following conditions:

1. **Dancing entertainment establishments not serving alcohol shall not be permitted.**
2. **A traffic study shall be provided at Civil Site Plan Review. Prior to the commencement of the traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. Driveways on Ramona Blvd shall be located to prevent conflicts with the existing driveways on the north side of the road and will be discussed in the methodology meeting**

Figure A:



Source: Planning & Development Dept, 09/28/2023
Aerial view of the subject site and parcel, facing north.

Figure B:



Source: Planning & Development Dept, 09/28/2023
View of the subject property from Lane Avenue.

Figure C:



Source: Planning & Development Dept, 09/28/2023

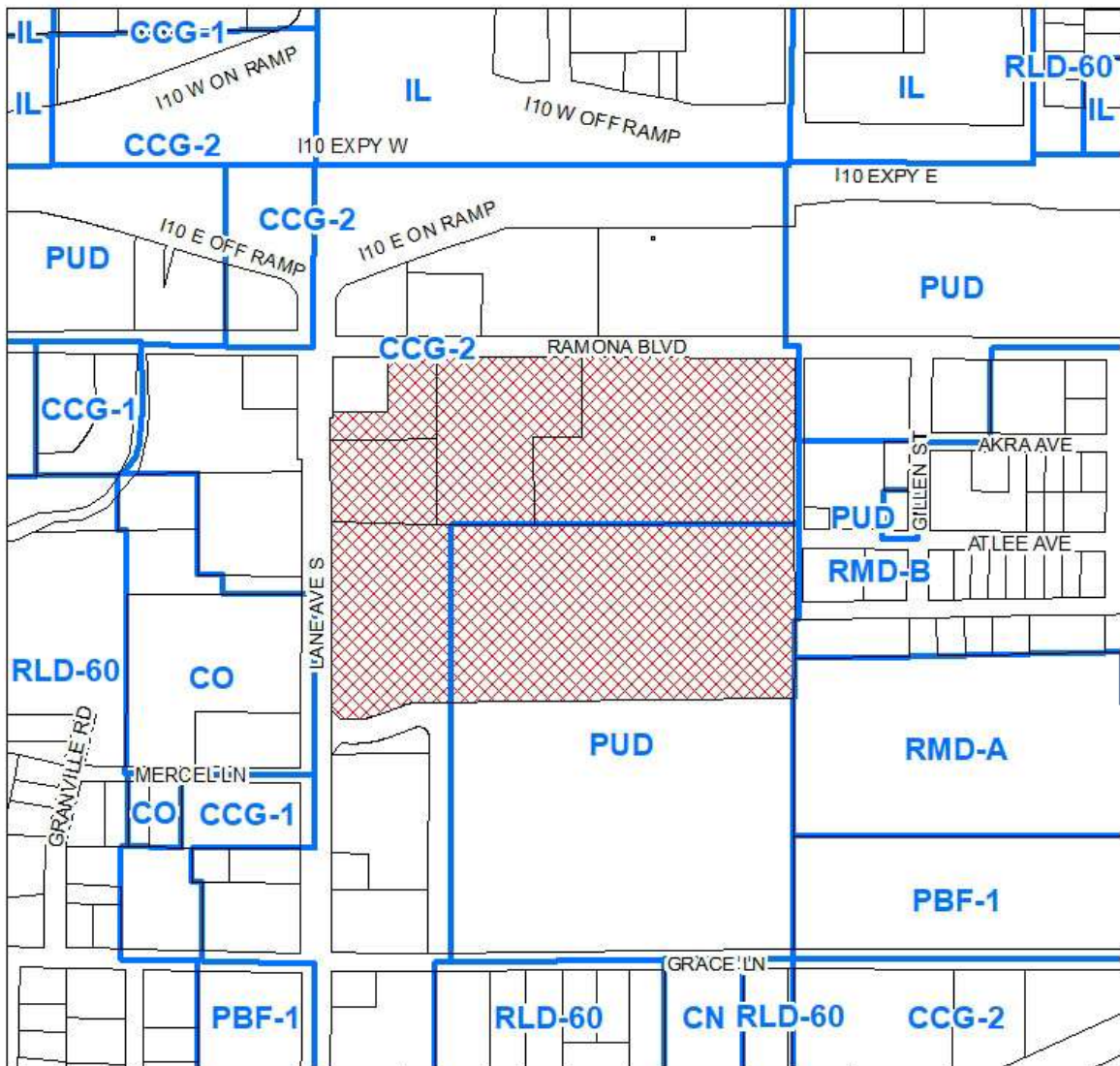
View of the neighboring property, located west of the subject property.


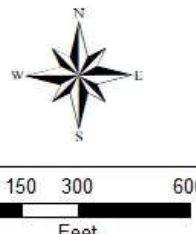
Figure D:



Source: Planning & Development Dept, 09/28/2023

View of the neighboring property, located south of the subject property.



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-2 & PUD</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>9</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2023-0598</p>	<p>TRACKING NUMBER</p> <p>T-2023-5025</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>