



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

May 9, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2024-231 **Application for: Shoppes of Ft Caroline PUD**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation: **Deny**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

1. **The original legal description dated February 2, 2024**
2. **The original written description dated February 2, 2024**
3. **The original site plan dated February 2, 2024**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

1. **The outdoor storage shall be located such that vehicles cannot be seen from Fort Caroline Road.**
2. **The existing buildings shall be maintained and shall not be demolished.**

Planning Department conditions: **None**

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

Planning Commission Commentary: There were no speakers in opposition. The Commissioners indicated they did not want to see the boats, RVs from the street and recommended two conditions. The agent agreed to those conditions.

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mark McGowan, Secretary	Aye
Lamonte Carter	Absent
Amy Fu	Aye
Julius Harden	Absent
Mon'e Holder	Aye
Ali Marar	Aye
Jack Meeks	Absent

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

Sincerely,



Bruce E. Lewis
City Planner Supervisor – Current Planning Division
City of Jacksonville - Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7820
blewis@coj.net

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-231 TO
PLANNED UNIT DEVELOPMENT

APRIL 18, 2024

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 **2024-231** to Planned Unit Development.

Location: 6200 and 6240 Ft. Caroline Road between Peeler Road and Rogero Road

Real Estate Number(s): 113196-0000, 113196-1000

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

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)

Planning District: Greater Arlington/Beaches, District 2

Council District: District 1

Applicant/Agent: Douglas N. Burnett, Esq.
St Johns Law Group
104 Sea Oats Grove Main Street
St. Augustine Florida 32080

Owner: Beemer & Associates XIII, LLC
7880 Gate Parkway
Jacksonville Florid 32256

Staff Recommendation: **DENY**

GENERAL INFORMATION

Application for Planned Unit Development 2024-231 seeks to rezone approximately 10.87 acres of land from CCG-1 to PUD. The rezoning to PUD is being sought to add outdoor storage of boats, RV, trailers and similar items to the current permitted and permissible uses by exception in the CCG-1 Zoning District. The subject property contains a 35,000 sq. ft. retail buildings and 10 one story self-storage buildings. There is a retention pond in the southeast corner of the site.

The parcels are outside the Renew Arlington Zoning Overlay, but within the Old Arlington Neighborhood Action Plan (NAP) which was adopted by City Council in 2007.

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?

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 proposed use is allowed in the land use category does not ensure overall consistency with the 2045 Comprehensive Plan. 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 when a new commercial use is introduced adjacent to a predominately single-family residential area, as is proposed in this Planned Unit Development. Therefore, while the proposed use is consistent with the category description of the functional land use category, the 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. This proposed rezoning to Planned Unit Development is inconsistent with the 2045 Comprehensive Plan, and does not further the following goals, objectives and policies contained herein, including:

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.

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 1.1.9 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:

This PUD application does not offer any innovative site planning and smart growth techniques.

1.1.23 To help ensure a more balanced population distribution and utilization of public resources, the City will focus greater efforts on revitalizing existing communities and developments through such measures as the Neighborhood Action Plan program, allocation of Community Development Block Grants, the use of economic incentives through the Office of Economic Development (OED) or the Downtown Investment Authority (DIA), and public funds distributed through the Northwest Jacksonville Economic Development Fund (NWJEDF).

3.1.1 The City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures.

The applicant is proposing that the parking area fronting Ft. Caroline Road be used for the outdoor storage. Staff has concerns that using this area for outdoor storage will create a blighting effect on the area. Below is an excerpt from the Old Arlington NAP.

“Intensification of commercial parcels where there are adjacent single-family residential uses may begin to erode the character of the area and have a detrimental effect on the viability of the residential uses over time.”

3.1.2 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

“...the Plan recommends that the Planning Department be sensitive to the relationships between commercial and residential uses when proposed changes to land use or zoning are reviewed,...”

It is recommended that future “up-zoning” requests should be carefully reviewed with consideration for existing residential uses.

(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.

(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). The Planning and Development Department finds that the proposed PUD is inconsistent 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) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for commercial uses. 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 proposed Planned Unit Development shall be based on the following factors:

- The streetscape: There is an existing 36,000 sq. ft. retail building fronting Ft. Caroline Road and the PUD is not proposing any additional buildings.
- Traffic and pedestrian circulation patterns: The parcel has been constructed with vehicular use areas that comply with Part 6, Parking Regulations and Part 12 Landscape regulations of the Zoning Code. The Site Plan does not indicate any changes to the current layout.
- The particular land uses proposed and the conditions and limitations thereon: The PUD is proposing to add outdoor storage to the uses that are currently allowed in the CCG-1 Zoning District. The additional use will not create any adverse impacts to the existing commercial uses on the parcel.

(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 applicant is proposing that the parking area fronting Ft. Caroline Road be used for the outdoor storage. Staff has concerns that using this area for outdoor storage will create a blighting effect on the area. Below is an excerpt from the Old Arlington NAP which is concerned about the potential for blight.
“Intensification of commercial parcels where there are adjacent single-family residential uses may begin to erode the character of the area and have a detrimental effect on the viability of the residential uses over time.”
- 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	ROS CGC	PBF-1 CO	COJ Victory Park JFRD Station # 27
South	LDR	RLD-60	Single family dwellings
East	LDR CGC	RLD-60 CCG-1	Single family dwellings Arlington Little League fields
West	LDR CGC	PUD (82-600) CCG-1	Multifamily units, fitness facility Personal self-storage facility

(6) Intensity of Development

The proposed development is consistent with the Community General Commercial (CGC) functional land use category as a commercial retail and service establishment uses. However the proposed outdoor storage use is an intensification of the CCG-1 Zoning District.

- The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD: From the Old Arlington NAP:

*“It is recommended that future requests for intensification of zoning (through exceptions, rezonings, or Planned Unit Developments) **should not be supported** by the Planning and Development Department unless it can be demonstrated that there will be a benefit to the neighborhood, including adjacent or nearby residential uses. In particular, the CCG-2 zoning category, or Planned Unit Developments that include major auto repair and other very intense uses that are allowed in CCG-2, should not be supported in the study area, as its uses are potentially too intense to be a “good neighbor” to residential uses.”*

- The existing residential density and intensity of use of surrounding lands: There are single family dwellings to the southeast. There is a 40 foot wide drainage easement between the rear yards and the subject property boundary. Additionally, there is a retention pond that is 140 feet wide that separates the outdoor storage area from the residential dwellings.

(7) Usable open spaces plazas, recreation areas.

The project is not required to be developed with the required amount of open space or recreation area.

(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, 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

There is an existing sidewalk along Ft. Caroline Road in front of the parcel. The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on April 1, 2024, the required Notice of Public Hearing sign were not posted. The agent was contacted and the signs were posted later that same day.

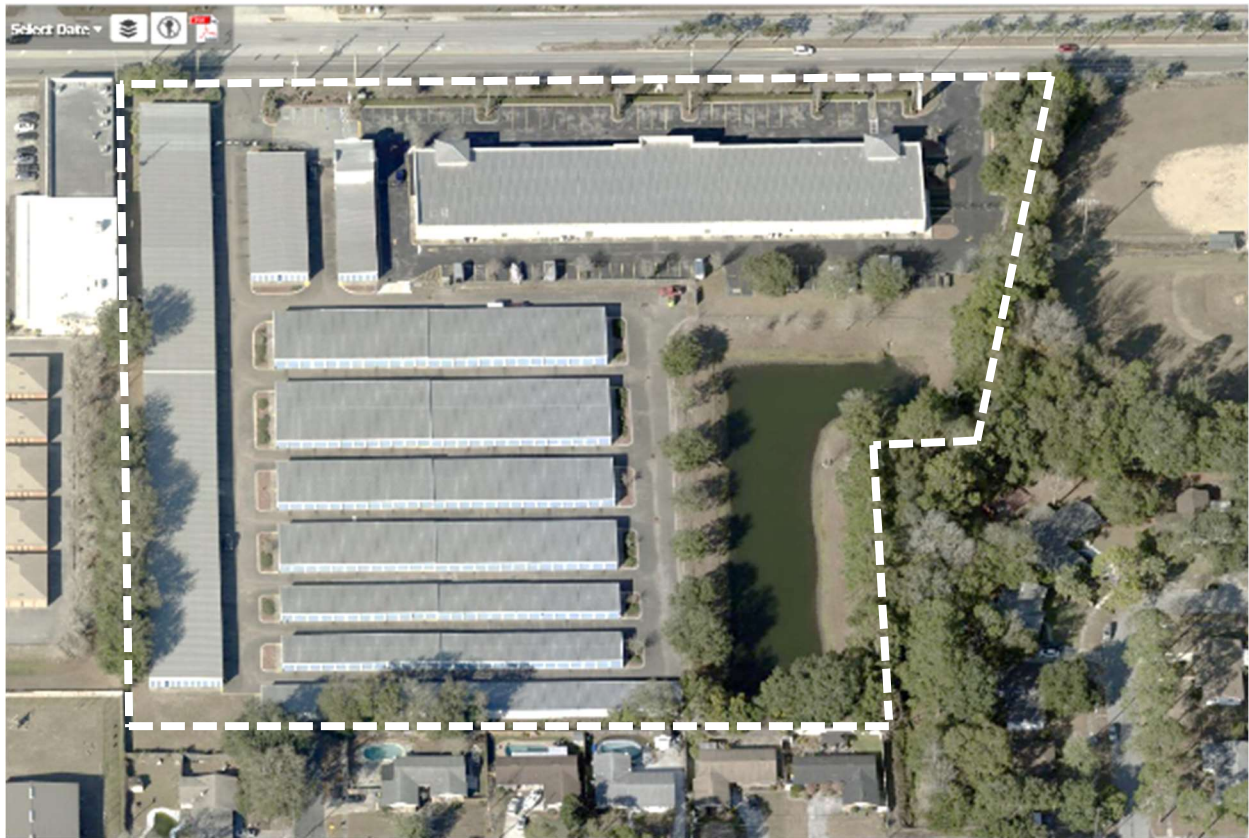




RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2024-231** be **DENIED** with the following exhibits:

1. The original legal description dated February 2, 2024
2. The original written description dated February 2, 2024
3. The original site plan dated February 2, 2024



Aerial view of subject property



View of subject property



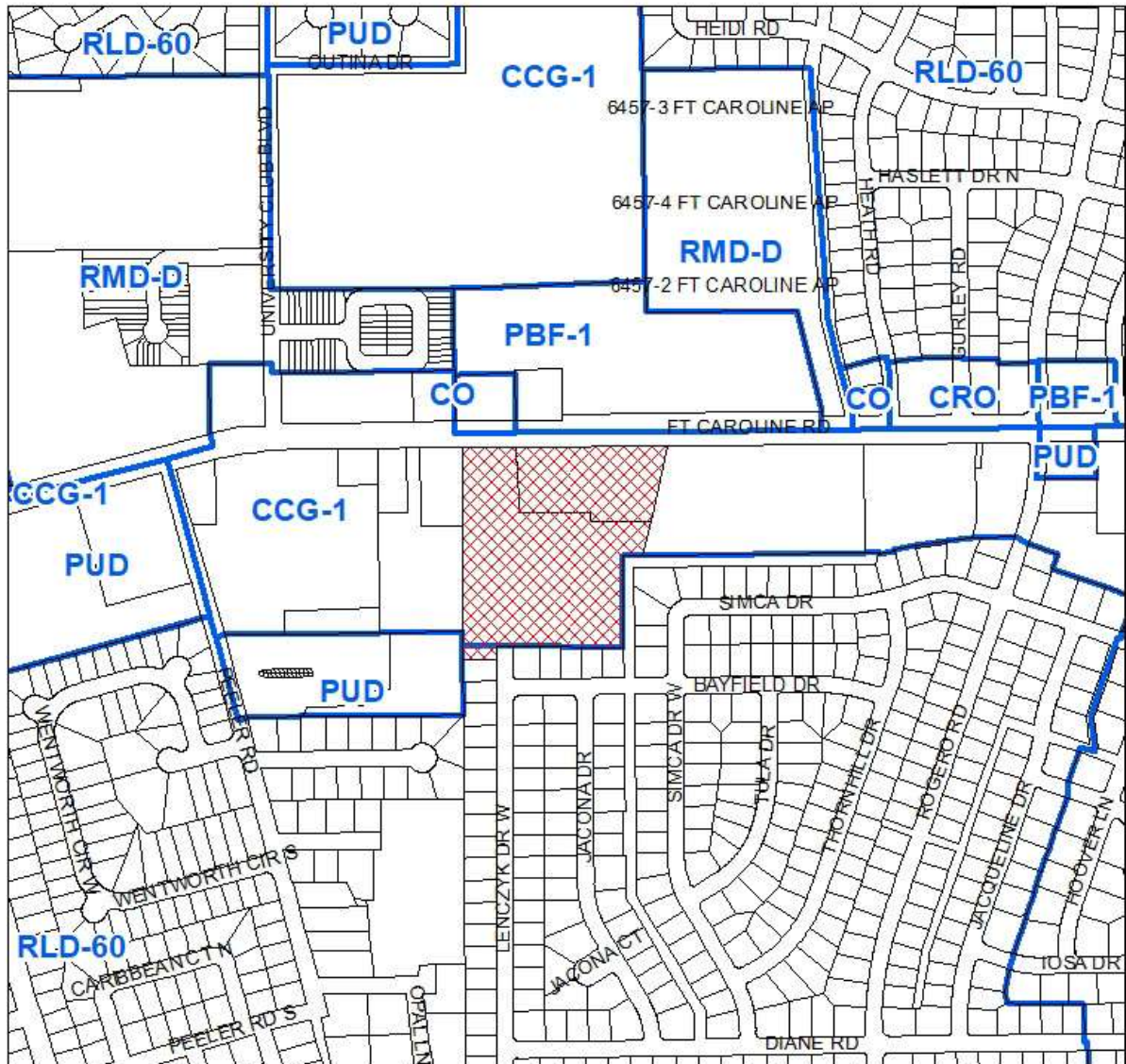
View of subject property

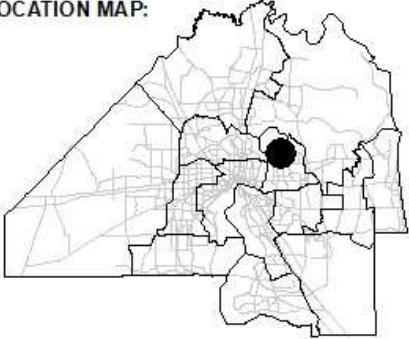
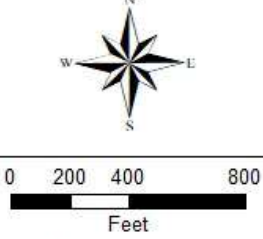


View of subject property



View of subject property along Ft. Caroline Road for outside storage.



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>1</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2024-0231</p>	<p>TRACKING NUMBER</p> <p>T-2024-5426</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>