



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
214 N. Hogan St., Suite 300  
Jacksonville, FL 32202  
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Jacksonville.gov

August 22, 2024

The Honorable Randy White  
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.: 2024-519**

Dear Honorable Council President White, 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: **Approve**

Planning Commission Recommendation: **Approve**

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **7-0**

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

Jack Meeks

Absent

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

Sincerely,

A handwritten signature in blue ink, appearing to read "Bruce E. Lewis". The signature is fluid and cursive, with the first name "Bruce" being more prominent.

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  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**

**APPLICATION FOR REZONING ORDINANCE 2024-0519**

**AUGUST 22, 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 **2024-0519**.

|   |  |
|---|--|
| <b><i>Location:</i></b>                   | 0 Palm Lake Drive  |
| <b><i>Real Estate Number:</i></b>         | 109453 0015; 109453 0040   |
| <b><i>Current Zoning District:</i></b>    | Industrial Light (IL)<br>Industrial Business Park (IBP)  |
| <b><i>Proposed Zoning District:</i></b>   | Residential Medium Density-A (RMD-A)<br>Residential Medium Density-D (RMD-D)                               |
| <b><i>Current Land Use Category:</i></b>  | Light Industrial (LI)<br>Business Park (BP)  |
| <b><i>Proposed Land Use Category:</i></b> | Medium Density Residential (MDR)   |
| <b><i>Planning District:</i></b>          | District 6—North   |
| <b><i>Council District:</i></b>           | District 2   |
| <b><i>Applicant:</i></b>                  | John Gislason<br>DR Horton<br>4220 Race Track Road<br>Saint Johns, Florida 32259                           |
| <b><i>Owner:</i></b>                      | Cory Nicols<br>Palm Lake, LLC<br>219 N Newman Street, 4 <sup>th</sup> Floor<br>Jacksonville, Florida 32202 |
| <b><i>Staff Recommendation:</i></b>       | <b>APPROVE</b>   |

**GENERAL INFORMATION**

Application for Rezoning Ordinance **2024-0519** seeks to rezone 23.70± acres of land from Industrial Light (IL) and Industrial Business Park (IBP) to Residential Medium Density-A (RMD-

A) and Residential Medium Density-D (RMD-D). The applicant seeks to rezone the subject site to allow for 106 townhomes and 210 apartments. Zoning application Ordinance 2024-0519 has a companion land use application, Ordinance 2024-0518 / L-5946-24C, that seeks a land use change from Light Industrial (LI) and Business Park (BP) to Medium Density Residential (MDR). The Planning and Development Department is recommending approval of the companion Land-Use Amendment.

### **STANDARDS, CRITERIA AND FINDINGS**

Pursuant to Section 656.125 of the Zoning Code, an applicant for a proposed rezoning bears the burden of proving, by substantial competent evidence, that the proposed rezoning is consistent with the City's comprehensive plan for future development of the subject parcel. In determining whether a proposed rezoning is consistent with the 2045 Comprehensive Plan, the Planning and Development Department considers several factors, including (a) whether it is consistent with the functional land use category identified in the Future Land Use Map series of the Future Land Use Element; (b) whether it furthers the goals, objectives and policies of the Comprehensive Plan; and (c) whether it conflicts with any portion of the City's land use regulations. Thus, the fact that a proposed rezoning is permissible within a given land use category does not automatically render it consistent with the 2045 Comprehensive Plan, as a determination of consistency entails an examination of several different factors.

***1. Is the proposed rezoning consistent with the 2045 Comprehensive Plan?***

Yes. The 23.70-acre subject site is located on the east and west side of Palm Lake Drive and between Noah Road and Eastport Road, a collector roadway in the North Planning District. The site is also located in Council District 2. According to the City's Functional Highways Classification Map, Palm Lake Drive is a local (unclassified) roadway.

The applicant seeks to rezone from IL and IBP to RMD-A and RMD-D to allow for residential development. A companion Future Land Use Map (FLUM) amendment was also filed for this site from LI and BP to MDR (L-5946-24C / Ordinance 2024-518) which is pending concurrently with this application.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as 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. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Development within the category should be compact and connected and should support multi-modal transportation. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept and Transit Oriented Development (TOD) are permitted. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between

neighboring uses, and compatibility with adjacent residential neighborhoods. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

The proposed zoning change to RMD-A and RMD-D is consistent with the proposed MDR land use category.

2. ***Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

Yes. The proposed rezoning from IL and IBP to RMD-A and RMD-D is consistent with the listed objectives, policies, and goals of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

**Future Land Use Element (FLUE):**

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, 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 proposed rezoning from IL and IBP to RMD-A and RMD-D of the subject property is within the character of the area, as the surrounding area's uses are dominantly light industrial and residential.*

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

**Wetlands**

Review of City data and the applicant's site plan indicates the existence of wetlands on the subject site and as such based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies

**Wetlands Characteristics:**

|                           |   |
|---------------------------|---|
| Approximate Size:         | 10.95 Acres   |
| General Location(s):      | Wetlands are located throughout the application site.   |
| Quality/Functional Value: | The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways. |

Soil Types/

Characteristics:

Surrency loamy fine sand, depressional (66) – 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

Environmental Resource

Permit (ERP):

ERP #96172-3 Wetlands Boundary Determination; Expired March 23, 2015.

Wetlands Impact:

Site plan shows encroachment into wetlands for housing and stormwater management; approximately 3.0 acres.



**Wetlands map of subject property**

**Airport Environment Zone**

The site is located within the 300-foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 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).

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

**Industrial Zones**

The subject property located on the west side of Palm Lakes Drive is within the Industrial Situational Compatibility Zone. Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map as areas that are strategically located are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements. Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies.





**Industrial Situational Compatibility Zone Map**

**3. Does the proposed rezoning conflict with any portion of the City's land use regulations?**

No. Staff finds that the proposed rezoning application and land use amendment are not in conflict with the City's land use regulations. The applicant seeks to rezone the property from IL and IBP to RMD-A and RMD-D and change the land use category from LI and BP to MDR.

**SURROUNDING LAND USE AND ZONING**

The 23.70-acre subject property is located along the east and west side of Palm Lake Drive, and between Noah Road and Eastport Road, a collector roadway in the North Planning District. The site is also located in Council District 2. According to the City's Functional Highways Classification Map, Palm Lake Drive is a local (unclassified) roadway.

The surrounding Land Use Categories and Zoning Districts are as followed:

| Adjacent Property | Land Use Category | Zoning District | Current Use(s)                       |
|-------------------|-------------------|-----------------|--------------------------------------|
| North             | LI                | IL              | Open Storage; Single-Family Dwelling |
| East              | LDR               | RLD-60          | Single-Family Dwellings              |



|       |         |                        |   |
|-------|---------|------------------------|---|
| South | MDR; LI | PUD (2005-0547);<br>IL | Apartments; Vacant Industrial; Railroad |
| West  | MDR; LI | PUD (2021-0576);<br>IL | Apartments; Open Storage                |

Staff finds that the proposed rezoning from IL and IBP to RMD-A and RMD-D would be consistent and compatible with the surrounding uses that are dominantly single-family dwellings, apartments, and open storage. Mezza Apartments, an adjacent property, was approved through PUD 2005-0740.

### **SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on **August 13th, 2024** to the Planning and Development Department, that 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 **2024-0519** be **APPROVED**.

**Aerial Photo**



Source: JaxGIS, 8/6/2024

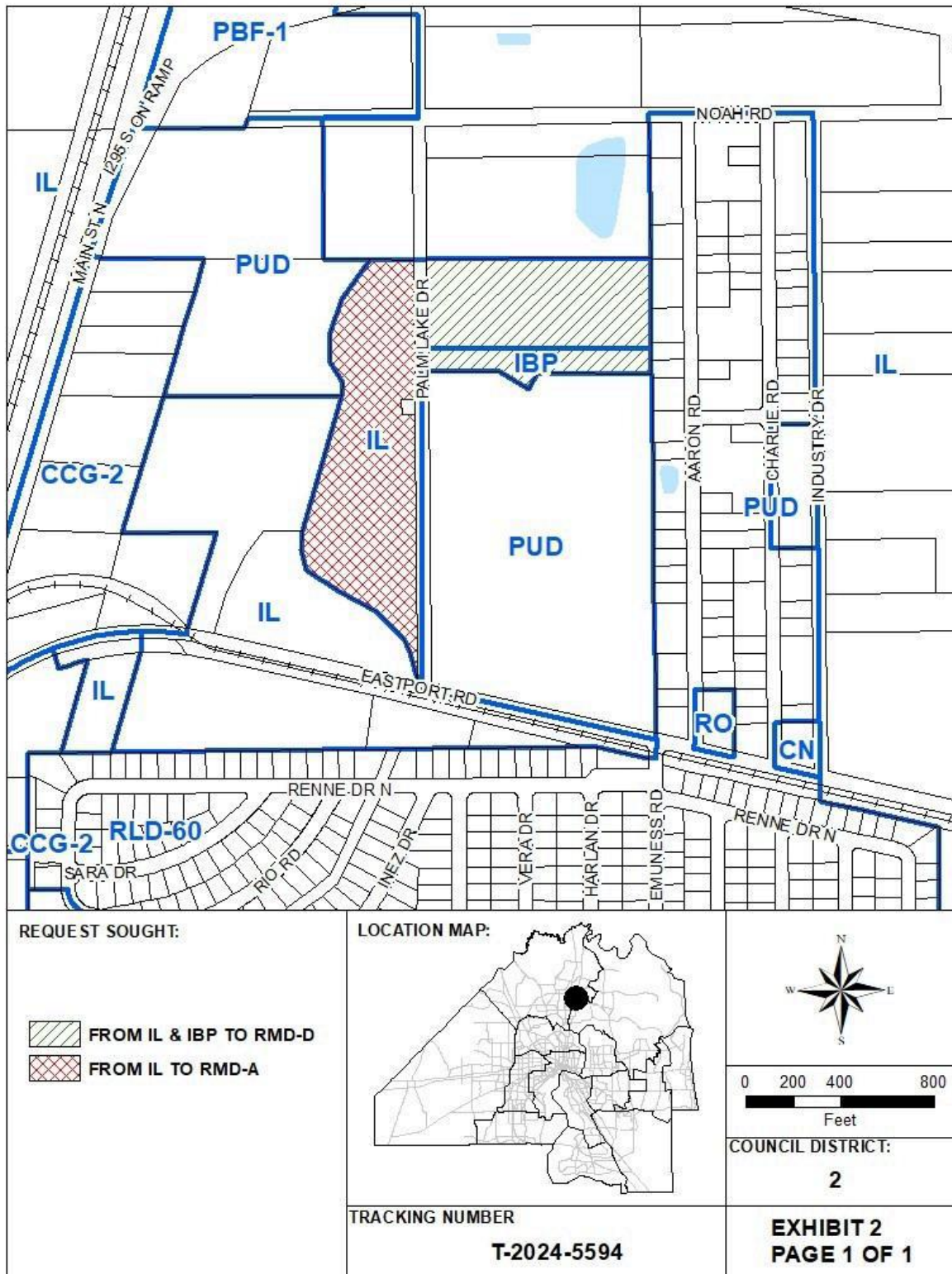
**View of Proposed Properties**





**View of the Mezza Apartments located at an adjacent property**





Legal Map