



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

June 20, 2024

The Honorable Randy White, 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.: 2024-413

Application for: Owens Road Townhomes PUD

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 with Conditions**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original description dated March 31, 2024.**
- 2. The original description dated May 6, 2024.**
- 3. The original site plan dated April 24, 2024.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The development shall be permitted one pole sign on Interstate 95, not exceeding 150 square feet in area and 50 feet in height. The pole sign shall be at least 200 feet from the billboard.**
- 2. A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**

3. The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in the Land Development Procedures Manual Volume 3: Standard Details, Plate P-127.

Planning Department conditions:

1. The development shall be permitted one pole sign on Interstate 95, not exceeding 150 square feet in area and 50 feet in height. The pole sign shall be at least 200 feet from the existing pole sign.
2. A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
3. The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in the Land Development Procedures Manual Volume 3: Standard Details, Plate P-127.
4. The sidewalk on Owens Road shall be constructed with this subdivision and shall be part of the approval/acceptance process.

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

Planning Commission Commentary: There were no speakers in opposition. The agent agreed to meet with the Planning Department to discuss condition #4. There was little discussion among the Commissioners.

Planning Commission Vote: **6-0**

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

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

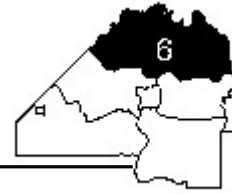
Sincerely,



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

North District
Citizens Planning Advisory Committee
Chair: Jamie Lacy **Vice Chair: Charles Barr**



June 18, 2024

To:	Honorable Kevin Carrico	Honorable Ronald Salem	Mr. Charles Garrison
	Land Use & Zoning Committee	President, City Council	Chair, Planning Commission
	117 W. Duval St., Ste. 425	117 W. Duval St., Ste. 425	214 N. Hogan St. Ste. 300
	Jacksonville, FL 32202	Jacksonville, FL 32202	Jacksonville, FL 32202

Greetings:

This correspondence is in reference to project 2024-0413. The North CPAC, having carefully considered the potential impact on our community, is not opposed to this PUD if any single-family dwellings have at least 50' or greater lot size. We believe the smaller parcels do not allow enough space for comfortable living or experiencing the American Dream of the size lots the children can play in without being concerned about being in the neighbor's yard.

Respectfully submitted,

Jamie Lacy

Jamie Lacy
North Citizens Planning Advisory Committee (CPAC) Chair

CC: City Council Vice President: Randy White
Members: Ken Amaro, Raul Arias, Joe Carlucci, Rory Diamond, Rahman Johnson, Michael Boylan, JuCoby Pittman, Tyrone Clark-Murray, Kevin Carrico, Reggie Gaffney Jr., Matt Carlucci, Nick Howland, Jim Peluso, Mike Gay, Will Lahnen
E-copy: Council Legislative Services: Merriane Lahmeur, Margaret Sidman, Maritza Sanchez, Barbara Ireland Hobson
Attorney: Mary Staffopoulos
Planning Department: Erin Abney, Kristen Reid, Bruce Lewis, Laurie Santana, Patricia Sales
Neighborhood Department: Thomas Waters, Lisa Ransom, Michelle Godwin-Ware

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-413 TO
PLANNED UNIT DEVELOPMENT

JUNE 20, 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 **2024-413** to Planned Unit Development.

Location: Owens Road and I-95, between Ranch Road and I-95

Real Estate Number: 019348-0700, 019348-0710, 106256-0030

Current Zoning District: Planned Unit Development (PUD 2022-16 / 2008-790)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Residential Professional Institutional (RPI)
Community General Commercial (CGC)

Planning District: 6 - North

Council District: 8

Applicant/Agent: Staci Rewis, Esq.
DMH & D, PLLC
One Independent Drive, Suite 1200
Jacksonville Florida 32202

Owner: PAAL I-95, LLC
13911 Silkvine Lane
Jacksonville Florida 32224

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

The application for Planned Unit Development 2024-413 is to rezone approximately 61.97 acres of property from Planned Unit Development PUD to Planned Unit Development (PUD). The request is to permit the development of a maximum of 190 multi-family dwelling units.

The PUD was approved with the following conditions:

- (1) The commercial development shall be permitted one monument sign not exceeding 150 square feet in area and 25 feet in height.
- (2) Any establishment or facility which includes the retail sale and service of beer or wine for off-premises consumption, or for on-premises consumption, shall be in conjunction with food prepared on the premises and ordered from a menu.
- (3) Any establishment or facility which includes the retail sale and service of all alcoholic beverages, including liquor, beer, or wine, for on-premises consumption, off-premises consumption, or both, shall be by Zoning Exception.
- (4) The developer shall provide 20 feet of separation between end units, or 40 feet of separation between the front and back of units.
- (5) The development shall be permitted one pole sign on Interstate 95, not exceeding 150 square feet in area and 50 feet in height. The pole sign shall be at least 200 feet from the existing pole sign.
- (6) A traffic study shall be provided at the Civil Site Plan Review. Prior to commencement of the traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division, and the traffic reviewer from Development Services.

The Planning & Development Department has reviewed the conditions of the enacted ordinance and recommends that Conditions #5 and # 6 be continued with this PUD. The conditions were enacted when the PUD had commercial and multi-family units. The current PUD is for multi-family only.

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 Residential Professional Institutional (RPI) and 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 RPI land use category in the Suburban Area is intended to provide low to medium density development. Development that includes medium density residential and professional office uses is preferred. Principal uses in the RPI include, but are not limited to, multi-family dwellings; business and professional offices. The maximum gross density allowed in RPI in the Suburban Area is 20 units per acre. The PUD is proposing a gross density of 3 units per acre. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code.

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

Yes. 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:

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:

- 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

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 Comprehensive Plan and Land Development Regulations.

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.

(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): Residential Professional Institutional (RPI) and Community General Commercial (CGC). 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) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a multi-family development. 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 use of existing and proposed landscaping: The property shall be developed in accordance with Part 12 Landscape Regulations of the Zoning Code.

- Traffic and pedestrian circulation patterns: The Development Services Division has stated that “a traffic study is to be conducted for Ranch Road and Owens Road. The study shall include a queue storage analysis of the existing lanes, need for additional lanes and a traffic signal warrant analysis based on the MUTCD warrants. Development Services shall approve the study prior to the final approval of the Civil Engineering Plan set. Plans for any required improvements shall be included with the Civil Engineering plan set. The developer will be responsible for all cost associated with the design, construction of any required improvements, as well as the study. If turn lanes are required at the above locations they shall be constructed as required below. In addition, there shall be no cross access or parking within 150’ of Ranch Road, to provide sufficient on site queuing.” (see attached memo)
- The use and variety of building setback lines, separations, and buffering: The developer shall provide 20 feet of separation between end units or 40 feet of separation between the front or back of units.
- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The development will comply with the Zoning Code for a minimum of 150 square feet of active recreation area for each unit.
- The use of topography, physical environment and other natural features: The site plan indicates the buildings will be located to avoid exiting wetlands. The wetlands will be used to provide visual interest with the curvilinear parking layout.
- Traffic and pedestrian circulation patterns: The site plan show one point of ingress/egress, on Ranch Road.

(5) External Compatibility

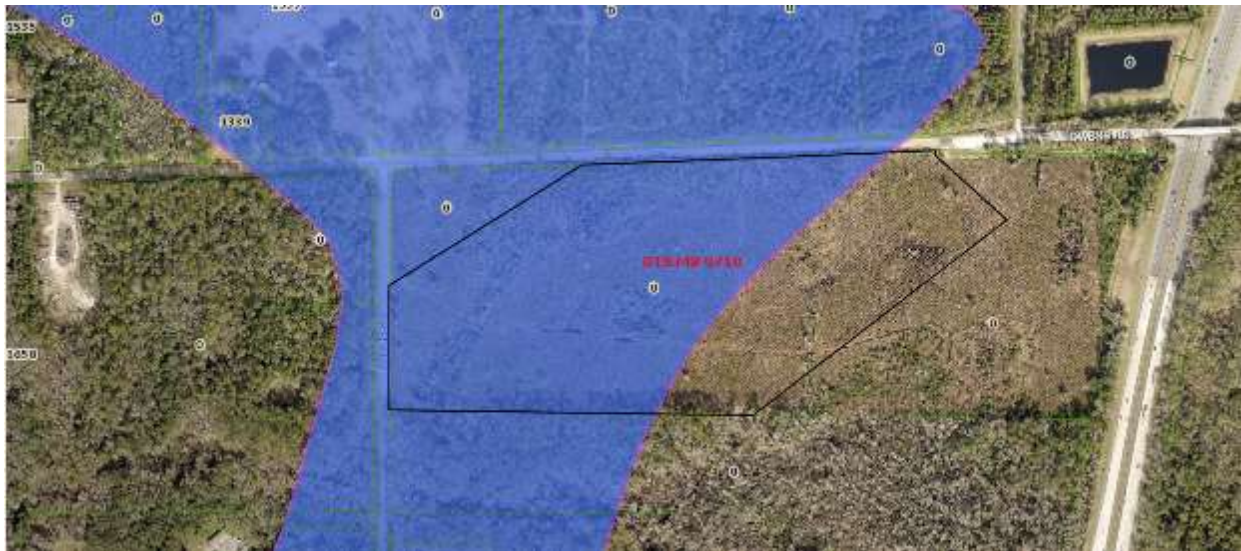
Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

- The type, number and location of surrounding external uses: The subject site is located approximately ½ mile to the northwest of the interchange of Airport Road and I-95. All lands surrounding the subject property have a land use of Light Industrial (LI) and are zoned Industrial Light (IL). This is a rapidly growing commercial and industrial area due to the proximity of the Jacksonville International Airport (JIA). Large, irregular residential lots are scattered throughout the area, but there are no enclaves of residential uses located near the subject site. The Main Street Florida Development of Regional Impact (DRI) (River City Marketplace) is located approximately ¾ mile southeast of the subject site. The residential uses are buffered by wetlands averaging between 150 feet to 500 feet from the Industrial zoned properties and approximately 600 feet from I-95.

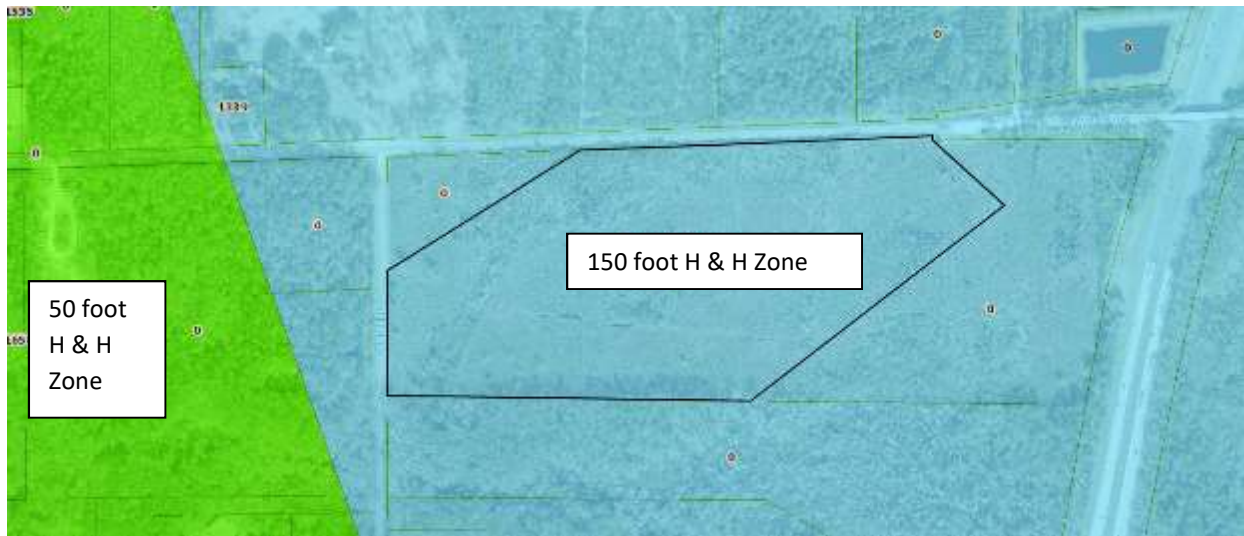
- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use(s)
North	RPI	PUD (22-666)	Undeveloped / proposed 150 townhomes
	MDR	PUD (21-734)	Single family and multi-family development
	LI	IL	Undeveloped
South	LI	IL	Undeveloped
East	LI	IL	Undeveloped
West	LI	IL	Undeveloped

- Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands: The western half of the subject site falls within the sixty (60) decibel noise contour for JIA. This noise contour requires a disclosure statement to be provided to any inhabitants of the property



JIA Notice Zone



JIA Height and Hazard Zone

Comments from JAA include the following:

The FAA requires all airports to protect approach, departure, and circling airspace up to five miles from the air operations area including mitigating potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C Hazardous Wildlife Attractants on or near Airports. Stormwater and/or aesthetic ponds are known to attract birds. It is recommended in the Advisory Circular that stormwater detention be designed with a maximum 48-hour detention period. Other best practices to reduce wildlife attractants are listed below:

- Keep all trash contained in a proper place
- Eliminate the use of any fruit or berry producing vegetation in landscaping
- Eliminate the use of water features (fountains, ponds, etc.) for aesthetic value
- Do not feed the wildlife (e.g. bird seed, cat food, etc.)
- Report significant wildlife observations to JAA

(6) Intensity of Development

The proposed development will be consistent with the proposed Residential Professional Institutional (RPI) and Community General Commercial (CGC) functional land use categories as a multi-family development. The PUD is appropriate at this location because it will provide housing for the area which is emerging.

- The availability and location of utility services and public facilities and services: JEA indicates there is a water and sewer main along Ranch Road and a water main along Owens Road.
The proposed PUD is estimated to generate a total of 46 students for Biscayne ES (23), Highlands MS (9) and First Coast HS (14). There appears to be sufficient capacity to accommodate the number of students.
- The amount and size of open spaces, plazas, common areas and recreation areas: The development will comply with the Zoning Code for a minimum of 150 square feet of active

recreation area for each unit.

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property will have one access on Ranch Road, which is classified as a residential road. Interstate 95 lies directly to the east of the subject site and Owens Road passes over the interstate. Max Leggett Parkway and Yankee Clipper Drive are currently operating at 13% capacity. The subject site is also approximately ¼ mile north of Airport Road.

Comments from the City's Traffic Engineer include:

- A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
- Section V.C.2. states "Internal roads on the Property are intended to be privately owned and maintained; provided, however, that the Developer, its successors and assigns, reserve the ability to dedicate such roads to the City." The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in the Land Development Procedures Manual Volume 3: Standard Details, Plate P-127.
- The sidewalk on Owens Road shall be constructed with this subdivision and shall be part of the approval/acceptance process. This sidewalk shall not be put off to some undetermined date that may never happen as stated in Section V.C.3. "As required by City regulations; provided, however, that sidewalks along Owens Road shall not be required until twenty-four (24) months after the City issues the certificate of completion for the entire PUD project."

(7) Usable open spaces plazas, recreation areas.

The development will comply with the Zoning Code for a minimum of 150 square feet of active recreation area for each unit.

(8) Impact on wetlands

Review of City data and the applicant's site plan indicates the existence of approximately 30.0 acres of Category II wetlands on the subject site. This wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways. The site plan shows potential wetlands impact of approximately 8.46 acres. The wetlands are associated with flood zones.

Approximately 9.53 acres of the subject site is located within the 0.2 PCT Annual Chance Flood Hazard (Zone X) and 29.23 acres within the AE flood zones. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). The Development Services Division has indicated a critical facility will be designed using the 500 year flood elevation plus 2 feet of freeboard. And an elevation certificate will be required.

(9) Listed species regulations

The wildlife survey prepared by Oneida Environmental, LLC dated March 27, 2024, did not find any state or federally listed wildlife species on the subject property.

(10) Off-street parking including loading and unloading areas.

The site will be developed with 2 parking spaces per unit. However guest parking is not required but may be provided.

(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 June 6, 2024, the required 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 **2024-413** be **APPROVED** with the following exhibits:

1. The original description dated March 31, 2024.
2. The original description dated May 6, 2024.
3. The original site plan dated April 24, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-413** be **APPROVED** subject to the following conditions, which may only be changed through a rezoning:

1. The development shall be permitted one pole sign on Interstate 95, not exceeding 150 square feet in area and 50 feet in height. The pole sign shall be at least 200 feet from the existing pole sign.
2. A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
3. The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in the Land Development Procedures Manual Volume 3: Standard Details, Plate P-127.
4. The sidewalk on Owens Road shall be constructed with this subdivision and shall be part of the approval/acceptance process.



Aerial view of subject property.

