



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
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Jacksonville, FL 32202
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Jacksonville.gov

November 21, 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.: 2024-828 **Application for: San Pablo Mixed Use 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 Condition**

Planning Commission Recommendation: **Approve with Condition**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated November 6, 2023.**
- 2. The original written description dated October 3, 2024.**
- 3. The original site plan dated August 6, 2024.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The maximum ground sign height for Area A is 30 feet and the maximum ground sign height for Areas B and C is 10 feet.**

Planning Department conditions:

2. The maximum ground sign height for Area A is 30 feet and the maximum ground sign height for Areas B and C is 10 feet.

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

Planning Commission Commentary: There were several speakers in opposition. Their concerns were additional traffic congestion, greater intensity and density incompatible to the area. The residential density is over 20 units/acre. The Commissioners felt the existing building was constructed long before the houses in the Pablo Creek Preserve. The parcel is underutilized, and the proposed redevelopment is appropriate.

Planning Commission Vote:	5-0
Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Absent
Charles Garrison	Aye
Julius Harden	Absent
Ali Marar	Absent
Jack Meeks	Absent
Lara Diettrich (alternate)	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
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-828 TO
PLANNED UNIT DEVELOPMENT

NOVEMBER 21, 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 **2024-828** to Planned Unit Development.

Location: 4920 San Pablo Road South, between JTB Boulevard and Pablo Creek Parkway

Real Estate Number(s): 167766-0400, 167766-0500

Current Zoning District(s): Commercial Office (CO)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)

Planning District: Southeast, District 3

Council District: District 3

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

Owner: SP 1776, LLC
177 4th Avenue North, Suite 200
Jacksonville Beach, Florida 32250

Staff Recommendation: **APPROVE WITH CONDITION**

GENERAL INFORMATION

Application for Planned Unit Development 2024-828 seeks to rezone approximately 29.77 acres of land from Commercial Office (CO) to PUD. The rezoning to PUD is being sought to allow a maximum of 250 multi-family units, restaurant, commercial retail and service establishments, vocational schools, personal property storage and similar uses. The site is the Allstate office building on San Pablo Road and JTB Blvd.

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 category 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. Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. 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. Allowable density in CGC in the Suburban development area is 20 units/acre. The proposed mixed-use PUD with multi-family, office, commercial and service establishments 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
- Opportunities for physical activity, active living, social connection, and access to healthy food

(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 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 mixed use development with residential, office and 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: The intended plan of development will maintain the existing streetscape of large trees along San Pablo Road by providing a 121-foot landscape buffer.
- The treatment of pedestrian ways: There is an existing sidewalk along San Pablo Road from Mayo Clinic to the second entrance to the subject property. The sidewalk will need to be extended as the project is constructed.
- The use of topography, physical environment and other natural features: The site plan shows the development staying clear of the wetlands to the west. The existing ponds located in the northern portion of the site will remain, providing open space for residents.
- Traffic and pedestrian circulation patterns: The proposed development will have three points of ingress/egress on San Pablo Road South. The second and third points align with the existing median breaks.
- The use and variety of building groupings: The site plan shows the residential area divided from the office and commercial uses by internal drives ensuring compatibility without adverse impacts.
- The variety and design of dwelling types: The intended plan of development will be multi-family units, with a maximum height of 45 feet.
- The form of ownership proposed for various uses: The Written Description indicates the residential units will be fee simple ownership
- Compatible relationship between land uses in a mixed-use project: The intended plan of development contains residential, office and limited commercial uses that are not expected to create any adverse impacts to the proposed uses.

(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 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	PBF	PUD (24-312)	JTB Blvd, Mayo Clinic
South	RPI	PUD (03-692)	Single family subdivision
East	CGC	PUD (08-653)	Hotel
	RPI	PUD (01-818)	Multi-family
West	RPI	PUD (03-692)	Single family subdivision

- 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 intended plan of development provided a Master Sign Plan for the project. Although the proposed signs comply with the Part 13 Sign Regulations, the signs seem excessive in relation to the surrounding area. San Pablo Road is a dead-end road with little traffic, however the proposed signs along the road are over either 300 square feet or 100 square feet in area. The sign area is more appropriate to an arterial roadway not a local road with minimal traffic and a 30 mph speed limit. **The Written Description does not indicate a maximum height for the ground signs. Staff is recommending the following; Area A maximum ground sign height is 30 feet, Areas B and C maximum ground sign height is 10 feet.**

(6) Intensity of Development

The proposed development is consistent with the Community General Commercial (CGC) functional land use category as a mixed-use development of residential, office and commercial uses. The PUD is appropriate at this location because it will utilize an underused building while providing additional housing types for the residents and employees in the area.

- The existing residential density and intensity of use of surrounding lands: Pablo Creek Preserve, a 350 lot single family residential subdivision lies to the south of the subject property. To the east are the 56 unit Marina San Pablo Condos, 26 Aphora at Marina San Pablo townhomes (total 5.5 units/acre), and the 29 unit Sayla Apartments (18 units/acre). The proposed residential development of 250 townhomes is consistent with the surrounding residential development.
- The availability and location of utility services and public facilities and services: Electric, water and sanitary sewer are available from JEA.

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The site has three points of ingress/egress from San Pablo Road which leads directly to JT Butler Blvd. According to the Transportation Planning Division, San Pablo Road is operating at 9% capacity. The Division recommended two conditions; submit a traffic study and the northern driveway shall be right in only. The traffic study has been submitted to the Division for review and the Written Description has been revised to show the northern driveway as right in only. The FDOT indicates there is sufficient capacity on SR 202 for the anticipated development.

(7) Usable open spaces plazas, recreation areas.

The intended plan of development will have a maximum of 250 multi-family residential units. 37,500 square feet of active recreation will be required. Approximately 2.5 acres will be set aside as passive open space.

(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 identify wetlands on the western portion of the site. The site plan indicates the development will not encroach into the wetlands. 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 or the most recent ITE Parking Manual. The PUD does not set a maximum number of spaces and allows parking to be shared with other uses.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan. There is an existing sidewalk from the JTB Blvd off ramp extending to the second entrance.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on November 7, 2024, 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 **2024-828** be **APPROVED with the following exhibits:**

1. The original legal description dated November 6, 2023.
2. The original written description dated October 3, 2024.
3. The original site plan dated August 6, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-828** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. The maximum ground sign height for Area A is 30 feet and the maximum ground sign height for Areas B and C is 10 feet.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-828** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**



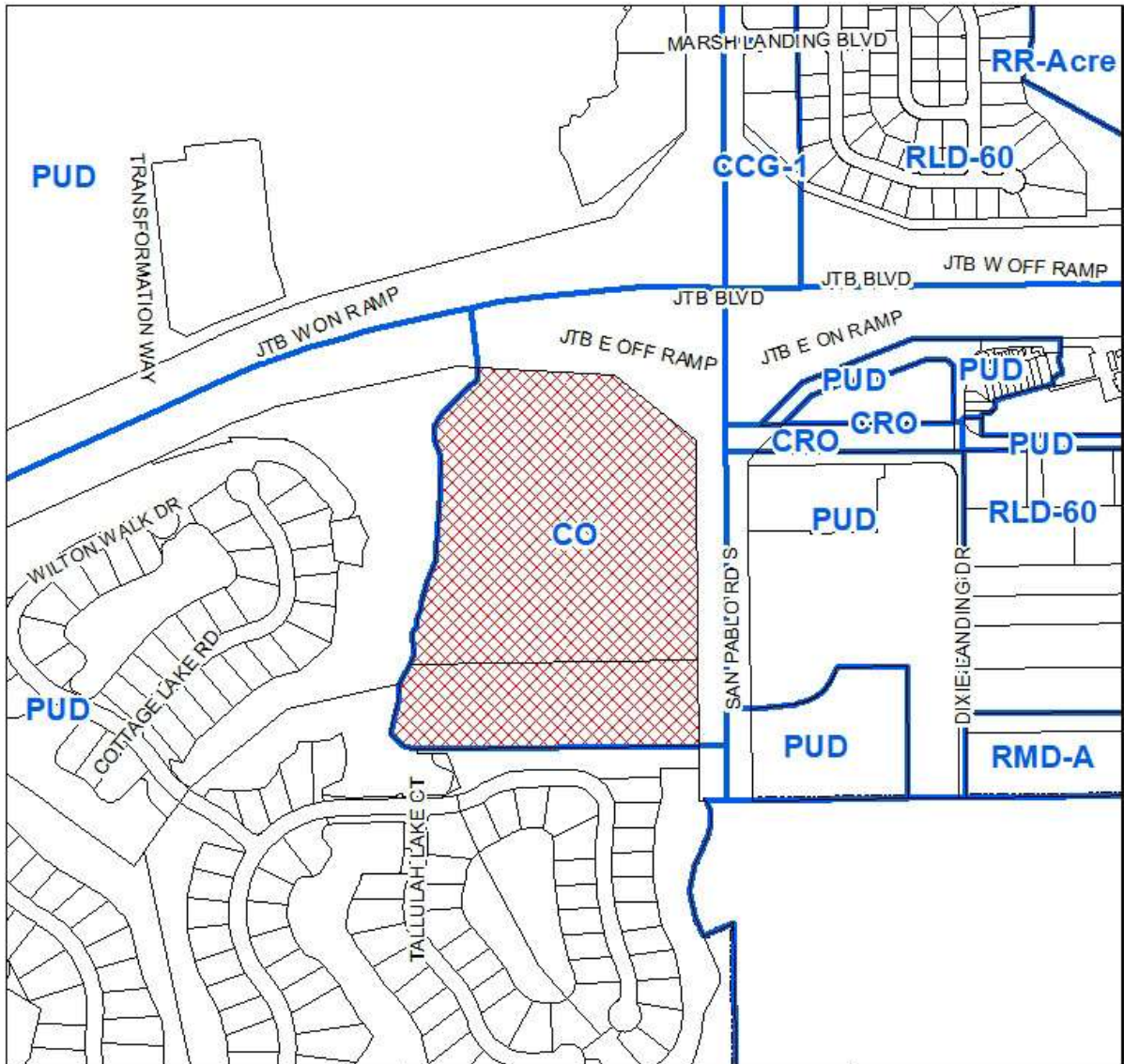
Aerial view of subject property



View south along San Pablo Road



View south along San Pablo Road



<p>REQUEST SOUGHT:</p> <p>FROM: CO</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p>	<p>COUNCIL DISTRICT:</p> <p>3</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2024-0828</p>	<p>TRACKING NUMBER</p> <p>T-2023-5305</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>