



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 322-2
(904) 630-CITY
www.coj.net

December 7, 2023

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.: 2023-784 **Application for: Yellow Water Normandy 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: **Approve**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. The original legal description dated September 10, 2023
2. The revised written description dated November 20, 2023
3. The original site plan dated June 16, 2023

Recommended Planning Commission Conditions to the Ordinance: **None**

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

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

Planning Commission Vote: **8-0**

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	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
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2023-0784 TO
PLANNED UNIT DEVELOPMENT

DECEMBER 7, 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 **2023-0784** to Planned Unit Development.

Location: 0 Yellow Water Road, 0 Normandy Boulevard
Between Normandy Boulevard and Yellow Water Road

Real Estate Numbers: 002278-0055, 002278-0030, and 002278-0005

Current Zoning Districts: Commercial Neighborhood (CN)
Agriculture (AGR)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)
Agriculture (AGR)

Proposed Land Use Category: Community General Commercial (CGC)

Planning District: Southwest, District 4

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

Owner: Class Investments Company, Inc.
1888 River Road
Jacksonville, FL 32207

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2023-0784** seeks to rezone approximately 7.83± acres of land from Commercial Neighborhood (CN)/ Agriculture (AGR) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of flexible warehouse space and recreational vehicle and boat storage. The proposed PUD differs from the conventional

zoning code by providing for site-specific design standards and criteria including variations from the landscaping, parking standards and additional permitted uses which would usually only be permitted by zoning exception. Additionally, the PUD provides for flexibility in site design that could otherwise not be accomplished through conventional zoning.

There is a companion Land Use Amendment, **2023-0783 (L-5873-23C)**. The proposed LUA is for Agriculture (AGR) to Community General Commercial (CGC).

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. However, there is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series **L-5873-23C (Ordinance 2023-0783)** that seeks to amend the portion of the site that is within the Agriculture (AGR) land use category to Community General Commercial (CGC). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series **L-5873-23C** be approved.

The PUD rezoning Written Description and Site Plan are consistent with the proposed CGC land use category.

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

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 development will not interfere with the health, safety, and welfare of the surrounding neighborhood, and will provide commercial development to an area otherwise lacking in commercial services.

Goal 3

To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas..

The proposed rezoning at the subject site would directly address the projected growth for the surrounding area by providing for a greater variety of storage to serve local citizens.

Policy 3.2.6

The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

The proposed rezoning to a PUD would allow for commercial infill on underutilized parcels along Yellow Water Road near the Normandy Boulevard intersection. The PUD will also allow for a greater variety of commercial uses which will address the needs of nearby residents.

Airport Environmental Zone

The site is located within the 300-foot Height and Hazard Zone for Cecil 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).

Objective 2.6

Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Flood Zones

The subject site is located within the AO flood zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AO flood zone is defined as areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone.

(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 category as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC) and Agriculture (AGR). There is a companion Application for Small-Scale

Land Use Amendment to the Future Land use Map Series L-5873-23C (Ordinance 2023-0783) that seeks to amend the portion of land that is within the Agriculture (AGR) land use category to 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). The agent/owner will be required to submit a Mobility application & a CRC application to the Concurrency Office's.

This development is subject to mobility fee review.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for flexible warehouse and RV/Boat storage 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 proposal Planned Unit Development shall be based on the following factors:

The treatment of pedestrian ways: Sidewalks shall be provided as required in the 2045 Comprehensive Plan.

The use and variety of building sizes and architectural styles: The proposed use will be for warehouse type uses and will have an industrial architectural style. The site plan shows four flexible warehouse buildings on the eastern half of the property totaling approximately 39,260 square feet, with the total of all buildings on the property no to exceed 150,000 square feet.

The use of existing and proposed landscaping: Landscaping and tree protection shall be provided in accordance with Ordinance Code, Chapter 656, Part 12, with the exception of internal buffers and VUA landscape standard. Landscape standards shall be applied within the PUD on the perimeter. The exception of internal buffering will provide increased mobility for the proposed flexible warehouse use.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Yellow Water Road. Traffic & Engineering provided no comments or objections to the proposed plan.

The subject site is approximately 7.83 acres and is accessible Yellow Water Rd, a collector facility. Yellow Water Rd between Normandy Blvd (SR 220) and I-10 is currently operating at 6.2% of capacity. This segment currently has a maximum daily capacity of vehicles per day 26,844 (vpd) and average daily traffic of 1,656 vpd.

The applicant requests 150,000 square feet of mini-warehouse and 174 outdoor storage slips (ITE Code 151), which could produce 249 daily trips.

(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 area can be characterized as rural with little development. The parcels are mostly developed with single family homes on large agricultural lots exceeding two acres to the north and east and undeveloped, vacant, agricultural land to the west. There is a gas station to the south. This portion of Normandy Blvd corridor is sparsely developed with any commercial uses.

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	AGR	AGR	Single-Family Dwellings
South	CGC	CN	Gas Station
East	CGC/AGR	CN/AGR	Single-family dwellings, Commercial
West	AGR	AGR	Vacant

(6) Intensity of Development

The proposed development is consistent with the Community General Commercial (CGC) functional land use category as a flexible warehouse development. The PUD is appropriate at this location because of the limitation of uses and the absence of any existing uses that would be impacted.

The availability and location of utility services and public facilities and services:

The subject site will be serviced by JEA for city water and sewer. Additionally, in a memo provided by JEA dated November 10, 2023, JEA has no objections to the proposed project layout. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval. Additional service and design elements will be addressed following applicant's construction plan review submittal.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property is located in the northwest quadrant of the Normandy Boulevard (SR-228) and the Yellow Water Road intersection. Access to the site proposed via one connection to Yellow Water Road. There is no direct access to a state facility. Per the memo from FDOT dated November 16, 2023, FDOT has programmed improvements in the vicinity of the project site. The SR228 (Normandy Blvd) from New World Ave to SR111 (Cassat Ave) traffic control devices/system is in progress, to be completed in 2026 (FPID # 209648-7). Resurfacing on I-10 (SR8) from the Nassau County Line to SR23 (First Coast Expressway) is expected to be completed in 2025 (FPID # 447559-1). Additionally, 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, and FDOT does not anticipate any significant adverse impacts to SR-228 or I-10.

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 228 / Normandy Blvd	7,481	McClelland Rd to Jax Equestrian Center	D	2,180	1,068	C	1,707	D
Duval	I-10	546	US 301 to SR 23	D	6,800	4,490	C	5,429	C

(7) Usable open spaces plazas, recreation areas.

The project does not require a recreation area for commercial/industrial uses.

(8) Impact on wetlands

Review of City data indicates the potential 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: 0.10 Acres

General Location(s): The wetlands of an isolated wetland pocket located on the western property boundary and is a portion of

a small, isolated wetland pocket. Portions of the wetland area have been recently logged. The wetland is the result of the surface land elevation close to the high water table of the soil.

Quality/Functional
Value:

The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation and size and has no clear or significant impact on the City's waterways.

Soil Types/
Characteristics:

(66) Surrency loamy fine sand, depressional – 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

Consistency of
Permitted Uses:

Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.

Environmental Resource
Permit (ERP):

Not provided by the applicant and none exists according to the St. Johns River Water Management District web site.

Wetlands Impact:

None anticipated at this time.

Associated Impacts:

AO Flood Zone.

For more information regarding Conservation/Coastal Management Element, please see the attached memo from Community Planning Division.



(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 proposed PUD provides parking at a minimum rate of one (1) space per two thousand (2,000) square feet. Which will comply with Sections 656.605 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

Sidewalks shall be provided as required in the 2045 Comprehensive Plan.

Pursuant to Policy 4.1.5 of the Transportation Element of the 2045 Comprehensive Plan, the applicant must provide for the convenient and safe access by and securing of bicycles on site. The bicycle parking must be consistent with the requirements outlined in Part 6 of the Zoning Code.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **November 17, 2023** to the Planning and Development Department, that the Notice of Public Hearing signs **were** posted.

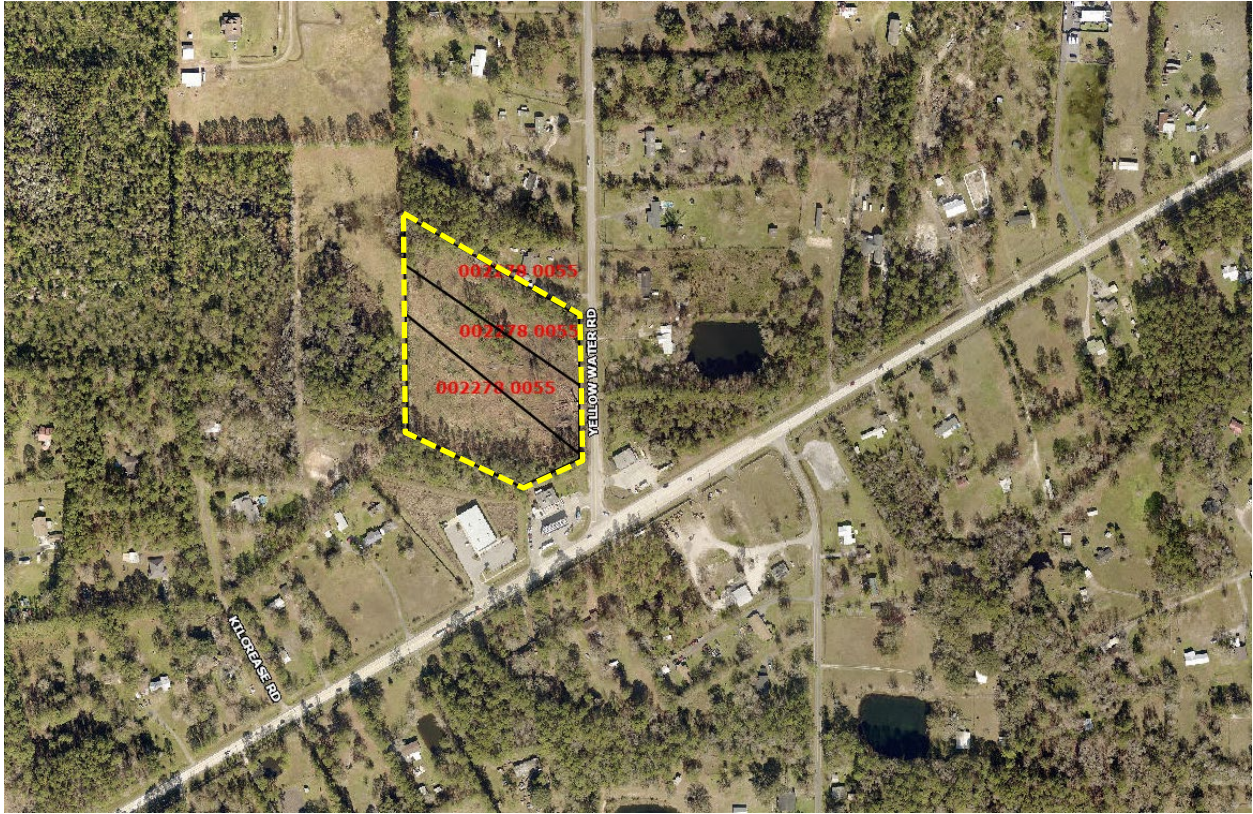


RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2023-0784** be **APPROVED** with the following exhibits:

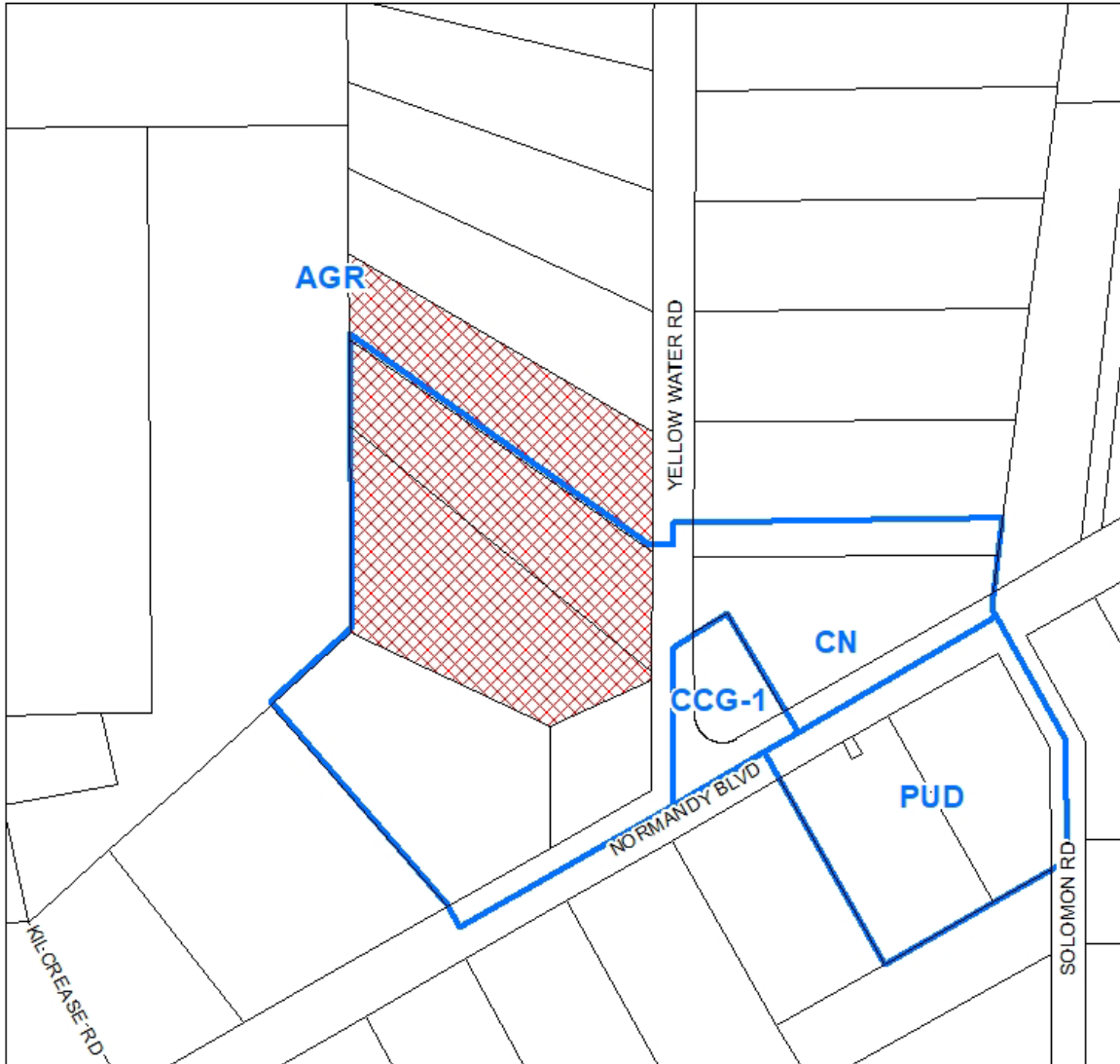
1. The original legal description dated September 10, 2023
2. The revised written description dated November 20, 2023
3. The original site plan dated June 16, 2023

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0784** be **APPROVED**.



Aerial View

Source: JaxGIS

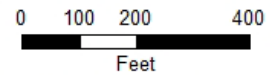
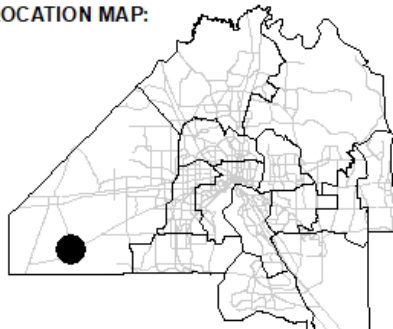


REQUEST SOUGHT:

FROM: CN & AGR

TO: PUD

LOCATION MAP:



COUNCIL DISTRICT:

12

TRACKING NUMBER

T-2023-5158

**EXHIBIT 2
PAGE 1 OF 1**