



# 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

A NEW DAY.

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.: 2024-412**                      **Application for: St Johns Bluff Road 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**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated April 17, 2024.**
- 2. The original written description dated April 17, 2024.**
- 3. The original site plan dated April 17, 2024.**

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:                      **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  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-0412 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 **2024-0412** to Planned Unit Development.

***Location:*** 1249 St. Johns Bluff Rd N

***Real Estate Numbers:*** 161801-0030

***Current Zoning Districts:*** Industrial Business Park (IBP)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Business Park (BP)

***Planning District:*** District 2 – Greater Arlington / Beaches

***Council District:*** District 2

***Applicant/Agent:*** Michael Herzberg  
12483 Aladdin Road  
Jacksonville, FL 32223

***Owner:*** Temple Holding LLC  
2534 Cortez Road  
Jacksonville, FL 32246

***Staff Recommendation:*** **APPROVE**

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0412** seeks to rezone approximately 3.00± acres of land from Industrial Business Park (IBP) to Planned Unit Development (PUD). The rezoning to PUD is being sought to operate a pool contractors' office, with outdoor storage of materials and equipment used for construction. The property is currently vacant undeveloped land but proposes a maximum of 30,000 square feet of enclosed space with a maximum height of 35 feet.

The PUD differs from the conventional zoning district by limiting the permitted uses usually allowed in IBP and allowing certain uses, usually allowed by Zoning Exception, by right. The PUD also allows by right the outside parking of heavy equipment and associated materials, directly related to trade contractors.

The property is located just west of Craig Airfield within the Noise Contours Zone and Civilian Notice Zone and would be required to meet all regulations of Part 10 of the Zoning Code. These regulations would include the submittal of Recorded Airport Notice Zone Acknowledgement form.

### **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 Business Park (BP) 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.

The applicant seeks to rezone the subject site from IBP to PUD to allow for limited IBP uses, with the specific inclusion of offices of pool contractors including the parking of heavy equipment directly related to pool construction, as well as the outside storage of such equipment or materials, used for pool construction, as well as accessory uses and structures as permitted in Section 656.403 of the Zoning Code. The PUD provides for the following permissible use by exception: The retail sales of all types of merchandise, service establishments including restaurants and the retail sale and service of alcoholic beverages for either on-premises or off-premises consumption or both. The same shall not exceed 50 percent of the building of which it is a part.

Business Park (BP) is a category primarily intended to accommodate business offices and low intensity light industrial uses. Uses, with the exception of ancillary and accessory outside storage uses, shall be conducted within an enclosed building. Business offices should comprise the majority of the category land area, while service, major institutional and light industrial uses constitute the remaining land area. Limited commercial retail and service establishments, hotels, and motels may also be permitted. Residential uses are also permitted in appropriate locations as identified under the Development Area Uses and densities. Development within the category should be compact and connected and should support multi-modal transportation. Uses should generally 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. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA premium transit station. Density, location and mix of uses shall be pursuant to the Development Areas as set forth herein.

BP in the Suburban Area is intended to provide compact low to medium intensity office development. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary.

**The uses detailed in the proposed PUD are consistent with the Business Park land use category.**

***(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.

**Policy 1.1.7**

Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

**Goal 3**

To achieve a well-balanced and organized combination of residential, non-residential, recreation 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.

**Height Restriction Zone**

The site is located within the 50-foot Height and Hazard Zone for the Craig Municipal Airport. Zoning will limit development to a maximum height of 50 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).

**Civilian Notice Zone**

The site is located in a Civilian Influence Zone for Craig Municipal Airport.

Civilian Influence Zones - These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville

International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.



**Noise Zone**

The amendment site is located within the 60-64.99 Day-Night Sound Level (DNL) zone for Craig Municipal Airport. Future Land Use Element Policy 2.6.17 includes requirements related to density, use, and noise level reduction in construction for sites within this noise zone.



**St. Johns Bluff Corridor Study (Dec. 2003)**

The subject site is located within the northern segment of the 2003 St. Johns Bluff Road Corridor Study, identified as the area on St. Johns Bluff Road between Atlantic Boulevard and Monument Road. The main recommendations of the study are to improve infrastructure, traffic, and appearance of the corridor. While the study does not have specific recommendations for the site, it does emphasize the importance of a transition of uses. Therefore, the rezoning aligns with the recommendations of the corridor study.

***(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 category as identified in the Future Land Use Map series (FLUMs): Business Park (BP).

***(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 request to allow for the operation of a pool contractors' office, with outdoor storage of materials and equipment used for construction. Moreover, 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 use of existing and proposed landscaping:** Landscaping shall comply with the requirements

of Part 12 of the Zoning Code. All outside storage will be visually screened from any abutting roadway or parcel. Screening may consist of buildings or fencing being a minimum of 6 feet in height and 95% opaque.

**The treatment of pedestrian ways:** The subject property shall be developed according to the requirements of the 2045 Comprehensive Plan in regard to sidewalks. Sidewalks are currently developed along the east side of St. Johns Bluff Road including the frontage of the subject parcel.

**The use and variety of building groupings:** The subject property may be developed up to a maximum of 30,000 square feet of enclosed structures. Site Plan shows a mixture of six structures ranging from uses including: warehousing, office space and future educational facility.

**Traffic and pedestrian circulation patterns:** The subject site is 3.00 acres and is accessible from St Johns Bluff Rd N, a collector facility. St Johns Bluff Road between Lonestar Road and Monument Road is currently operating at 43% capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 15,740 vpd.

The applicant requests 84,942 SF of Business Park (ITE Code 770) which could produce 1,057 daily trips.

The Transportation Planning Division has issued the following comment: This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

The City's Traffic Engineer has issued the following comment: Per section 1.1.3 of the Land Development Procedures Manual (January 2024), Urban Class III driveways shall be separated by 75'. The southern driveway appears to be much closer than that to the existing driveway. The northern driveway shall be 75' from Prim Drive to avoid left turn conflicts. If these separations cannot be met, this parcel will be limited to one driveway.

#### ***(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 along the east side of St. Johns Bluff Road North south of Monument Road and North of Lonestar Road, backing up to Craig Airfield. The eastern side of this roadway includes numerous outdoor storage operations for boat and recreational vehicle storage, office complexes and warehousing. Adjacent property to the north is developed as an office complex and parcel to the south developed as a surgical outpatient facility. Zoning for this area is primarily zoned Industrial Business Park.

**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	BP	IBP	Office Complex
South	BP	IBP	Surgical Outpatient Facility
East	PBF	PBF-3	Craig Airfield
West	RPI	CRO	Office/Retail

**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 property is located just west of Craig Airfield within the Noise Contours Zone and Civilian Notice Zone and would be required to meet all regulations of Part 10 of the Zoning Code. Parcel is also located within the height restriction zone and would be limited to a maximum height of 50 feet.

***(6) Intensity of Development***

The proposed development would be consistent with the proposed BP functional land use category to allow building trade contractors with outside storage. The PUD is appropriate at this location and is consistent with the surrounding uses.

**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.

***(7) Usable open spaces plazas, recreation areas.***

There will be no open space plazas or recreational areas provided under this PUD, given the nature of the intended use and size of the property.

***(8) Impact on wetlands***

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.***

Parking shall be provided in accordance with Part 6 of the Zoning Code. Site Plan shows a provided 32 off-street parking spaces.

***(11) Sidewalks, trails, and bikeways***

Sidewalks will be provided as required by the 2045 Comprehensive Plan.

### SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **June 13, 2024** to the Planning and Development Department, that the Notice of Public Hearing signs were post.



### RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance 2024-0412 be **APPROVED** with the following exhibits:

1. The original legal description dated April 17, 2024.
2. The original written description dated April 17, 2024.
3. The original site plan dated April 17, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2024-0412 be **APPROVED**.



**Aerial view of the subject property.**



**Aerial view of the subject property.**



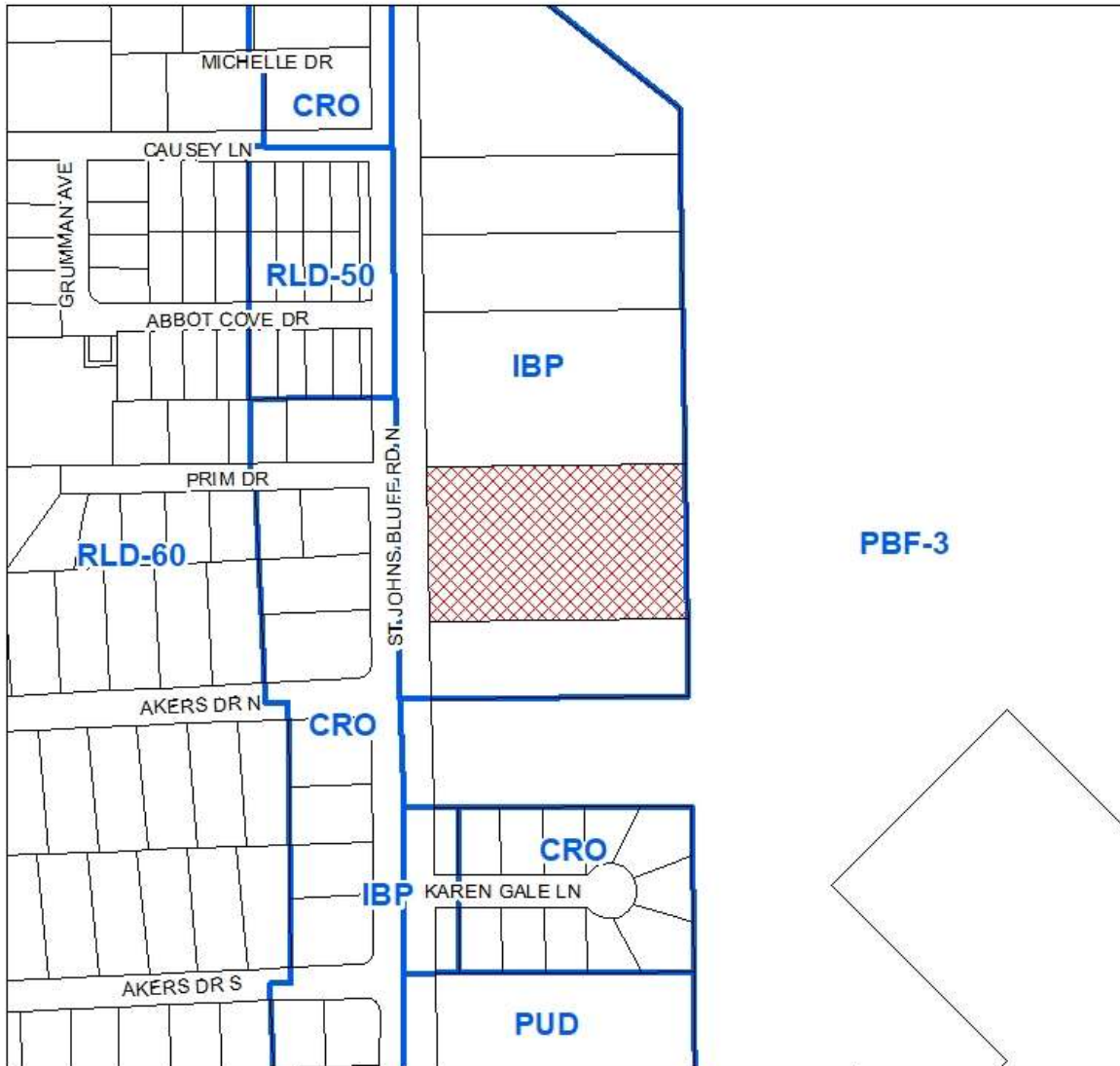
**View of the subject property from St Johns Bluff Rd N.**



**View of neighboring business, located south of the subject property.**



**View of neighboring business, located west of the subject property, across St Johns Bluff Rd N.**



REQUEST SOUGHT:  
**FROM: IBP**  
**TO: PUD**



0 100 200 400  
 Feet

COUNCIL DISTRICT:  
**2**

**EXHIBIT 2**  
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