



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning Department  
214 N. Hogan St., Suite 300  
Jacksonville, FL 32202  
(904) 630-CITY  
Jacksonville.gov

December 4, 2025

The Honorable Kevin Carrico  
The Honorable Joe Carlucci, LUZ Chair  
And Members of the City Council  
City Hall  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report  
Ordinance No.: 2025-0757 Application for: 6916 103<sup>rd</sup> Street PUD**

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairperson Carlucci 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 Department Recommendation: **Approve w/ Condition**

1. **Driveway connections to the approved private roadway “Harlow Boulevard” shall comply with the requirements of Section 654.115(b), which states that “access shall not be less than one hundred fifty (150) feet from the geometric centerline of intersecting roadways, one hundred (100) feet from the outside through lane, or commensurate with property dimensions where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the Department.”**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated July 21, 2025.
2. The Revised Written Description dated November 19, 2025.
3. The Revised Site Plan dated November 18, 2025.

Planning Commission Commentary: There were no speakers in opposition, and the commissioners' discussion focused on a condition in the staff report. Because the condition is governed by the Subdivision Code and regulated by the Development Services Division, the commission determined that it was not necessary to include it as a condition of the PUD. The applicability of the referenced code section to the project can be reviewed during the Civil Plan phase of development.

Planning Commission Vote: **8-0**

Charles Garrison, Chair	Aye
Mon'e Holder, Vice Chair	Absent
Michael McGowan, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Aye
Joshua Garrison	Aye

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

Sincerely,



**Erin L. Abney, MPA**

Chief, Current Planning Division  
Planning Department  
214 North Hogan Street, 3<sup>rd</sup> Floor  
Jacksonville, FL 32202  
(904) 255-7817; EAbney@coj.net

**REPORT OF THE PLANNING DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2025-0757 TO**  
**PLANNED UNIT DEVELOPMENT**  
**DECEMBER 4, 2025**

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0757** to Planned Unit Development.

***Location:*** 0, 6916 103rd Street,  
Between I-295 and Norde Drive West

***Real Estate Number(s):*** 014426-0002, 014426-0010

***Current Zoning District(s):*** Commercial Community General-1 (CCG-1)  
Commercial Community General-2 (CCG-2)

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

***Current Land Use Category:*** Community General Commercial (CGC)

***Planning District:*** Southwest, District 4

***Council District:*** District-14

***Applicant/Agent:*** Hayden Phillips, Esq.  
Rogers Towers, P.A.  
1301 Riverplace Blvd, Suite 1500  
Jacksonville, Florida 32207

***Owner:*** 6916 103<sup>rd</sup> ST LLC  
6924 NW 113<sup>th</sup> Place  
Doral, FL 33178

***Staff Recommendation:*** APPROVE WITH CONDITION

**GENERAL INFORMATION**

Application for Planned Unit Development **2025-0757** seeks to rezone approximately 5.54 acres of land from Commercial Community General-1 (CCG-1)/ Commercial Community General-2 (CCG-2) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of a personal property storage facility on Parcel B, as indicated on the site plan. Parcel A will allow for commercial and medical uses, or up to one hundred ten (110) multi-family,

townhouse, or rowhouse residential units. With Revised Site Plan dated November 18, 2025 Parcel B currently shows development of Free-Standing Emergency Department approximately 24,000 square feet in size.

The PUD differs from the Zoning Code by providing for site-specific access requirements, parking standards, lot and yard requirements, and signage tailored to the uses proposed in the PUD. Additionally, the PUD seeks a Waiver of minimum liquor distance for the use of on and off-premises consumption of alcohol. The Property is less than 1,500 feet from at least one church and two schools:

- (Spanish Seventh Day Adventist: 5545 Firestone Road) located across Interstate 295 to the west of the PUD.
- (Kipp Jax Impact Academy: 7000 103rd Street) located on the eastern side of Interstate 295.
- (Oak Hill Academy: 6910 Daughtry Blvd S) across 103rd Street to the north.

When it comes to requesting to waive Part 8 requirements found in Sec.656.805 staff conducted an analysis and found the request meets the following criteria used to determine an approval for Waiver of Liquor Distance.

- *The alcoholic beverage use is designed to be an integral part of a mixed planned unit development;*
- *The alcoholic beverage use is not directly visible along the line of measurement defined in Section 656.806 and is physically separated from the church or school thereby negating the distance requirement as a result of the extra travel time;*
- *The alcoholic beverage use is not directly visible along the line of measurement defined in Section 656.806 and is physically separated from the church or school, thereby negating the distance requirement as a result of the extra travel time; and*
- *There are other existing liquor license locations of a similar nature in the immediate vicinity of the proposed location; provided however, that no waiver shall be granted pursuant to this criterion if the proposed liquor license location is closer to the church or school than other existing locations.*

### **CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 5.54-acre subject site is located at the southwest corner of 103rd Street (SR-134), a minor arterial roadway, and Harlow Boulevard, a collector road. The site is approximately 0.25 miles east of the corner of 103rd Street and I-295. The property is located within the Community / General Commercial (CGC) land use category. The site is in the Suburban Development Area and

abuts the Urban Development Area to the north. The site is in Council District 14 and abuts Council District 9 to the north. The site is in Planning District 4 (Southwest).

According to the Category Descriptions of the Future Land Use Element (FLUE), 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. CGC in the Suburban Area is intended to provide development in a nodal development pattern. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent 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.

The maximum gross density for CGC in the Suburban Area shall be 20 units/acre and there shall be no minimum density unless otherwise stated in the Comprehensive Plan. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Medium Density Residential (MDR) without such services. The applicant provided a JEA service availability letter providing that the site has access to central water and sewer.

There is a residential component to the written description in the PUD for the north parcel only. The written description allows for up to 110 multi-family, townhouse, or rowhouse residential dwelling units and related amenities.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses, density and intensity requirements of the CGC category described in the 2045 Comprehensive Plan.

**(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:**

**Development Area:**

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as described in this Plan.

**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.

**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.

**Policy 1.2.8**

Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

**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.

**Policy 3.2.1**

The City shall encourage development of commercial and light/service industrial uses in the form on nodes, corridor development, centers or parks.

**AIRPORT ENVIRONMENT ZONE**

The site is located within both the 300-foot Height and Hazard Zone for Jacksonville Naval Air Station. 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).

***(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. Additionally, development will be required to meet all land development regulations of Chapter 654-Subdivision regulations and Florida Building Code Regulations.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning 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 Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (A) and (B) above.

***(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 (CMMSSO) prior to development approvals.

**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.**

***(3) Allocation of residential land use***

This proposed Planned Unit Development intends to utilize land for a mixed use development with personal storage, commercial and medical office uses, or residential townhomes. 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:** Landscaping and buffering shall be provided in accordance with Part 12 of the City of Jacksonville Zoning Code. Landscaping standards shall be applied taking into consideration all proposed uses within the PUD and the entire PUD site as a whole. The Zoning Code requires buffers for “uncomplimentary land uses and zones” in Section 656.1216. Due to the integrated mixed-use nature of this PUD, all internal uses within the PUD shall be deemed compatible with each other and no such buffers between such internal uses are required.

Perimeter landscaping will be provided along the entire perimeter of the PUD including 10 foot landscape buffer strip providing one tree for each twenty-five (25) linear feet and visual screening.

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** For multi-family, townhouse, and rowhouse residential uses within the PUD, active recreation/amenities shall be provided in compliance with the 2045 Comprehensive Plan and Section 656.420 of the Zoning Code.

**The treatment of pedestrian ways:** Sidewalks shall be provided as required in the 2045 Comprehensive Plan and the Subdivision Regulations, Chapter 654, Ordinance Code.

**Traffic and pedestrian circulation patterns:** Access will be provided as shown on the Site Plan via 103rd Street and 6870-1-103rd AP, the internal roadway for the adjacent Palm Trace Apartments.

Comments from Traffic Reviewer with Development Services Division of the Public Works Department include:

- 103rd Street is FDOT ROW. All work and access to this ROW shall be permitted and approved by FDOT.
- Driveways connecting to the Approve private road “Harlow Blvd” shall comply with Sec. 654.115 (b) “access shall not be less than 150 feet from the geometric centerline of intersecting roadways, 100 feet from the outside through lane, or commensurate with property dimensions, where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the Department.”

The subject site is approximately 5.54 acres and is located southwest of the intersection between 103rd Street, a minor arterial roadway, and Harlow Boulevard, a collector roadway. 103rd Street between Interstate 295 and Jammes Road is currently operating at 65% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 54,100 (vpd) and average daily traffic of 35,000 vpd.

The applicant is requesting a 28,500 SF storage facility (ITE Code 151) and either up to 110 townhomes (ITE Code 215) or 28,710 SF of commercial retail (ITE Code 822), which could produce between 760 and 1,600 daily trips.

**The use and variety of building groupings:** The site plan shows the development will be broken into two Parcels (Parcel A and B). Parcel B will consist of a personal property storage facility approximately 85,500 square feet and 40 feet in height (3-story). Parcel A, closest to 103<sup>rd</sup> Street, will be developed as either commercial or medical office uses, or a maximum of 110 residential townhomes. With the revised Site Plan development for Parcel A includes a medical facility approximately 24,000 square feet in size.

**The use and variety of building sizes and architectural styles:** Buildings, structures, and signage shall be architecturally compatible within each parcel of the PUD, whether currently existing or created in the future, respectively.

### ***(5) External Compatibility***

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

**The type, number and location of surrounding external uses:** The 5.54-acre subject site is located at the southwest corner of 103rd Street (SR-134), a minor arterial roadway, and Harlow Boulevard, a collector road. The site is approximately 0.25 miles east of the corner of 103rd Street and I-295. The property is located within the Community / General Commercial (CGC) land use category. The site is in the Suburban Development Area and abuts the Urban Development Area to the north. The corridor of 103<sup>rd</sup> is a heavily commercialized roadway where there is a mix of retail uses, apartments, and storage. Surrounding the site to the east is an apartment complex zoned RMD-D and to the west is vacant commercial land zoned CO and CCG-1.

**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 (2024-312)	JTB Blvd, Mayo Clinic
South	RPI	PUD (2003-692)	Single family subdivision
East	CGC	PUD (2008-653)	Hotel
	RPI	PUD (2022-889)	Multi-family
West	RPI	PUD (2003-692)	Single family subdivision

### ***(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, medical office and commercial uses. The PUD is appropriate at this location because it will utilize an underused vacant parcel for commercial or residential uses.

**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:** Existing site access is on Harlow Boulevard & 103rd Street / SR 134. There are no new proposed connections to State facilities. In a memo dated October 14, 2025, from the Florida Department of Transportation: FDOT has a programmed capacity improvement in the vicinity of the project site. SR21 (Blanding Blvd) from SR134 (103rd St) to Wilson Blvd resurfacing, scheduled for completion in 2029 (FPID #:209698-5). The segment mentioned in Table 2 is anticipated to have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2028. FDOT does not anticipate any significant adverse impacts to SR134.

Table 2

County	Road	Segment ID	FDOT LOS Standard	Maximum Service Volume	2023 Peak Hour Volume	2023 Peak LOS	2029 Peak Hour Volume	2029 Peak LOS
Duval	SR-134 / 103 <sup>rd</sup> St	21,208	D	4,870	3,060	C	3,330	C
Duval	SR-134 / 103 <sup>rd</sup> St	21,209	D	4,870	3,060	C	3,254	C

### School Capacity:

Based on the Development Standards for impact assessment, the  $5.54\pm$  acre proposed PUD rezoning has a development potential of 110 units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

### School Impact Analysis

PUD 2025-0757

#### Development Potential: 110 Residential Units

School Type	CSA	2025-26 Enrollment/CSA	Current Utilization (%)	New Student/Development	5-Year Utilization (%)	Available Seats CSA	Available Seats Adjacent CSA 1,2,7
Elementary	8	5,396	72%	21	85%	1,420	3,002
Middle	2	1,700	80%	4	72%	278	2,108
High	8	2,674	85%	7	83%	1,037	1,372
<b>Total New Students</b>				<b>24</b>			

*Total Student Generation Yield: 0.233*

*Elementary: 0.120*

*Middle: 0.041*

*High: 0.072*

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

### **Public School Facilities Element**

#### **Policy 2.3.2**

The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

#### **Policy 2.3.3**

The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6) (a), F.S. and development of regional impacts as provided in 1380.06, F.S

#### **Objective 3.2**

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

#### **Policy 3.1.1**

The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

#### **Supplemental School Information:**

**The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.**

Application Review Request:	COJ PDD: Baseline Checklist Review						
Proposed Name:	2025-0757 6916 103rd St PUD						
Requested By:	Erin L. Abney						
Reviewed By:	Levonnie Griggs						
Due:	10/15/2025						
Analysis based on maximum dwelling units:	<u>110</u>						
SCHOOL	CSA1	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2025/26)	% OCCUPIED	4 YEAR PROJECTION	
Jacksonville Heights ES#229	8	13	916	487	53%	57%	
Westside MS #207	2	4	944	899	95%	86%	
Westside HS#241	8	7	1730	1435	83%	83%	
		24					

## NOTES:

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)<sup>2</sup> Does not include ESE & room exclusions<sup>3</sup> Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

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

For multi-family, townhouse, and rowhouse residential uses within the PUD, active recreation/amenities shall be provided in compliance with the 2045 Comprehensive Plan and Section 656.420 of the Zoning Code.

### ***(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 within the PUD in accordance with Part 6 of the Zoning Code. A maximum of (twelve) 12 parking spaces shall be required for a personal property storage use on Parcel B, which shall include a total of two (2) ADA compliant parking spaces. Parking for medical uses will be provided at a rate of 3 spaces per 1,000 square feet with no maximum amount of parking.

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

Sidewalks shall be provided as required in the 2045 Comprehensive Plan and the Subdivision Regulations, Chapter 654, Ordinance Code.

### SUPPLEMENTAL INFORMATION

The applicant provided proof of posting and sign affidavit on **October 17, 2025** to the Planning Department, that the Notice of Public Hearing signs **were** posted.



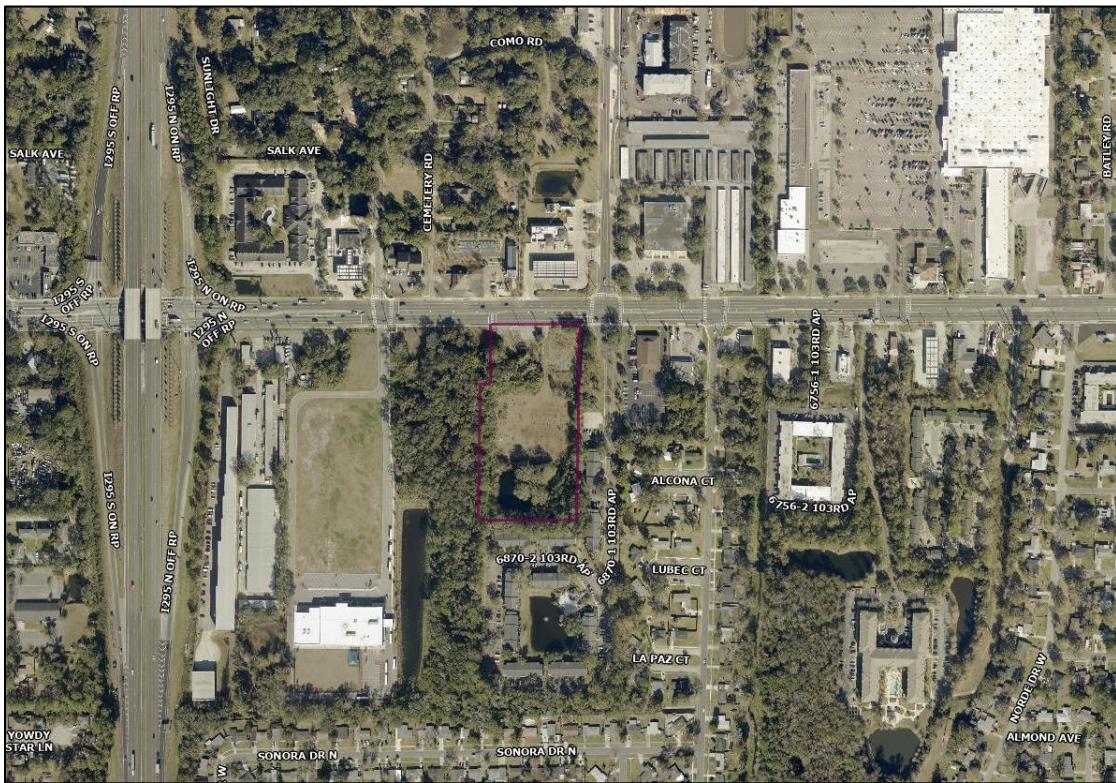
### RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0757** be **APPROVED** with the following exhibits:

1. The original legal description dated July 21, 2025.
2. The Revised written description dated November 19, 2025.
3. The Revised site plan dated November 18, 2025.

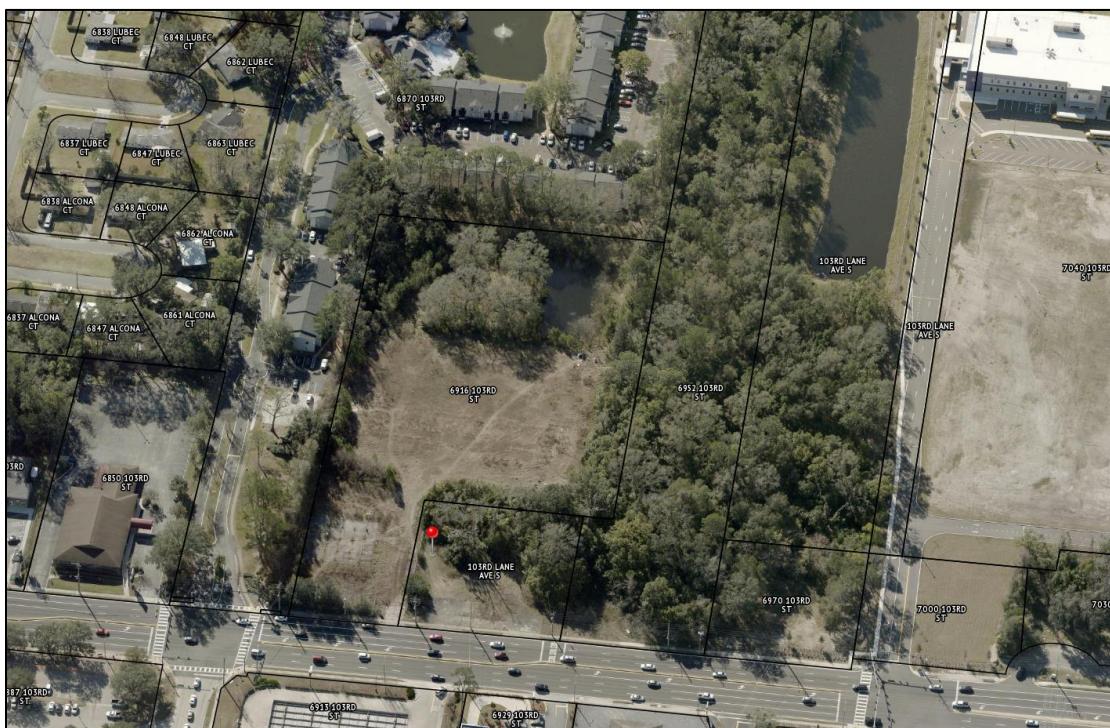
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0757** be **APPROVED** subject to the following condition, which may only be changed through a rezoning:

1. **Driveway connections to the approved private roadway “Harlow Boulevard” shall comply with the requirements of Section 654.115(b), which states that “access shall not be less than one hundred fifty (150) feet from the geometric centerline of intersecting roadways, one hundred (100) feet from the outside through lane, or commensurate with property dimensions where the lot frontage is insufficient to meet these requirements, subject to the approval of the Traffic Engineering Division and the Department.”**



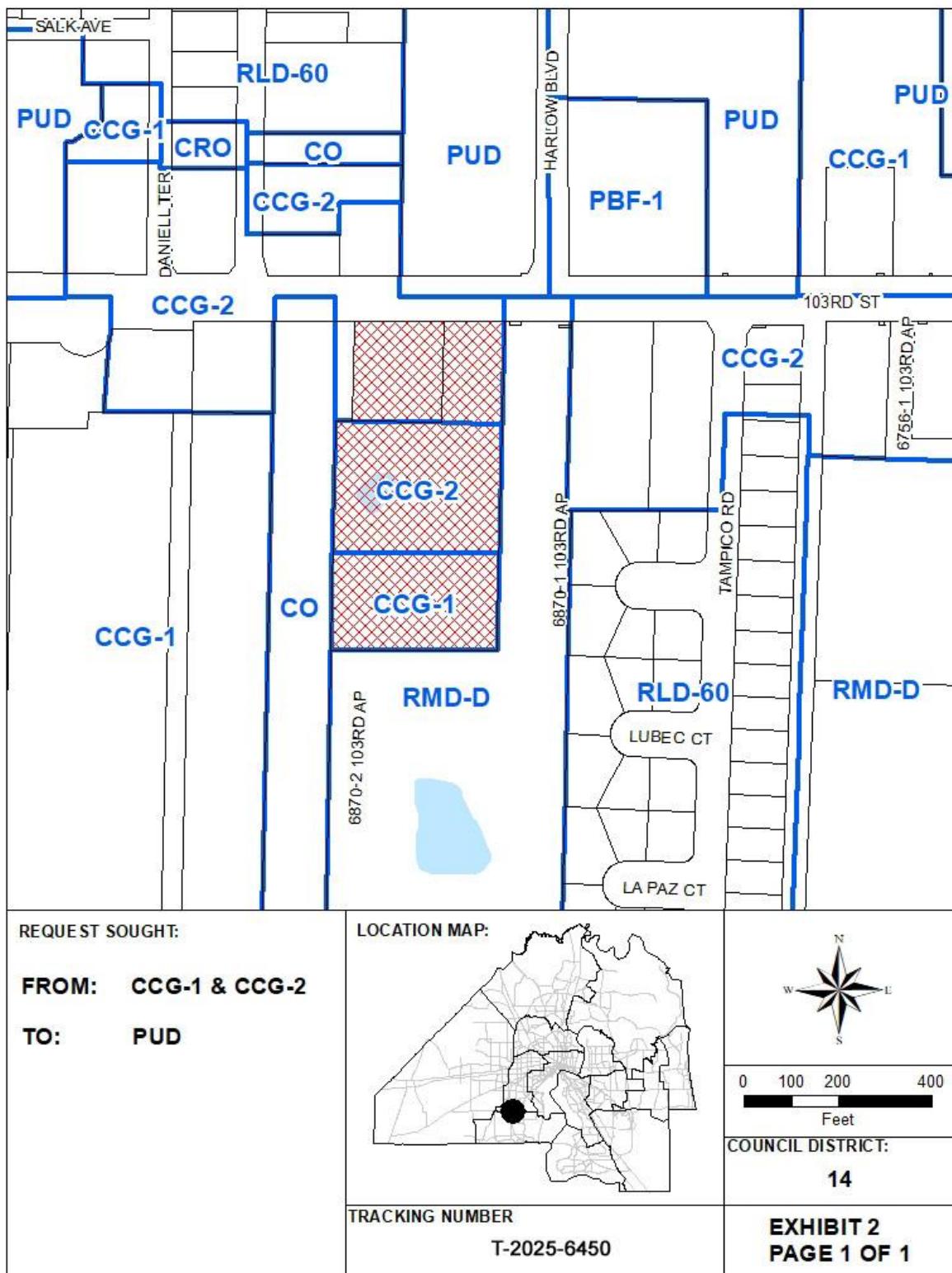
## **Aerial View of Subject Property**

Source: JaxGIS Maps



## Aerial View of Subject Property

Source: JaxGIS Maps



Legal Map