



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

February 8, 2024

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.: 202-12 **Application for: Tillman Commercial 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 November 21, 2023.**
- 2. The original written description dated December 14, 2023.**
- 3. The original site plan dated November 9, 2023.**

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

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

Planning Commission Vote: **7-0**

Charles Garrison, Chair Aye

Tina Meskel, Vice Chair Aye

Mark McGowan, Secretary Aye

Lamonte Carter	Aye
Amy Fu	Aye
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 2024-0012 TO
PLANNED UNIT DEVELOPMENT

FEBRUARY 8, 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 **2024-0012** to Planned Unit Development.

Location: 9513 Neal Drive, 9506 Hood Road, 5024 Sunbeam Road; intersection of Sunbeam Road and Hood Road

Real Estate Number(s): 149103-0050, 149105-0000, 149106-0000, 149106-0030

Current Zoning District(s): Industrial Business Park (IBP)
Commercial Office (CO)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Business Park (BP)
Residential Professional Institutional (RPI)

Proposed Land Use Category: Community General Commercial (CGC)

Planning District: District 3 – Southeast

Council District: District 5

Applicant/Agent: Curtis Hart
Hart Resources LLC
8051 Tara Lane
Jacksonville, Florida 32216

Owner: Richard Tillman
Advanced Commercial Holdings
5024 Sunbeam Road
Jacksonville Florida 32257

Richard Tillman
Advanced Commercial Properties
5024 Sunbeam Road
Jacksonville Florida 32257

Richard Tillman
9506 Hood Rd Properties LLC
5024 Sunbeam Road
Jacksonville Florida 32257

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development 2024-0012 seeks to rezone approximately 2.28± acres of land from Industrial Business Park (IBP) and Commercial Office (CO) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for commercial uses. There are already two structures on the property operating with commercial/industrial uses. This PUD proposes to add an additional structure to also allow for commercial uses as stated in the written description. The proposed PUD differs from the conventional zoning district by requesting a mix of commercial, office, and retail uses, building types that are compatible with the site and the external uses, established minimum lot width, minimum yard requirements, maximum lot coverage, and maximum height of structures.

There is a companion Land Use Amendment, 2024-0011 (L-5889-23C). The proposed Land Use Amendment is to go from Business Park (BP) and Residential-Professional-Institutional (RPI) 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 BP and RPI functional land use category as defined by the Future Land Use Maps 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 Maps series L-5889-23C (2024-0011) that seeks to amend the portion of the site that is within the BP and RPI land use categories to CGC. Staff is recommending that Application for Small Scale Land Use Amendment to the Future Land Use Map series be approved and pending concurrently with the application.

The 2.28-acre subject site is located at 0 and 9506 Hood Road, 5024 Sunbeam Road and 9513 Neal Drive, at the southwest quadrant of the intersection of Sunbeam Road and Hood Road. According to the City's Functional Highways Classification Map, Hood Road and Sunbeam Road are both collector roadways.

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 corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 20 units per acre in the Suburban Area when the single-use or mix of uses requirements are met. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services, abut a roadway classified as a collector or higher on the Functional Highway Classification Map, and which are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses.

The PUD written description identifies the following allowed use: "Assembly of components and light manufacturing when in conjunction with a retail sales and service establishment, conducted without outside storage or display." The CGC land use category allows warehousing, light manufacturing and fabricating as an accessory use provided it is part of a commercial retail sales or service establishment, and the accessory use shall be located on a road classified as a collector or higher on the Functional Highway Classification map. The PUD should ensure this proposed use is consistent with the description and locational requirements for the allowed CGC accessory uses.

The proposed PUD is consistent with the proposed CGC land use pursuant to Ordinance 2024-0011.

(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 for economic benefit and enjoyment 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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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.

Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Naval Air Station Jacksonville. Zoning will limit development to a maximum height of 500 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.

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): Business Park (BP) and Residential Professional Institutional (RPI). There is a companion Application for Small Scale Land Use Amendment to the Future Land use Map Series L-5889-23C (Ordinance 2024-0011) that seeks to amend the portion of land that is within the Business Park (BP) and Residential Professional Institutional (RPI) land use categories 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) 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.

Currently, there is nothing in the Concurrency system in regard to this proposed development.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for commercial uses including office, retail, vinyl sign businesses, automotive window tinting and glass repair, and other 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:

- Streetscape: The site plan does not propose any changes to the two structures labeled as ‘Existing Building 1’ and ‘Existing Building 2’ – both of which are along the streets – therefore the streetscape will not change.
- Traffic and pedestrian circulation patterns: The site plan shows two points of ingress/egress street frontage. One point is coming off Sunbeam Road and the second point is coming off Hood Road. Sunbeam Road has a sidewalk, but Hood Road does not. The City’s traffic review did not have any objections to the PUD.
- The use and variety of building sizes: The site plan shows two existing buildings with a proposed third building. The two existing buildings are similar in size and uses, which the proposed third building is double the size of the other buildings and proposes commercial uses.
- The use of existing and proposed landscaping: The site plan shows a 10-foot landscaping buffer at the southern end of the property which is adjacent to residential properties. Additionally, the property will be required to be in accordance with Part 12 of the Zoning Code.

(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 uses: The proposed development is located at the southwest corner of Sunbeam Road and Hood Road, both collector roadways. The properties to the north are IBP and used for warehousing and storage. The shopping center to the east is zoned as PUD 2020-0476 and allows for commercial uses consistent with the Commercial Neighborhood (CN) zoning district, but also allows the sale and service of all alcoholic beverages, including liquor, beer, and wine for off-premises consumption. Properties to the south of the subject properties consist of residential multi-family development. Lastly, the properties to the west are vacant.
- 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	Warehousing, storage
South	PRI	RMD-A RMD-D	Single Family Dwellings
East	CGC/RPI	PUD (’20-476) CO	Shopping Center, Office
West	RPI	CRO	Vacant Commercial

(6) Intensity of Development

The proposed development is consistent with the Community General Commercial (CGC) functional land use category for commercial uses. The PUD is appropriate at this location because it will offer a variety of retail, office, and commercial uses for the area.

- The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses: The PUD written description and site plan shows explains and shows existing building 1 and existing building 2. Existing building 1 is currently operating as a fitness training center and glass retail establishment along Hood Road. Existing building 2 is currently operating as a glass replacement and retail establishment and window tinting establishment along Sunbeam Road. Proposed building 3 located south of building 1 and building 2 does not mention what business/es will be there.
- The availability and location of utility services and public facilities and services: The development will be served by JEA water and sewer.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The proposed development has ingress and egress points along Sunbeam Road and Hood Road. The written description states that the site plan for the site will be submitted to the City Traffic Engineer for review and approval. North of the subject site is Sun Beam Rd between Craven Rd and Phillips Hwy is currently operating at 44% of capacity. This segment currently has a maximum daily capacity of vehicles per day 28,818 (vpd) and average daily traffic of 12,782 vpd.

This PUD is a companion to pending small-scale land use application L-5889-23C (2024-0011). The applicant requests 21,020 square feet of commercial office (ITE Code 710), which could produce 228 daily trips.

(7) Usable open spaces plazas, recreation areas.

Open space and recreation are not required for commercial/industrial uses.

(8) Impact on wetlands

There are no wetlands present on the property. If there were wetlands, the project would be developed in accordance with wetland regulations.

(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 provide parking in accordance with Part 6 of the Zoning Code. Additionally, the written description states that there should be no maximum number of parking spaces within the PUD and shared parking is permitted to satisfy parking requirements for multiple uses. The only vehicles parked on the lot will be automobiles for employee and customer parking.

(11) Sidewalks, trails, and bikeways

The project must contain a pedestrian system that meets the 2045 Comprehensive Plan. There is a sidewalk in front of the property on Sunbeam Road, but there is not one along Hood Road. The site plan shows a bike rack for four spaces next to the proposed building 3.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on **January 24, 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 **2024-0012** be **APPROVED** with the following exhibits:

1. The original legal description dated November 21, 2023.
2. The original written description dated December 14, 2023.
3. The original site plan dated November 9, 2023.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0012** be **APPROVED**.



Aerial view of subject property



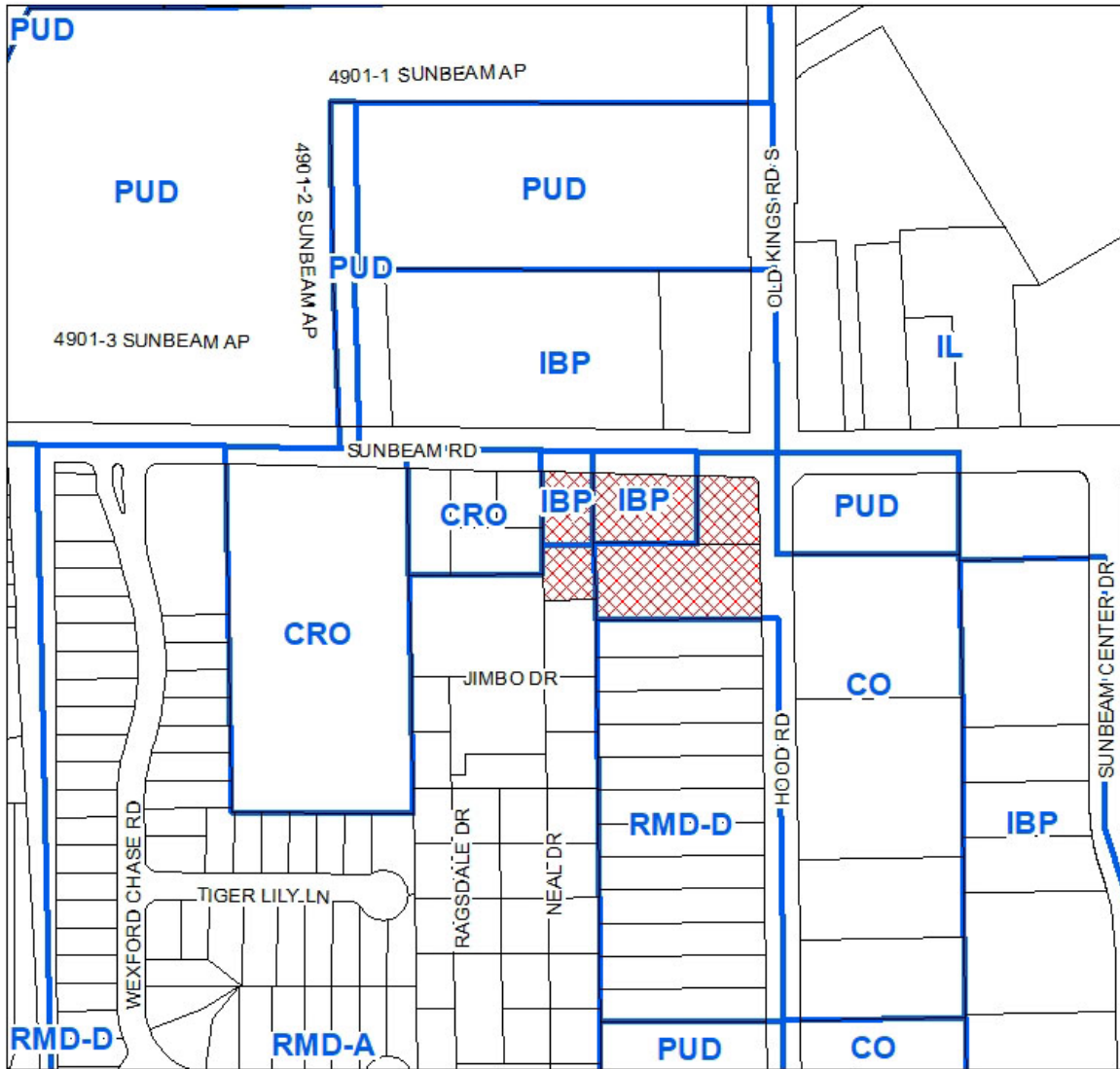
View of Existing Building 1 on site plan.



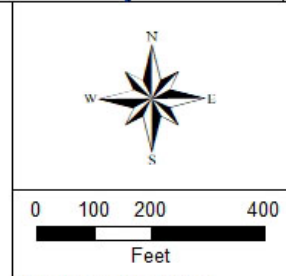
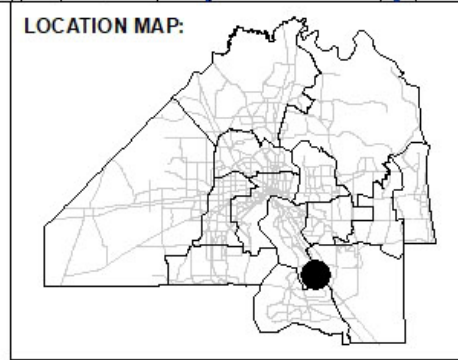
View of Existing Building 2 on site plan.



View of Proposed Building 3 area on site plan.



REQUEST SOUGHT:
FROM: IBP & CO
TO: PUD



TRACKING NUMBER
 T-2023-5324

COUNCIL DISTRICT:
5
EXHIBIT 2
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Legal Map