



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
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Jacksonville, FL 32202  
(904) 630-CITY  
Jacksonville.gov

March 21, 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.: 2024-142                                      Application for: Villages of Argyle 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:

**The original legal description dated January 10, 2024.**  
**The original written description dated February 12, 2024.**  
**The original site plan dated November 27, 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	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 2024-0142 TO**  
**PLANNED UNIT DEVELOPMENT**

**March 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 **2024-0142** to Planned Unit Development.

***Location:*** 0 Oakleaf Plantation Parkway,  
Between Oakleaf Plantation Parkway and Branan Field  
Road

***Real Estate Number:*** 002442-1000

***Current Zoning District:*** Planned Unit Development (PUD) 1999-0804

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

***Current Land Use Category:*** Recreation and Open Space (ROS)

***Proposed Land Use Category:*** Residential-Professional-Institutional (RPI)

***Planning District:*** District 4 - Southwest

***Council District*** District 12

***Applicant/Agent:*** Staci Rewis  
Driver, McAfee, Hawthorne, and Diebenow, PLLC  
1 Independent Drive, Suite 1200  
Jacksonville, FL 32202

***Owner:*** North East District Florida Annual Conference United  
Methodist Church, Inc.  
1415 Lasalle Street  
Jacksonville, FL 32207

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

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0142** seeks to rezone approximately 20± acres of land from Planned Unit Development (PUD) (**Ord. #1999-0804**) to Planned Unit Development

(PUD). The rezoning is being sought to add parcel 52 to the master site plan provided for this PUD. The written description references an anticipated conversion of low density and medium density units to allow a maximum of 400 multi-family residential units (and ancillary uses) to be developed on the property.

The current PUD, Villages of Argyle, allows for a mix of several uses. This specific site location was originally marked as ‘hunting preserve/forest’ on the master site plan.

The subject property was purchased in 2006 and was intended to be developed with a church but has remained vacant for approximately 18 years. The land use, DRI/DO, or PUD were not required to be modified per the City of Jacksonville to be developed as a church, but rather remained under the hunting preserve designation.

The request to rezone the property to mixed use would allow the property to be developed with a variety of uses compatible with the surrounding area. Additionally, the surrounding area has gone through some changes, as well. Directly north of the subject property, parcel 50 was changed from a hunting preserve to park/school and has Public Buildings & Facilities land use. Parcel 51, a few properties north of the subject property, was changed from a hunting preserve to a park. This shows that there have been changes in the surrounding area.

There is a companion Land Use Amendment, 2024-0141 (L-5905-24C). The proposed LUA is to go from Recreation and Open Space (ROS) to Residential-Professional-Institutional (RPI). There is also a companion application for change to the Villages of Argyle DRI, Ordinance 2024-0143.

### **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 20.00-acre subject site is located at 0 Oakleaf Plantation Parkway between Oakleaf Plantation Parkway and Branam Field Road. According to the City’s Functional Highways Classification Map, Oakleaf Plantation Parkway is a minor arterial roadway.

The site is part of the Villages of Argyle Development of Regional Impact (DRI) and is subject to the requirements of the DRI development order.

The Villages of Argyle Development of Regional Impact (DRI) is over 8,000 acres in size and includes a mix of uses with Commercial, Office, Residential and a small area of Light Industrial. The DRI is located in both Duval and Clay Counties, south of I-295 with Blanding Boulevard along the eastern boundary and Cecil Commerce Center Parkway (SR 23) running north/south through the middle of the DRI.

The applicant seeks to rezone from PUD to PUD to allow for a multi-family residential development at the subject 20-acre site. A companion Future Land Use Map (FLUM) amendment was also filed for this site from ROS to RPI (L-5905-24C / Ordinance 2024-141) and a companion Application for Change to the Villages of Argyle DRI (Ordinance 2024-143) was filed to provide consistency of the DRI with the proposed land use and rezoning changes. Both are pending concurrently with this application.

Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. RPI in the Suburban Development Area permits residential densities up to 20 units per acre. RPI is a transitional land use category typically designated between low density residential areas and higher intensity commercial areas.

The Villages of Argyle Development of Regional Impact (DRI) is over 8,000 acres in size and includes a mix of uses with Commercial, Office, Residential and a small area of Light Industrial. The existing Master Plan Map H to the DRI and the Site Plan of the PUD currently identifies the subject site as Hunting Preserve within the Villages of Argyle DRI/PUD. According to the companion Application for the Change to the DRI (Ordinance 2024-143) and the subject PUD rezoning (Ordinance 2024-142), the site is intended for multi-family development utilizing existing entitlements allocated from the DRI. The change to the DRI and the subject PUD rezoning include a change of the subject site from Hunting Preserve to Multi-Use on the Map H of the DRI and the PUD Site Plan providing consistency with the proposed RPI land use amendment (Ordinance 2024-141).

The proposed PUD rezoning is consistent with the proposed RPI land use pursuant to Ordinance 2024-141 and with the proposed Application for Change to the Villages of Argyle DRI pursuant to Ordinance 2024-143.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

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 (FLUE):**

**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 property has been zoned as a Planned Unit Development since 1999, but this property*

*was marked for a hunting preserve only. The PUD has been rezoned several times to allow parcels to be added or to change the use of the parcel. This rezoning request to add parcel 52 would be for residential development on vacant land. The area surrounding the subject parcel is vacant, with a retirement/nursing home to the east. The subject property is close to the Duval County and Clay County border, where there are residential properties on the Clay County side. Additional residential properties, if approved, would optimize the use of the property and benefit the economy and the community with additional housing opportunities.*

**Policy 3.4.2**

To City shall encourage development and redevelopment opportunities for mixed and multi-use projects. The Land Development Regulations should be amended, as appropriate, to facilitate such development through regulatory measures.

*If approved, the rezoning of land from a hunting preserve to a land use which includes residential, professional, and institutional uses would also for a mix of opportunities for the parcel. The written description mentions the site being used for residential development, which will be required to follow all LDRs.*

**Airport Environment Zone**

The site is located within the 150-foot Height and Hazard Zone for Cecil Airport. Zoning will limit development to a maximum height of 150 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).

The site is also located in a Civilian Influence Zone for Cecil Airport. 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.

The amendment site is located within the 60 Day-Night Sound Level (DNL) zone for Cecil Airport. Future Land Use Element Policy 2.6.13 includes requirements related to density, use, and noise level reduction in construction for sites within this noise zone.

**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.

### **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.

### ***(C) Does the proposed rezoning conflict with any portion of the City’s land use Regulations?***

The intended development will meet all portions of the City’s land use regulations and further 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): Recreation and Open Space (ROS) and the companion Land Use Amendment (L-5905-24C / Ordinance 2024-0141) is proposing the Residential-Professional-Institutional (RPI). 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.

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

The agent/owner will need to submit a Mobility application & a CRC application to the Concurrency Office’s email at the CMMSO@coj.net for review/fee assessment/approval.

**This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 1.1.8 of the Transportation Element of the 2045 Comprehensive Plan**

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

This proposed Planned Unit Development is being requested to update the site plan to add an additional 20.00± acres from hunting preserve to mixed use is intended to be used for residential development. A developer is under contract to purchase the property to develop with multi-family and ancillary uses. There is an anticipated conversion of low density to medium density residential units to allow up to 400 multi-family units. A notice of conversion will need to be submitted to the City. Moreover, this proposed development will not exceed the projected acreage allowance reflected in the revised Exhibit 5, Exhibit 6, AFI Affiliated Villages table, 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 with specific reference to the following:

**The variety and design of dwelling types:** The proposed PUD rezoning mentions a maximum of 400 multi-family units. While this is the only type of development mentioned as a possibility, the property could still be developed with other types of dwellings. Additionally, the larger surrounding area does have a variety of dwelling types.

**Compatible relationship between land uses in a mixed use project:** The surrounding area is mostly vacant with Recreation and Open Space (ROS) to the west and south. The property to the north has Public Building and Facilities-1 (PBF-1) land use and the property to the east has Recreational-Professional-Institutional (RPI) land use. The entire Villages of Argyle PUD has a mix of residential to commercial to preservation, etc. uses. If approved, this PUD rezoning would be compatible with the other land uses and mixed-use properties in the area.

***(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 parcel is located west of Oakleaf Plantation Parkway, near the Duval and Clay County border. Properties to the north and west are vacant. Development to the east includes a retirement/nursing home with several units. Lastly, south of the subject property is a pond. The proposed PUD will provide additional multi-family housing if the owner submits to convert the density on the property from low to medium.

**The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:**

<b>Adjacent Property</b>	<b>Land Use Category</b>	<b>Zoning District</b>	<b>Current Use</b>
<b>North</b>	PBF	PUD: 1999-804	Vacant,



<b>South</b>	ROS	PUD: 1999-804	Pond
<b>East</b>	RPI	PUD: 2014-267	Retirement/Nursing Homes
<b>West</b>	ROS	PUD: 1999-804	Vacant

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

The proposed development is consistent with the proposed Residential-Professional-Institutional (RPI) functional land use category with specific reference to the following:

**The existing residential density and intensity of use of surrounding lands:** While the surrounding area appears primarily vacant, the subject property to the east is development with a retirement/nursing home with several units. Additionally, there has been residential development south of the subject property across the Duval and Clay County border, therefore residential development would not be out of character within the larger surrounding area.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The subject site is approximately 20.0 acres and is accessible by Oakleaf Plantation Pkwy, a minor arterial facility. Oakleaf Plantation Pkwy between First Coast Expy (SR 23) and Cecil Conn Rd is currently operating at 45% capacity. This segment currently has a maximum daily capacity of 37,300 vehicles per day (vpd) and average daily traffic of 16,787 vpd.

This PUD is a companion to pending small-scale land use application L-5805-24C (2024-0142). The requested trip generation will be addressed by the application for change and in compliance with the DRI.

**The availability and location of utility services and public facilities and services:** In a memo provided by JEA dated January 16, 2024, JEA states that there are water and sewer mains along Oakleaf Plantation Parkway. Additionally, the subject property is within the geographic area legally serviced by JEA. JEA will provide electric service as per JEA’s most current Rules and Regulation. If the owner decides to develop the mixed-use space with residential development, then JEA will need to be serviced to the property to have the highest density allowed.

**Baseline Distribution Rates**

<b>SCHOOL</b>	<b>CONCURRENCY SERVICE AREA</b>	<b>STUDENTS GENERATED</b>	<b>SCHOOL CAPACITY (Permanent/Portables)</b>	<b>CURRENT ENROLLMENT 20 Day Count (2017/18)</b>	<b>% OCCUPIED</b>	<b>4 YEAR PROJECTION</b>
<b>Enterprise LA #255</b>	8	37	896	718	80%	85%
<b>Charger Academy MS #216 (Chaffee Trail MS #140 24-25)</b>	7	15	1,464	938	64%	75%
<b>Westside HS #241</b>	7	22	1,792	1,596	89%	91%

**School Impact Analysis Distribution Rates**

SCHOOL	CONCURREN CY SERVICE AREA	2023-2024 Enrollment /CSA	Current Utilization (%)	New Student Development	5 Year Utilization (%)	Available Seats - CSA	Available Seats – Adjacent CSA 1&2
<b>Elementary</b>	8	5,659	78%	37	85%	2,414	10,649
<b>Middle</b>	7	1,109	67%	15	68%	729	938
<b>High</b>	8	2,633	87%	22	64%	406	2,210

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

Recreation and open space shall be provided as required by the 2045 Comprehensive Plan. The proposed written description mentions a developer under contract who intends to develop the property with multi-family units and ancillary uses – clubhouse, pool etc. Additionally, open space requirements stated in the original PUD Ordinance (1999-0804) shall be followed.

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

No wetlands were identified on the site.

***(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 parking requirements for this property shall be consistent with the PUD Ordinance 1999-0804 and in accordance with part 6 of the zoning code.

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

The pedestrian and bicycle pathways requirements for this property shall be consistent with the PUD Ordinance 1999-0804 and in accordance with part 6 of the zoning code and the 2045 Comprehensive Plan.

**SUPPLEMENTARY INFORMATION**

Upon visual inspection by the Planning and Development Department on **March 12, 2024**, 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 2024-0142 be **APPROVED** with the following exhibits:

- The original legal description dated January 10, 2024.**
- The original written description dated February 12, 2024.**
- The original site plan dated November 27, 2023.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2024-0142 be **APPROVED**.



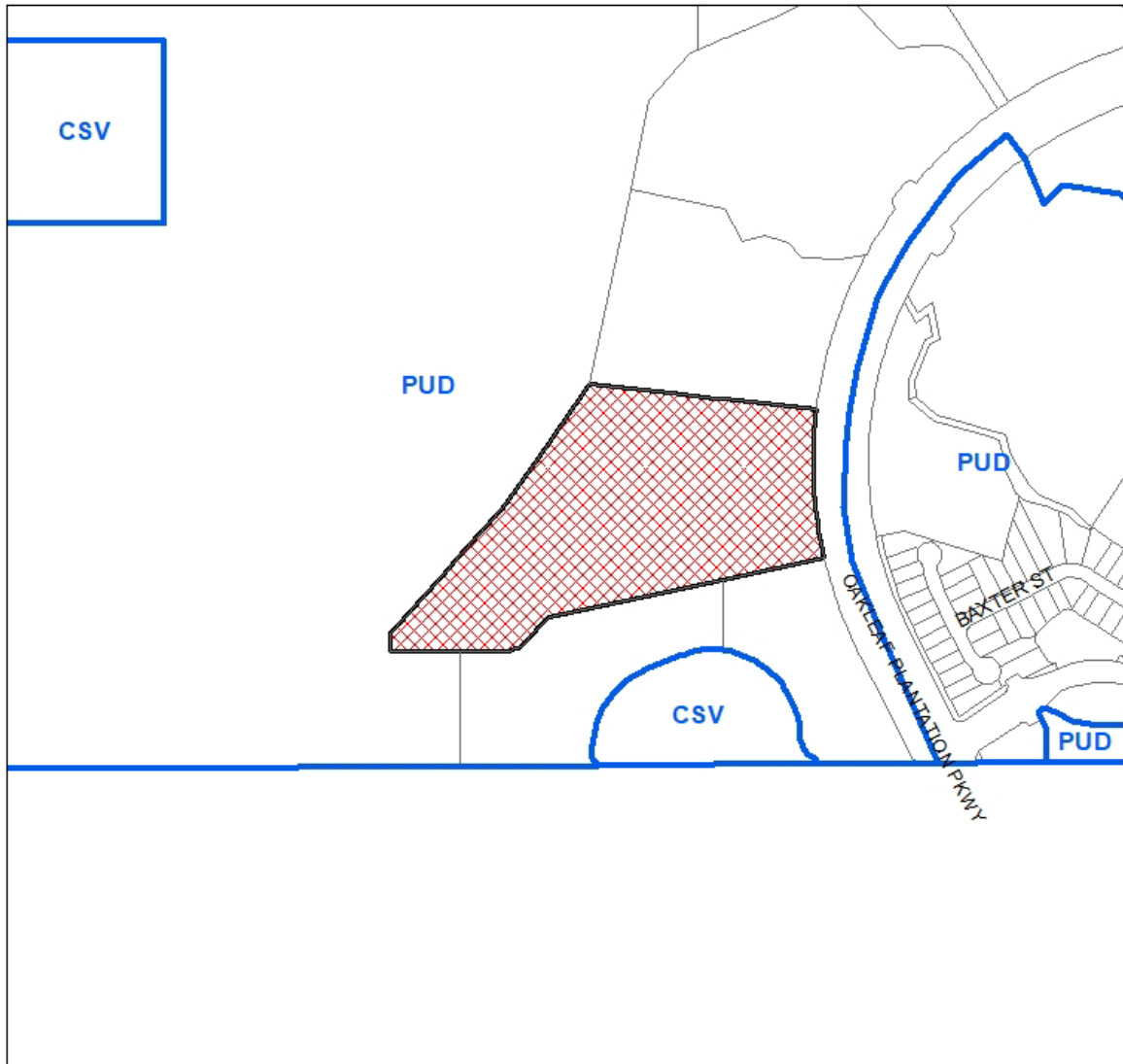
Aerial View

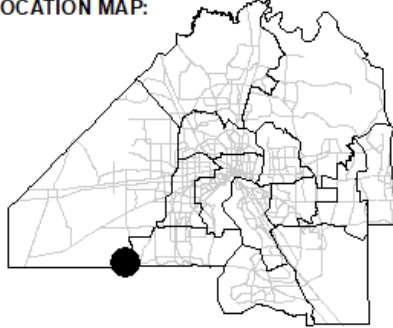
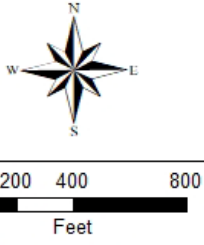


**View of Subject Property from Oakleaf Plantation Parkway.**



**View of the subject property.**



<p>REQUEST SOUGHT:</p> <p><b>FROM: PUD</b></p> <p><b>TO: PUD</b></p>	<p>LOCATION MAP:</p>  <p>TRACKING NUMBER</p> <p><b>T-2024-5403</b></p>	 <p>COUNCIL DISTRICT:</p> <p><b>12</b></p> <p><b>EXHIBIT 2</b></p> <p><b>PAGE 1 OF 1</b></p>
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Legal Map