

**REPORT OF THE PLANNING DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2025-0178 TO**  
**PLANNED UNIT DEVELOPMENT**

**APRIL 3, 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 **2025-0178** to Planned Unit Development.

<b><i>Location:</i></b>	0 First Coast Technology Parkway; between Glen Kernan Parkway North and J. Turner Butler Blvd.
<b><i>Real Estate Numbers:</i></b>	173970-0477, 173970-0485 & 173970-0495 (Portion)
<b><i>Current Zoning Districts:</i></b>	Industrial Business Park (IBP)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Business Park (BP)
<b><i>Planning District:</i></b>	Southeast, District 3
<b><i>Council District:</i></b>	District-3
<b><i>Applicant/Agent:</i></b>	Steve Diebenow, Esq. Driver, McAfee, Hawthorne and Diebenow, PLLC One Independent Drive, Ste. 1200 Jacksonville, FL 32202
<b><i>Owner:</i></b>	University of North Florida Foundation, Inc. 1 UNF Drive Building 60 Jacksonville, FL 32224
<b><i>Staff Recommendation:</i></b>	<b>APPROVE WITH CONDITION</b>

**GENERAL INFORMATION**

Application for Planned Unit Development **2025-0178** seeks to rezone approximately 17± acres of land from Industrial Business Park (IBP) to Planned Unit Development (PUD). The rezoning to PUD is being sought to develop the property with a maximum of 250 multifamily dwelling units catering to student housing at the University of North Florida. The PUD differs from the conventional zoning code by permitting the development of multi-family allowed within the

Business Park land-use category, but the zoning district of IBP does not allow residential uses. The PUD also sets parking standards different from Part 6 of the zoning code and limits the height of structures to 45 feet.

### **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.

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 Development Area Uses and Densities. 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 maximum gross density in the Suburban Area shall be 20 units/acre and there shall be no minimum density; except as provided herein. In the absence of 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.

Based on the JEA availability letter submitted with the application, there is an existing 8-inch gravity sewer main and an existing 12-inch water main along First Coast Tech Parkway. Based on the acreage of the property and the availability of JEA services, the maximum density allowed for the site is 340 dwelling units. The development will limit the residential units to 250 multi-family dwelling units which is consistent with the maximum density allowed within the Business Park (BP) land use category.

The uses listed in the written description and proposed rezoning to PUD are consistent with requirements of the 2045 Comprehensive Plan.

***(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:

**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.

*The proposed PUD limits residential density to a maximum of two hundred fifty (250) dwelling units on seventeen (17) acres, which is approximately 14.75 units per acre, much less than the twenty (20) units per acre permitted within the BP land use category for the Suburban Development Area.*

**Policy 3.1.5**

The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

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

**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.

*Based on the JEA availability letter submitted with the application, there is an existing 8-inch gravity sewer main and an existing 12-inch water main along First Coast Tech Parkway.*

***(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). 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.**

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

This proposed Planned Unit Development request permits the development of a maximum of 250 multifamily dwelling units. 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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** Recreation and open space shall be provided as required by the 2045 Comprehensive Plan. Per the Land-Use Table and Site Plan the development will provide approximately 2.41 acres of active recreation and open space including multiple courtyards, pools and a dog park.

**The use of existing and proposed landscaping:** Landscaping shall be provided as required pursuant to Part 12 of the Zoning Code.

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

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced via First Coast Technology Parkway.

Comments from Traffic & Engineering include:

- A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
- The methodology meeting was held on February 4th, 2025.

The subject site is approximately 17 acres and is located on First Coast Technology Parkway, a local roadway, which is east of Kernan Boulevard South, an FDOT roadway. Kernan Boulevard South between J Turner Butler Boulevard (SR-202) and Beach Boulevard (SR-212) is currently operating at 60% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 55,100 (vpd) and average daily traffic of 33,013 vpd.

The applicant requests 250 multi-family dwelling units (ITE Code 221) which could produce 1135 daily trips.

**The use and variety of building setback lines, separations, and buffering:** Setbacks will be similar to those within the RMD zoning districts but a multiple-family dwelling with four (4) units or more that directly faces, or backs up to, another multiple-family dwelling with at least four (4) units shall provide a separation of at least thirty-five (35) feet.

## **(5) External Compatibility**

Based on the written description of the intended plan of 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 17.00-acre subject property is on the east side of First Coast Tech Pkwy, a local roadway situated between Glen Kernan Parkway North and J Turner Butler Blvd. The property is located within the Business Park (BP) land use category within the Suburban Development Area, in Council District 3, and Planning District 3 (Southeast). The subject properties are located within the boundaries of the UNF Master Plan and close proximately to similar residential uses. Parcel to the North “The Flats at UNF” approved through PUD 2007-0085 as student housing for the school. To the east of the subject site is Glen Kernan single family subdivision approved through PUD 1996-0006.

**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	PUD	Student Housing
East	LDR	PUD 1996-0006	Single Family Subdivision
South	BP	IBP	Vacant Timberland
West	BP	IBP	UNF Hicks Hall

**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:** Between the proposed development and the existing single family subdivision is 50 foot landscaping buffer not within the proposed PUD which will act as additional protection from the proposed multi-family and the existing single family.

**(6) Intensity of Development**

The proposed development would be consistent with the Business Park (BP) functional land use category and the proposed development of with a maximum of 250 multifamily dwelling units. The PUD is appropriate at this location because it is consistent with the surrounding uses.

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

Essential services including gas, telephone, water, sewer, cable, and electricity as required to serve the PUD shall be permitted on the site. Water, sanitary sewer, and electricity will be provided by JEA.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The existing site access is on First Coast Tech Parkway. There are no proposed connections to State facilities. In a memo dated January 18, 2025 from the Florida Department of Transportation: FDOT has programmed capacity improvements in the vicinity of the project site. SR202 (J Turning Butler Blvd) at Kernan Blvd interchange improvement, with completion scheduled for 2024 (FPID #: 447149-1). SR202 (JT Butler Blvd) from Belfort Rd to Hodges Blvd resurfacing, scheduled for completion in 2028 (FPID #: 209469-3). SR202 (JT Butler Blvd) from Hodges Blvd to Intracoastal Waterway Bridge resurfacing, scheduled for completion in 2028 (FPID #: 209469-4).

The segments mentioned in Table 2 are 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 adverse impact to the affected State facility.

Table 2

County	Road	Segment ID	FDOT LOS Standard	Maximum Service Volume	2022 Peak Hour Volume	2022 Peak LOS	2028 Peak Hour Volume	2028 Peak LOS
Duval	SR-202 / J.T. Butler Blvd	21,276	D	32,880	10,160	B	10,764	B
Duval	SR-202 / J.T. Butler Blvd	21,275	D	14,710	12,880	D	13,356	D

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

Recreation and open space shall be provided as required by the 2045 Comprehensive Plan.

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

Any development that occurs within wetland areas, if any, are required to be permitted in accordance with local, state, and federal 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 for multi-family dwellings shall be at a minimum ratio of two (2) spaces per dwelling unit with no maximum. Separately designated loading spaces are not required for townhomes or multi-family development. All other uses shall provide parking pursuant to Part 6 of the Zoning Code.

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

Pedestrian access shall be installed in accordance with the 2045 Comprehensive Plan.

### **SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on **March 14, 2025** to the Planning Department, that the Notice of Public Hearing signs were posted. Staff also conducted a Site Visit on **March 26, 2025** where the notice signs were posted.



### **RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0178** be **APPROVED with the following exhibits:**

- 1. The Original Legal Description dated January 24, 2025.**
- 2. The Original Written Description dated February 18, 2025.**
- 3. The Original Site Plan dated February 10, 2025.**

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0178** be **APPROVED with Condition.**

- 1. A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**





**Aerial View of Subject Property**

*Source: JaxGIS Maps*



**View of Subject Property**

*Source: Planning Department; March 26, 2025*





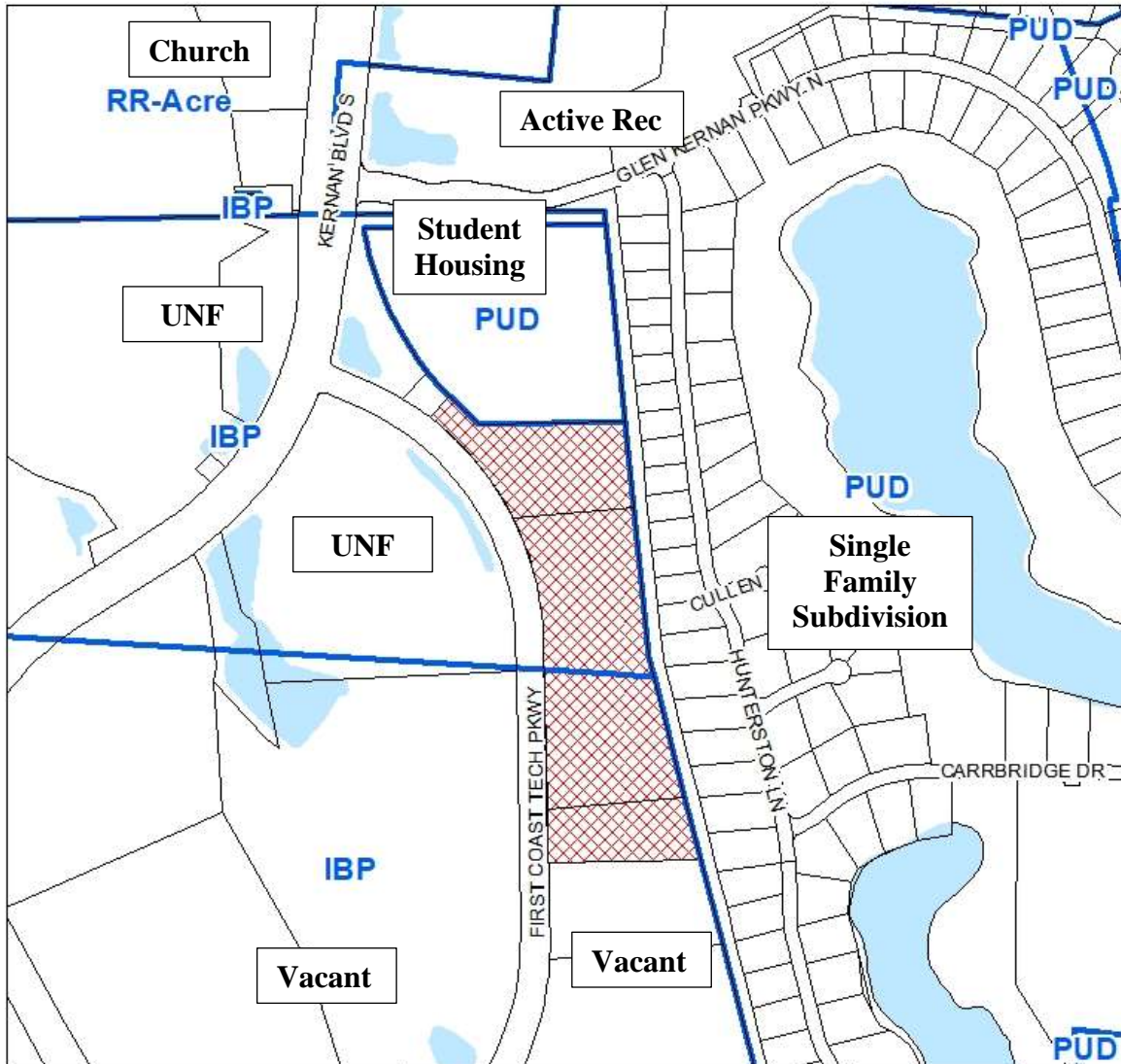
**UNF Hicks Hall**

*Source: Planning Department; March 26, 2025*



**View of The Flats at UNF Student Housing**

*Source: JaxGIS; January 2025*

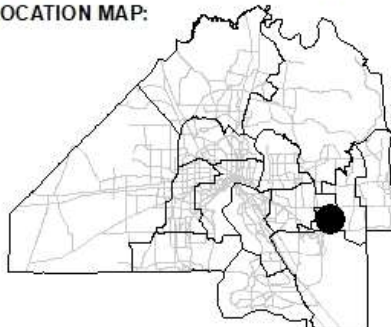


REQUEST SOUGHT:

FROM: IBP

TO: PUD

LOCATION MAP:



0 200 400 800  
Feet

COUNCIL DISTRICT:

3

TRACKING NUMBER

T-2025-6061

EXHIBIT 2  
PAGE 1 OF 1