



Planning Commission Report  
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Ian Brown, Vice Chair	Aye
Jason Porter, Secretary	Absent
Marshall Adkison	Aye
Daniel Blanchard	Aye
Charles Garrison	Aye
David Hacker	Aye
Jack Meeks	Nay
Morgan Roberts	Aye

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

Sincerely,



Bruce E. Lewis  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2023-0360 TO**  
**PLANNED UNIT DEVELOPMENT**

**October 5, 2023**

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 **2023-0360** to Planned Unit Development.

***Location:*** 0, 10050, 10061, 10144 Noroad, 0 103<sup>rd</sup> Street, and 0 Connie Jean Road; Between 103<sup>rd</sup> Street and Noroad

***Real Estate Number(s):*** 012955-0010; 012956-0000; 012960-0000; 012961-0100; 012970-0100; 012971-0100; 012974-0055

***Current Zoning District(s):*** Residential Rural-Acre (RR-Acre); Residential Medium Density-A (RMD-A); Commercial Community/General-2 (CCG-2); Commercial Neighborhood (CN)

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

***Current Land Use Category:*** Low Density Residential (LDR)  
Medium Density Residential (MDR)  
Community/General Commercial (CGC)

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

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

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

***Owner:*** Noroad Development LLC  
10050 Noroad  
Jacksonville, FL 32210

***Staff Recommendation:*** **DENY**

### **GENERAL INFORMATION**

Application for Planned Unit Development **2023-0360** seeks to rezone 37.86± acres of several split-zoned properties from Residential Rural-Acre (RR-Acre), Residential Medium Density-A (RMD-A), Commercial Community/General-2 (CCG-2), and Commercial Neighborhood (CN) to Planned Unit Development (PUD). The property is located in the Low Density Residential (LDR), Medium Density Residential (MDR), and Community/General Commercial (CGC) land use category within the Suburban Development Area of the Future Land Use Element of the 2045 Comprehensive Plan. A companion Future Land Use Map (FLUM) amendment was also filed for this site from CGC, MDR and LDR to ROS, (L-5807-23C / Ordinance 2023-359) where the Department is recommending denial of this Land Use application and is pending concurrently with this rezoning. The intent of this PUD is to develop the properties as a premier recreational vehicle resort with 283 pads.

### **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?***

No. According to the Future Land Use Element (FLUE), Recreation and Open Space (ROS) includes lands used for activities that are associated with outdoor recreation. Principal uses include: Parks, Playgrounds; Golf courses; Driving ranges; Marinas; Fairgrounds and spectator sports facilities in public and private ownership; carbon sinks; Pastoral open space managed by the Parks, Recreation and Community Services Department is also included. Travel trailer parks are allowed as a secondary use but on-site recreational facilities must be included or the travel trailer park must be located in close proximity to a recreational attraction.

According to the applicant, the land use change to ROS is to allow for the development of a travel trailer RV park. A travel trailer RV park is considered a recreational use that must be in close proximity to recreational activities for the RV occupants to access. The ROS land use category requires that the placement of a travel trailer RV park must be in close proximity to a recreational attraction. The site is near the 103rd Street Sports Complex and Bent Creek Golf course which are both located on the south side of 103rd Street. The site is surrounded by residential single family, vacant timberland, a K-8 elementary school and some warehousing and open storage.

While the proposed companion land use amendment is for the ROS land use category, the applicant's proposed use of the property is for a travel trailer RV park which is a type of commercial enterprise that is allowed as a secondary use within the ROS land use category. Surrounded mostly by residential land, the proposed amendment to ROS does not promote a gradual transition of intensities or a compatible land development pattern.

The proposed use is not consistent with the 2045 Comprehensive Plan and therefore is not consistent with the proposed PUD zoning district.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?***

No. This proposed rezoning to Planned Unit Development is not consistent with the 2045 Comprehensive Plan, and does not further the 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 defined in this Plan.

**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.

**Policy 1.1.22**

Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

**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 3.2.27**

Compatibility of new non-residential developments or high density residential developments with adjacent and abutting residential neighborhoods shall be achieved through the implementation of site design techniques including but not limited to: transitions in uses; buffering; setbacks; the orientation of open space; and graduated height restrictions to affect elements such as height, scale, mass and bulk of structures, pedestrian accessibility, vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise and odor. In addition, all development on sites which abut a Low Density Residential and/or Rural Residential land use designation shall provide the following:

- A scale transition.
- When developing mixed uses, residential uses shall be arranged on the site to provide a use transition between new non-residential uses and the protected abutting residential land uses to the greatest extent feasible.
- Elements such as yards, open space, at-grade parking and perimeter walls shall be arranged, designed and landscaped in a manner compatible with adjacent areas to serve as a visual buffering element.

### **Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

### **Airport Environment Zone**

The site is located within the 150-foot Height and Hazard Zone for the Herlong Recreational Airport and Cecil Field. 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).

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

Yes. The proposed use of an RV Park is not consistent with the 2045 Comprehensive Plan and therefore is not consistent with the proposed PUD uses. The proposed uses do not promote a gradual transition of intensities or a compatible land development pattern.

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): Low Density Residential (LDR), Medium Density Residential (MDR), and Community General Commercial (CGC). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series L-5807-23C (Ordinance 2023-0359) that seeks to amend the portion of land that is within the LDR, MDR, and CGC land use categories to Recreation Open Space (ROS). The Planning and

Development Department finds that the proposed PUD is not 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. Therefore, the applicant/agent/owner will need to apply for Concurrency/Mobility for this proposed project prior to permitting/plan submittal with the City of Jacksonville.

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

This proposed Planned Unit Development does not include residential use and would therefore not exceed the projecting holding capacity in Table L20 of the 2045 Comprehensive Plan.

***(4) Internal compatibility***

This proposed PUD is consistent with the following internal compatibility factors. An evaluation of the internal compatibility of a proposed 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: Open Space is reflected in the site plan in the rear of this proposed Motorhome Resort. The written description states more than six acres of the development is committed to open space, which is more than the required 435 square feet per lot requirement.
- The use of existing and proposed landscaping: According to the submitted written description, landscaping will meet Part 12 of the Zoning Code, which will include the appropriate perimeter landscaping.

This proposed PUD is not consistent with the following internal compatibility factors:

- The use of topology, physical environment, and other natural features: After looking at an aerial image and comparing it with the proposed site plan, it appears that RV lots and part of the open space area is proposed to be where a pond currently is. Filing this pond to increase development would not be compatible with the area.
- The treatment of pedestrian ways: A sidewalk is not reflected on the site plan. Though, the written description states the development will either be compliant with the City's Comprehensive Plan or require funding to the City's Sidewalk Fund.

***(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 not achieved by the following:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The proposed PUD is surrounded by primarily residential uses, such as single-family dwellings or mobile homes, within the Residential Rural-Acre zoning district. Within this surrounding neighborhood is also vacant undeveloped land.
- 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	LDR	RLD-60	Single-Family Dwellings
South	LDR	RR-Acre	Mobile Homes, Public school, Vacant
East	CGC	PUD, CCG-2	Service Garage
West	LDR	RR-Acre	Mobile Homes, Single-Family Dwellings

- 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 PUD is also being used to request uses that are not necessary for a Motorhome Resort or compatible with the area, such as: rifle, shotgun or pistol shooting ranges, field archery ranges, golf driving ranges, par three golf courses, marina, bait and tackle shops, commercial hunting, fishing camps, and fairgrounds.

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

The proposed development is not consistent with the LDR, MDR, and CGC functional land use categories. The PUD is not appropriate at this location:

- 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 proposed use of a travel trailer park is a secondary use within the ROS land use category and must be within close proximity of a recreational attraction. This use is considered as commercial use, while the surrounding area is residential. This does not provide a gradual transition between the uses of the area.
- The existing residential density and intensity of use of surrounding lands: Much of the surrounding area has lots that are congruent with the RR-Acre zoning district. This zoning district would only permit one dwelling per acre, while the proposed PUD is looking to allow 283 lots on approximately 31.5 acres (6 acres of open space).
- 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 as stated in the written description. The JEA Availability letter, attached to the application, shows the nearest connection point for potable water as an existing 12-inch water main along Connie Jean Road and the nearest connection point for sewer as an existing 8-inch force main along 103<sup>rd</sup> Street at the Connie Jean intersection.

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 37.86 acres and is accessible from 103<sup>rd</sup> Street (SR 134), an urbanized arterial facility. 103<sup>rd</sup> is between First Coast Expressway (SR 23) and Shindler Drive, which is currently operating at 36.6% of capacity. This segment currently has a maximum daily capacity of vehicles per day 39,800 (vpd) and average daily traffic of 14,569 vpd.

The applicant requests 31.5 acres of recreational vehicle park (ITE Code 416), which could produce 168 daily trips.

Below are comments that were received from the City's traffic professional:

- If the entrance road will be dedicated to the City of Jacksonville, it shall be built to city standards, including cross section, centerline geometry, sidewalks, curb and gutter and proper termination and right of way width.
  - The roads internal to the site, outside of the entrance road, shall remain private, not to be dedicated to the City of Jacksonville,
  - A traffic study shall be provided at Civil Site Plan Review. Prior to the commencement of the traffic study, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division (currently Chris LeDew [CLeDew@coj.net](mailto:CLeDew@coj.net)), the Chief of the Transportation Division (currently Laurie Santana [LSantana@coj.net](mailto:LSantana@coj.net)) and the traffic reviewer from Development Services (currently John Kolczynski [JohnFK@coj.net](mailto:JohnFK@coj.net)). If Chris LeDew or Lee Durban ([LDurban@coj.net](mailto:LDurban@coj.net)) of the Traffic Engineering Division do not require a traffic study, provide documentation stating so and this comment will be removed.
- Any other factor deemed relevant to the limitation of the intensity of the development for the benefit of the public health, welfare and safety: The location of the proposed PUD is in an area where aircraft noise may be present and may be an annoyance to noise sensitive land uses.

Below are comments from the Jacksonville Aviation Authority's Planning & Grants Administrator:

- The development sites are located approximately three miles east of Cecil Airport and two miles west of Herlong Recreational Airport.
- While the parcels do not lie within either airport's noise contours, aircraft noise is present as previously mentioned.

- The FAA requires all airports to protect approach, departure, and circling airspace up to five miles from the air operations area including mitigating potential wildlife attractants.
- While the height of development may fall below protected airspace surfaces, please submit a 7460-1 Notice of Proposed Construction through the FAA's website at <https://oeaaa.faa.gov/oeaaa/external/portal.jsp> prior to construction.
- The FAA will conduct an airspace analysis to determine if the final structures or construction activities, such as the use of a crane, will interfere with flight operations – a notice to airmen may be required during construction.

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

The attached written description states that recreation will be created for this PUD, which will be consistent with market demands for such uses and as typically found in a first-class Motorhome Resort. The written description also noted that more than six acres of the development are committed for Open Space.

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

Review of City data indicates the potential existence of wetlands on the subject site and as such, based upon the city's geographic information data, the Planning and Development Department has determined the general location, type(s), size, quality and functional value of all wetlands located within the boundaries of the application site.

Wetlands Characteristics:

Approximate Size:	2.76 acres (at the northeastern end of the site) and 0.25 of an acre (at the southern end of the site)
General Location(s):	Wetlands are located at the northeastern portion of the site and at the southern end of the site.
Quality/Functional Value:	The wetland has a medium functional value for water filtration attenuation and flood water capacity due to its isolation, size and having an indirect impact on the City's waterways.
Soil Types/Characteristics:	Evergreen-Wesconnett complex, depressional (22); Leon fine sand (32)
Wetland Category:	Category III
Consistency of Permitted Uses:	Uses permitted within Category III wetlands are subject to CCME Policies 4.1.3 and 4.1.6

Environmental Resource Permit (ERP): Not provided by applicant

Wetlands Impact: Insufficient information to determine

Associated Impacts: No impacts.

Relevant Policies: CCME Policy 4.1.3 and 4.1.6



Source: JaxGIS Maps

***(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.***

According to the submitted written description, integrated parking facilities will be provided to support the proposed use, while complying with Part 6 of the Zoning Code, and will be landscaped according to the requirements in the Zoning Code.

*(11) Sidewalks, trails, and bikeways*

The written description states that the development will either be compliant with the 2045 Comprehensive Plan relating to sidewalks or required funding will be provided to the City's Sidewalk fund, which will be subject to the review and approval of the Planning and Development Department.

**SUPPLEMENTAL INFORMATION**

Upon visual inspection of the subject property on July 5, 2023, the required Notice of Public Hearing signs were **posted**.



**RECOMMENDATION**

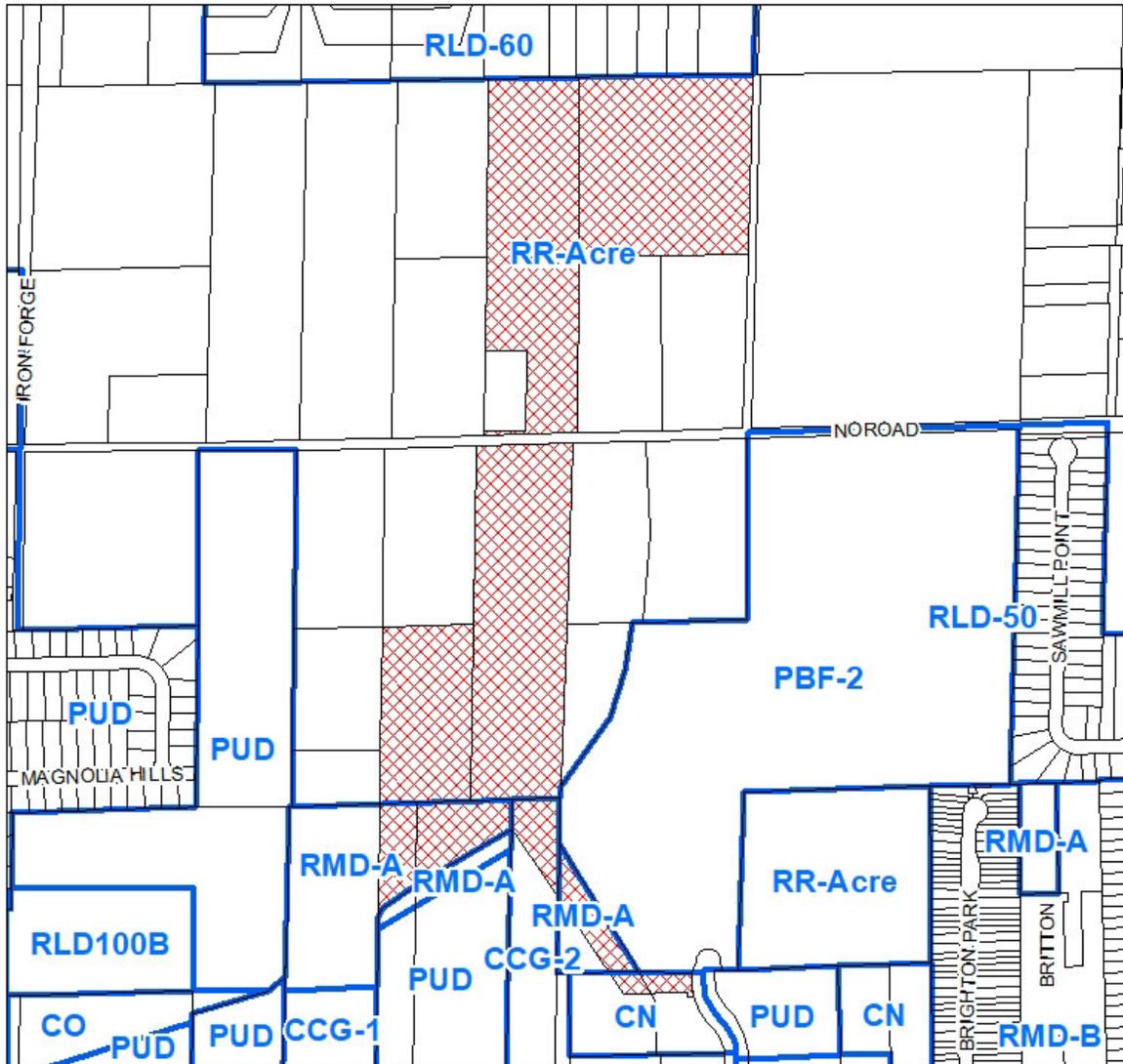
Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2022-0553** be **DENIED with the following exhibits:**

1. The original legal description dated May 10, 2023.
2. The original written description dated May 26, 2023.
3. The original site plan dated May 26, 2023.





*Source: Planning & Development Department, 07/05/2023*  
**View of Noroad.**

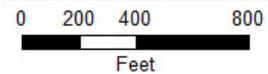
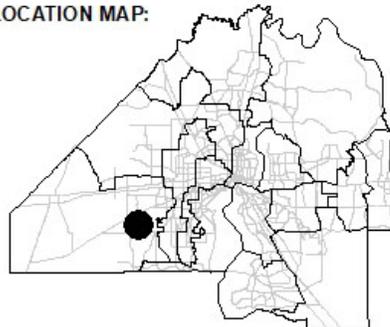


**REQUEST SOUGHT:**

**FROM:** RR-ACRE, RMD-A,  
 CCG-2, & CN

**TO:** PUD

**LOCATION MAP:**



**COUNCIL DISTRICT:**

**12**

**TRACKING NUMBER**

**T-2023-4821**

**EXHIBIT 2  
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**Legal Map**