



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
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Jacksonville.gov

January 4, 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.: 2023-823 **Application for: Washington Ave 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 with Condition**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated July 19, 2023**
- 2. The revised written description dated December 13, 2023**
- 3. The original site plan dated October 2, 2023**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions: **None**

Planning Department conditions:

1. The driveways shall be classified as Class II driveways per Section 2.1.3 of the Land Development Procedures Manual and meet all the requirements therein.

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: **7-0**

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	Absent
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 2023-0823 TO
PLANNED UNIT DEVELOPMENT

JANUARY 4, 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 **2023-0823** to Planned Unit Development.

Location: 8835 Washington Avenue; Between Elm Street and Prospect Street

Real Estate Number: 037382-0000

Current Zoning Districts: Residential Low Density-60 (RLD-60)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Proposed Land Use Category: Business Park (BP)

Planning District: 5-Northwest

Planning District: District - 8

Owner/Applicant: Jennifer J. Goodman
Florida Coastal Properties LLC
10285 Innovation Way
Jacksonville, Florida 32211

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2023-0823** seeks to rezone approximately 0.49± acres of land from Residential Low Density-60 (RLD-60) to PUD. The rezoning to a PUD is being sought to permit for a maximum of 2,500 square feet of indoor storage and offices uses. Staff notes that the adjacent property to the south was originally zoned as Industrial Business Park-2 (IBP-2) [later renamed IBP], but was rezoned to RLD-60 via **Ordinance 2007-0147** and rezoned to PUD (Ord.2021-0636) with a companion land use amendment to BP allowing for warehousing.

The need for the PUD arises from the current zoning district's limitation on warehousing and offices. The need also stems from the applicant's desire to limit certain nonresidential uses and provide additional buffering requirements. For more information, please see the attached Written Description (**Exhibit 3**).

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. In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the Planning and Development Department finds that with the approval of companion Small Scale Land Use L-5824 -23C (**Ordinance 2023-0822**), the subject property will be located in the Business Park (BP) functional land use category according to the Future Land Use Map series (FLUMs) adopted as part of the 2045 Comprehensive Plan.

BP in the Urban Development Area is intended to provide compact medium to high intensity office development. Development which includes medium to high density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary.

All the uses and limitations provided for in the PUD application are allowed in the proposed BP land use category under the Future Land Use element of the 2045 Comprehensive Plan.

(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):

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.

The subject site is currently zoned for residential uses and has a Future Land Use Category of LDR. The proposed PUD and land use amendment will allow for a currently

undeveloped piece of land to be developed into an industrial use. The proposed PUD will allow the existing area to commercialize in a way that discourages incompatible uses.

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.

The subject property is located in the Urban Area and according to the attached JEA Availability Letter, **2022-2139**, the proposed development must connect to City water and sewer using the property's existing JEA water and sewer accounts.

Policy 3.2.1

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

The proposed rezoning to a PUD would allow for commercial infill on one (1) undeveloped parcel, next to a PUD with similar uses and abutting the commercial properties along the Lem Turner commercial corridor.

Evacuation Zone A

The Emergency Preparedness Division evaluated the land use change and provided the following comment:

The proposed property will be in close proximity to Lem Turner Road , indicating sufficient access to I-95 (1.89 road miles) and I-295 (4.36 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone A, Zone C, and Zone E), nearest evacuation routes, and the estimate of 74 - 75 additional daily trips the development of the proposed property could create a localized impact to the traffic flow on I-95 and I-295 during an emergency evacuation scenario. The changes proposed would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged. Please note that the proposed property is located west of the Trout River, which frequently causes flooding in nearby areas. Any development should incorporate appropriate **mitigation techniques to reduce flood vulnerability** and minimize impacts on the floodplain.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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. If archaeological resources are found during future

development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Adaptation Action Area (AAA)

The amendment site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Flood Zones

Approximately 0.21 of an acre of the subject site is located within the AE flood zone and approximately 0.28 of an acre of the site is located in the 0.2% Annual Chance Flood Hazard area. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100-years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE flood zone is defined as areas within the 100-year floodplain, or SFHA, where flood insurance is mandatory. The 0.2% Annual Chance Flood Hazard area are areas within the 500-year floodplain, outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards.

Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.



Source: JAXGIS December 13, 2023

Flood Zone Map

(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 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): Low Density Residential (LDR). There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series L- 5824-23C (**Ordinance 2023-0822**) that seeks to amend the land use from LDR to BP. Nonetheless, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously 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.

(3) Allocation of residential land use

The proposed Planned Unit Development intends to utilize the subject parcel for warehousing and office space, no residential land use is being sought.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The project will be developed with the required amount of open space as applicable in accordance with the Recreation and Open Space Element (ROSE) of the 2045 Comprehensive Plan.

The use of existing and proposed landscaping: The subject site will be developed in accordance with Part 12 of the Zoning Code and Article 25 of the Charter of the City of Jacksonville. Given the subject property's proximity to neighboring residential uses, the developer will also provide an uncomplementary buffer along the easterly boundary of the property, offering both visual screening for residents on Adams Avenue and security for the property.

The treatment of pedestrian ways: Pedestrian access shall be provided by sidewalks installed in accordance with the 2045 Comprehensive Plan.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system and vehicular access to the property will be by the way of Washington Avenue and Elm Street.

The particular land uses proposed and the conditions and limitations thereon: The written description has limited the permitted uses to those in the Industrial Business Park—the conventional zoning district alternative. This limitation in BP uses reduces the likelihood of

intensive and incompatible uses creating an undue impact on the surrounding 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:

Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: In order to minimize the impact to the abutting residential uses to the east, the applicant will provide a 15 foot undisturbed visual buffer along subject property’s east property line. Furthermore, the proposed 2,500 square foot warehouse/office facility will be oriented towards Washington Avenue, a local road that contains a greater variety of residential and non-residential uses.

The type, number and location of surrounding external uses: Although being developed for warehousing and office use, the subject site will maintain compatibility with the commercial character of Washington Avenue by providing for a varying degree of nonresidential uses. Staff should also note that the adjacent property to the south is currently zoned PUD with IBP nonresidential uses similar to those being sought for the subject property.

Nonetheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	LDR	RLD-60	Single-Family Dwellings
South	BP	PUD (2021-636)	Vacant Industrial
East	LDR	RLD-60	Single-Family Dwellings
West	CGC	CCG-2	Commercial Retail

(6) Intensity of Development

The proposed development is consistent with the BP functional land use category with specific reference to the following:

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. Additionally, in a memo provided by JEA dated November 28, 2023, the proposed project design shall meet the JEA Design Standards in effect at the time of construction plan submittal.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject property will have direct access via Washington Avenue. The Traffic Engineer has reviewed the application and has issued the following comments:

- There shall be no parking in the city right of way and all parking shall meet the requirements of Part 6 of the zoning code.
- The driveways shall be classified as Class II driveways per Section 2.1.3 of the Land Development Procedures Manual and meet all the requirements therein.

The application was also forwarded to the Transportation Planning Division on November 21, 2023 who issued the following comments:

- Washington Ave, a local facility. West of the subject site Lem Turner Rd (Sr 115) between Soutel Dr and Edgewood Ave (SR 111) is currently operating at 81.7% of capacity. This segment currently has a maximum daily capacity of vehicles per day 36,100 (vpd) and average daily traffic of 29,500 vpd.
- This PUD is a companion to pending small-scale land use application L-5824-23C (2023-0822). The applicant requests 2,500 square feet of Office/warehouse (ITE Code 710), which could produce 27 daily trips.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space as applicable in accordance with the Recreation and Open Space Element (ROSE) of the 2045 Comprehensive Plan.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify the presence of any wetlands on 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 subject site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **November 30, 2023** by the Planning and Development Department, the Notice of Public Hearing signs **were** posted.



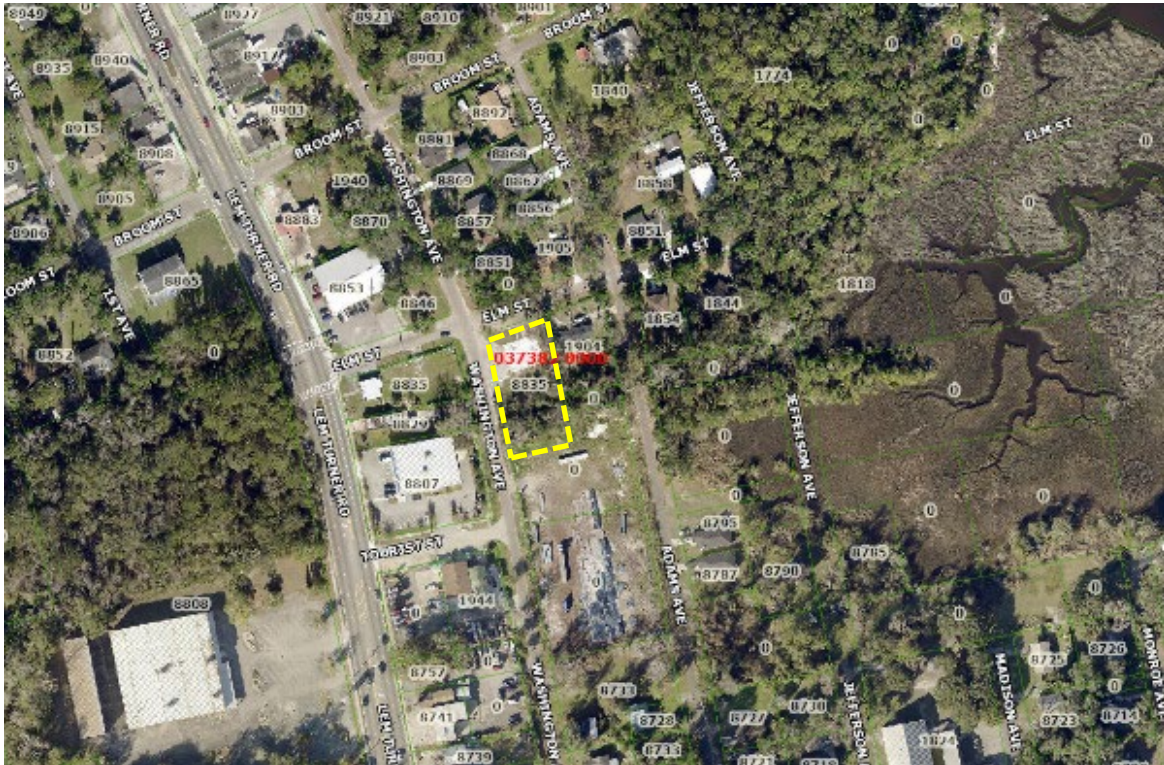
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2023-0823** be **APPROVED** subject to conditions with the following exhibits:

1. The original legal description dated July 19, 2023
2. The revised written description dated December 13, 2023
3. The original site plan dated October 2, 2023

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0823** be **APPROVED** subject to the following condition:

1. The driveways shall be classified as Class II driveways per Section 2.1.3 of the Land Development Procedures Manual and meet all the requirements therein.



Source: Planning & Development Dept, 12/07/213
Aerial view of the subject site and parcel, facing north.



Source: Planning & Development Dept, 11/30/23
View of the subject property

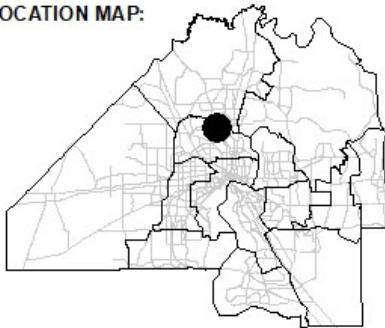



Source: Planning & Development Dept, 11/30/23
View of nearby property along Washington Avenue



Source: Planning & Development Dept, 11/30/23
Adjacent single-family home



<p>REQUEST SOUGHT:</p> <p>FROM: RLD-60</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>0 100 200 400 Feet</p> <p>COUNCIL DISTRICT: 8</p>
<p>ORDINANCE NUMBER ORD-2023-0823</p>	<p>TRACKING NUMBER T-2023-5175</p>	<p>EXHIBIT 2 PAGE 1 OF 1</p>

Legal Map