



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

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.: 2024-153**

**Application for: Craig Warehouse 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 24, 2024**

**The original written description dated January 22, 2024**

**The original site plan dated September 16, 2022**

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  
214 North Hogan Street, Suite 300  
Jacksonville, FL 32202  
(904) 255-7820  
blewis@coj.net

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-0153 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 **2024-0153** to Planned Unit Development.

***Location:*** 10786 Craig Boulevard

***Real Estate Number:*** Portion of 162105-0000

***Current Zoning District:*** Planned Unit Development (PUD) Ord.#2022-0298

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

***Current Land Use Category:*** Business Park (BP)

***Planning District:*** 2-Greater Arlington/Beaches

***Council District:*** District-2

***Applicant/Agent:*** Mark Shelton  
Kimley-Horn and Associates, Inc.  
12740 Gran Bay Parkway West, Suite 2350  
Jacksonville, Florida 32258

***Owner:*** Jay Cunio  
Jacksonville Aviation Authority (JAA)  
14201 Pecan Park Road  
Jacksonville, Florida 32218

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

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0153** seeks to rezone approximately 79± acres of land from Planned Unit Development (PUD) Ord.#2022-0298 to Planned Unit Development (PUD). The subject property was previously rezoned in 2022 to allow for the development of warehousing to a maximum of 250,000 square feet. This rezoning to a new PUD is being sought to update vehicular access to include Blue Angel Road as a primary access point, intersecting with

Atlantic Boulevard and extending north to the subject property. Vehicular access to the property will be by way of two offsite roads including General Doolittle Drive and Blue Angel Road. Blue Angel Road is a future roadway, connecting the subject parcel to Atlantic Blvd and will be incorporated with FDOT future median modifications and signal at the intersection of Atlantic Boulevard (State Road 10) and Sutton Lakes Boulevard.

Written Interpretation from previous Interim Director of Planning & Development Department, Joshua Gideon, dated September 27, 2023 clarified that the proposed change to the secondary access location along Blue Angel Road would constitute a major change to the PUD. These changes would alter the distribution of traffic and circulation pattern of the property, therefore resulting in the need for a Major Modification to the PUD.

All other aspects of the previously approved PUD regarding allowed uses and development standards will remain the same within the new proposed PUD. This PUD differs from the conventional zoning district by limiting certain industrial uses, redistributing landscaping requirements, and eliminating the maximum off-street parking space requirement.

**PUD Ord. 2022-0298-E was approved with the following conditions:**

1. 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, the Chief of Transportation Division, and the traffic reviewer from Development Services.

**The Planning & Development Department has reviewed the conditions of the enacted ordinance and forwards the following comments:**

1. The project has already conducted the traffic study and submitted the report with Civil Plan Review for the project (CDN.3833.030), therefore staff is not forwarding this condition.

**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. The applicant is requesting a proposed rezoning from PUD to PUD to allow for a warehouse and other similar uses.

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 the Development Area Uses and densities. Development within the category should be compact and connected and should support multi-modal transportation. Uses should generally be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA premium transit station. Density, location and mix of uses shall be pursuant to the Development Areas. The maximum gross density of BP in the Suburban Area is 20 units per acre.

Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code. A description of the category is noted below.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 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 3.2.2**

The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

The subject site is currently zoned for public/institutional 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 limited industrial uses. The proposed PUD will allow the existing area to industrialize rather than be developed with potentially incompatible uses next to Craig Municipal Airport.

**Policy 1.2.9**

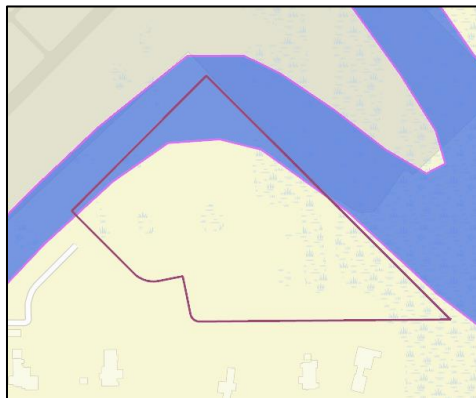
Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

The subject property is located in the Suburban Area and according to the attached JEA Availability Letter, the proposed development shall connect to City water and sewer using the property's existing JEA water and sewer accounts.

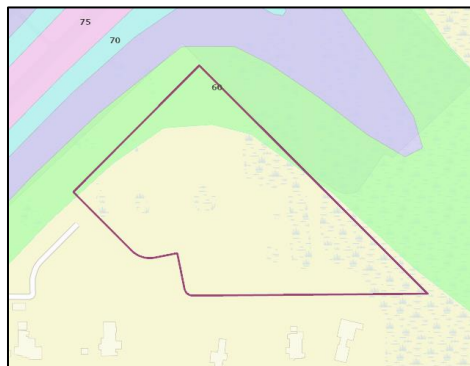
### **Airport Environment Zone**

The site is located within the 50-foot and 150-foot Height and Hazard Zone for the Craig Executive Airport. Zoning will limit development to a maximum height of 50 or 150 feet, respectively, 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).

Approximately 10.6 acres of the subject site is located within a Civilian Influence Zone for the Craig Executive 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.



The site is also located within the 60-64.99 Day-Night Sound Level (DNL) noise contour range. zone Craig Executive 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.



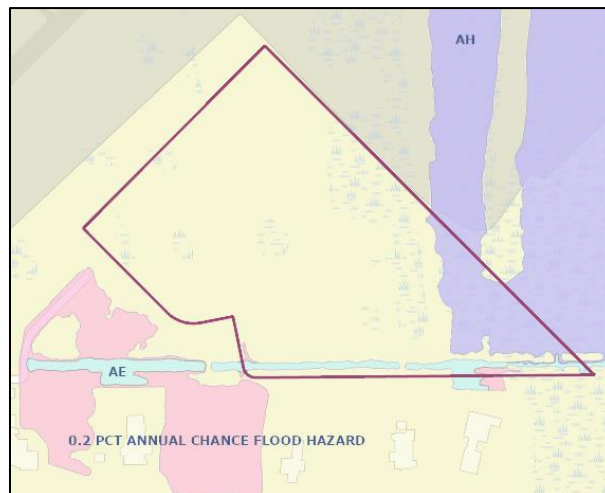
### **Flood Zones**

Approximately 10.49 acres of the subject site are located within the AH, AE, or 0.2 Percent Annual Chance Flood Hazard flood zones. 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 AH flood zone is defined as an area of 100-year shallow flooding with a constant water-surface elevation (usually areas of ponding) where average depths are between 1 and 3 feet. Flood insurance is mandatory within these zones.

The AE flood zone is defined as areas within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

The 0.2 Percent Annual Chance Flood Hazard Flood Zone is an area within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. The areas are deemed to be subject to moderate flood hazards.



### ***(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): Business Park. The Planning and Development Department finds that the proposed PUD is in/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.

*(3) Allocation of residential land use*

The proposed Planned Unit Development intends to utilize the subject parcel for warehousing uses. Moreover, the 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 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 of the 2045 Comprehensive Plan.

**The use of existing and proposed landscaping:** The subject site will generally be developed in accordance with Part 12 of the Zoning Code and Article 25 of the Charter of the City of Jacksonville. Due to the design of the fleet parking area, the applicant seeks to waive the internal tree requirement set forth in Section 56.1214(c)(2) of the Zoning Code. The employee parking section, as depicted on the proposed site plan, will meet this requirement; however, the fleet parking area will not. All trees that would normally be required within the interior of the fleet parking area will be relocated to the perimeter of the subject property.

**The treatment of pedestrian ways:** The project will contain a pedestrian system that meets the 2045 Comprehensive Plan. Internal sidewalks throughout the site will connect with the external sidewalk system for pedestrian access to surrounding areas.

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan the proposed traffic circulation system will be serviced using both General Doolittle Drive and Blue



Angel Way from Atlantic Boulevard. Per Transportation Review dated March 11, 2024:

The subject site is approximately 79.0 acres and is accessible by General Dolittle Dr, a local facility. South of the subject site is Atlantic Blvd (US 90A) between St Johns Bluff Rd and Garvin Rd is currently operating at 80% capacity. This segment currently has a maximum daily capacity of 59,900 vehicles per day (vpd) and average daily traffic of 48,413 vpd.

The applicant requests 181,000 square feet of warehouse (ITE Code 155), which could produce 328 daily trips.

**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 IBP 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:

**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 Atlantic Boulevard by providing for a varying degree of nonresidential uses. The proposed project includes a large warehouse development which includes ample parking for employees and fleet vehicles to service the Jacksonville area as well as loading areas. This large vacant portion of the property is ideal for a warehouse considering the close proximity to the airport. Furthermore, the project will not extend or cause the extension of the Craig air strip or an increase in aircraft traffic.

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

Adjacent Property	Land-Use Category	Zoning District	Current Use
North	PBF	PBF-3	Craig Airport
South	CGC	PUD: 2017-0836	Auto Dealerships
East	PBF	PBF-3	Wetlands, Timberland
West	PBF	PBF-3	Craig Airport

#### ***(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. JEA Availability Letter dated March 8, 2021

there is an existing 8" water main within the Craig Blvd/Bragg Ave/Charles Lindbergh Dr. ROW and existing 8" gravity sewer main within the Craig Blvd/Bragg Ave/Charles Lindbergh Dr/Wright Brothers Dr. ROW.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The subject property is located on the north side of Atlantic Boulevard, between St. Johns Bluff and Abess Boulevard. FDOT has programmed capacity improvements in the vicinity of the project site. SR10 (Atlantic Blvd) at Sutton Lakes Blvd intersection improvement, scheduled for completion in 2026 (FPID # 446621-2). I-295 (SR9A) from St. Johns Bluff to Beach Blvd resurfacing, scheduled for completion in 2024 (FPID # 446047-1). I-295 (SR9A) from Southside Connector (SR113) to SR202 JTB add lanes & reconstruct scheduled (FPID # 209301-4).

The segments mentioned in Table 2 will not have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2027. The City should consider implementing additional strategies to mitigate transportation impacts on this affected State facility.

**Table 2**

County	Road	Segment ID	Segment	FDOT LOS Standard	Maximum Service Volume	2021 Peak Hour Volume	2021 Peak LOS	2027 Peak Hour Volume	2027 Peak LOS
Duval	US 90A / Atlantic Blvd	376	St Johns Bluff Rd to Girvin Rd	D	5,390	4,357	C	6,053	F
Duval	US 90A / Atlantic Blvd	4,375	SR 9A to St. Johns Bluff Rd	D	5,390	4,366	C	5,725	F
Duval	I-295	599	SR 10 / Atlantic Blvd to St Johns Bluff Rd	D	6,800	6,618	D	8,449	F
Duval	I-295	598	Monument Rd to Sr 10 / Atlantic Blvd	D	6,800	6,615	D	7,934	F

***(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 of the 2045 Comprehensive Plan.

***(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. Based on the information noted below, the proposed amendment may be consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

**Wetlands Characteristics:**

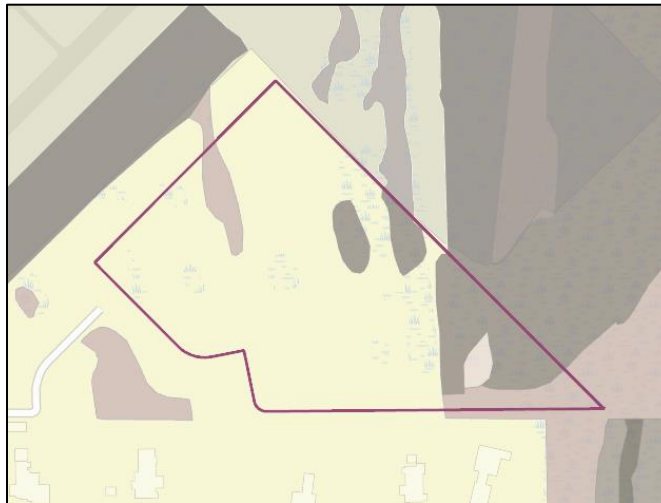
Approximate Size:	18.82 Acres
General Location(s):	Wetlands with a medium value are located in isolated pockets throughout the subject site. The wetlands with a higher value are located in the eastern part of the subject site and are associated with the AH flood zone.
Quality/Functional Value:	<p>The 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.</p> <p>The wetland has a high functional value for water filtration attenuation and flood water capacity and is located in flood zones, yet has an indirect impact on the City's waterways.</p>
Soil Types/ Characteristics:	<p>(22) Evergreen-Wesconnett Complex- The Evergreen series and Wesconnett series are both nearly level poorly drained soils formed in thick sandy marine sediments. The Evergreen soils were also formed in decomposed organic materials. Generally the high water table is at or above the surface for very long periods.</p> <p>(81) Stockade fine sandy loam, depressional, 0-2% slopes – consists of nearly level, very poorly drained soils. These soils formed in thick sandy and loamy marine sediments. They are in depressions. The soils are slowly permeable and moderately slowly permeable. Generally, the high water table is at or above the surface for very long periods.</p>
Wetland Category:	Category III
Consistency of Permitted Uses:	All permitted uses. Must meet CCME Policies 4.1.3 and 4.1.6
Environmental Resource Permit (ERP):	Not provided by the applicant.

Wetlands Impact: Unable to be determined, however, it appears that the eastern wetlands are listed as green area on the site plan.

Associated Impacts: Some of the wetlands are associated with flood zones.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

For more information regarding wetlands, please see the attached memo from Community Planning Division.



***(9) Listed species regulations***

LG<sup>2</sup> Environmental Solutions, Inc. (LG<sup>2</sup>ES) has prepared the Protected Species Report in March 2021. The property was surveyed for species protected by the Florida Fish and Wildlife Conservation Commission (FWC) and the U.S. Fish and Wildlife Service (FWS) listed in the publication Florida's *Endangered and Threatened Species*.

The preliminary endangered and threatened species survey did observe gopher tortoises and burrows onsite. Gopher tortoises are listed as state designated Threatened by Florida's Endangered and Threatened Species Rule. Prior to commencement of construction and in accordance with FWC standards, the developer shall provide a 100% gopher tortoise burrows survey. Any burrows that lie within 25 feet of construction activities shall require permitting and relocation.

***(10) Off-street parking including loading and unloading areas.***

The subject site will generally be developed in accordance with Part 6 of the Zoning Code. However, due to large volume of anticipated employee and fleet vehicle traffic, the applicant has

requested to waive the maximum off-street parking requirement. Based on Part 6 standards, the 219,000 square-foot warehouse facility (as depicted on the attached site plan dated September 9, 2021) currently allows for a maximum of 121 parking spaces. By waiving this requirement, the applicant will be able to provide approximately 1,671 parking spaces onsite—which is a 1281% increase.

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

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan. Internal sidewalks throughout the site will connect with the external sidewalk system for pedestrian access to surrounding areas.

**SUPPLEMENTARY INFORMATION**

The applicant provided photo evidence of Notice Sign posting to the Planning and Development Department on **February 29, 2024**.



**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2024-0153** be **APPROVED with the following exhibits:**

- 1. The original legal description dated January 24, 2024**
- 2. The original written description dated January 22, 2024**
- 3. The original site plan dated September 16, 2022**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0153** be **APPROVED**.





**Aerial View**

*Source: GISMaps*



**Construction of approved Warehouse Facility (CDN.3383.030)**

*Source: GISMaps*



**Location of Blue Angel Road (Acura Dealership View)**

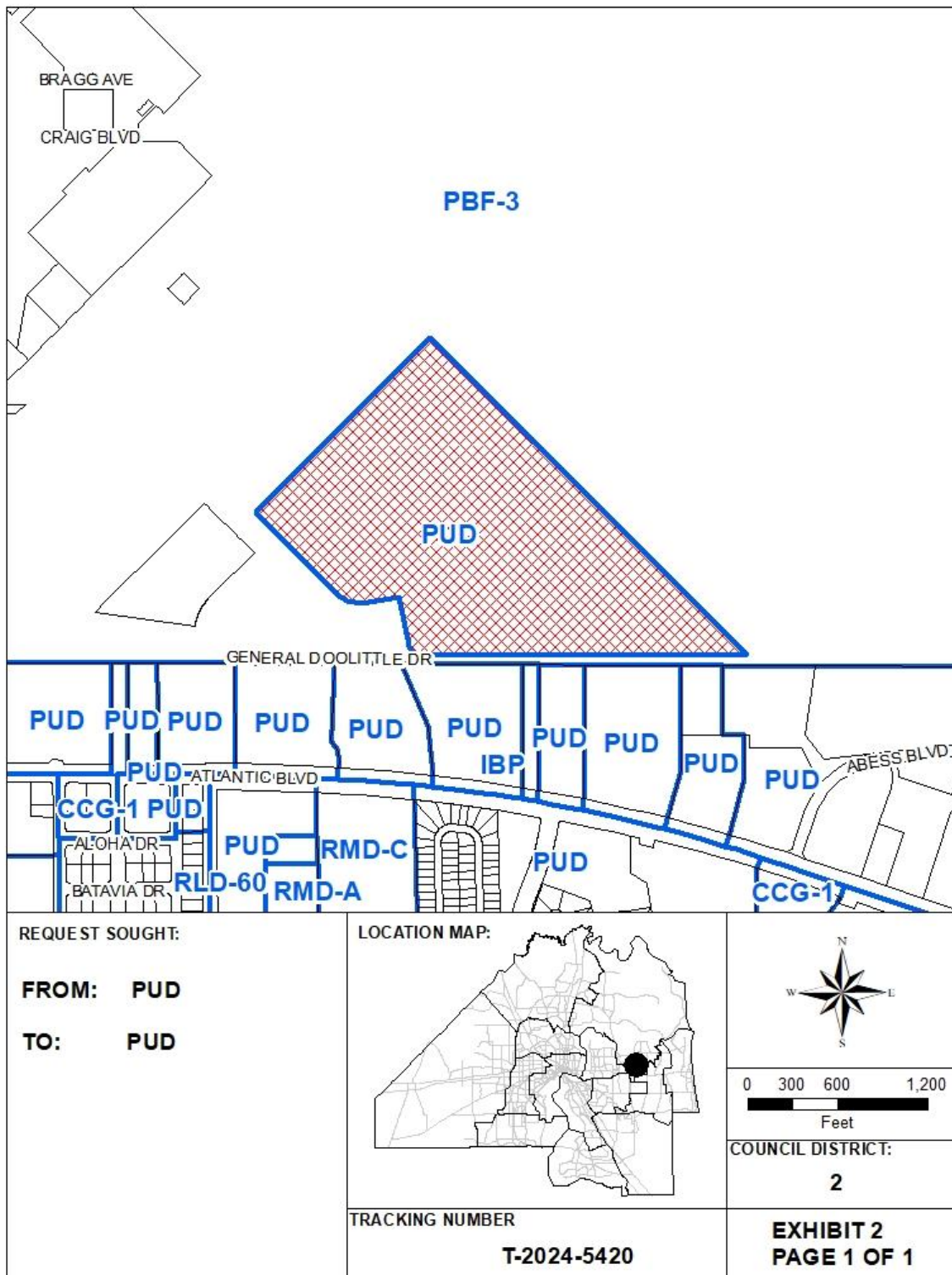
*Source: GoogleMaps*



**Location of Blue Angel Road to Atlantic Blvd**

*Source: GoogleMaps*





Legal Map