



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

November 7, 2024

The Honorable Randy White
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.: 2024-717 **Application for: Arnold Road PUD**

Dear Honorable Council President White, 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 Conditions**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original Legal Description dated March 25, 2024.**
- 2. The original Written Description dated August 14, 2024.**
- 3. The original Site Plan dated August 1, 2024.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 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).**
- 2.) Remove from the Written Description Section V.B.4. "Project Transportation Mitigation". The impacts and mitigations of this development shall be determined per the**

requirements in the Land Development Procedures Manual Vol 2 (January 2024) Section 1.1.11.

Planning Department conditions:

- 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).**
- 2.) **Remove from the Written Description Section V.B.4. "Project Transportation Mitigation". The impacts and mitigations of this development shall be determined per the requirements in the Land Development Procedures Manual Vol 2 (January 2024) Section 1.1.11.**

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	Absent
Mark McGowan, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Julius Harden	Aye
Mon'e Holder	Aye
Ali Marar	Aye
Jack Meeks	Absent

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 2024-0717 TO
PLANNED UNIT DEVELOPMENT

OCTOBER 3, 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 **2024-0717** to Planned Unit Development.

Location: 0 Arnold Road and 0 Pecan Park Road
Between Gold Star Family Parkway and Pecan Park Road

Real Estate Number(s): 019606-0000; 019583-0000

Current Zoning District(s): Industrial Light (IL)
Public Buildings and Facilities-2 (PBF-2)
Public Buildings and Facilities-3 (PBF-3)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Agriculture (AGR)
Public Building and Facilities (PBF)

Proposed Land Use Category: Light Industrial (LI)

Planning District: North, District 6

Council District: District 8

Applicant/Agent: Cyndy Trimmer, Esq.
Driver, McAfee, Hawthorne and Diebenow, PLLC
One Independent Drive, Suite 1200
Jacksonville, Florida 32202

Owner: Subema, LLC
411 Shantilly Terrace
Tallahassee, Florida 32312

Staff Recommendation: **APPROVE with CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2024-0717** seeks to rezone approximately 315.42 acres of land from Industrial Light (IL), Public Buildings and Facilities-2 (PBF-2) and Public Buildings and Facilities-3 (PBF-3) to PUD. The rezoning to PUD is being sought to allow a maximum of 3,100,000 square feet of industrial uses including additional outdoor storage areas.

This PUD generally adopts the IL zoning district uses but permits silviculture and other agricultural uses until physical project development is initiated on a particular development parcel. The maximum height of any building may be built up to the maximum height specified in the JIA height plan as referenced in Section V.A.4. of the Written Description. Parking for industrial uses is permitted at a minimum rate of one (1) space per five thousand (5,000) square feet of gross floor area. Any use may also park according to the applicable standard within the most recent edition of the ITE Parking Manual and shared parking may be considered. Internal buffering, landscaping, and screening between uses and/or parcels within the Property is not required, and required landscaping may be relocated within the Property subject to the review and approval of the Planning and Development Department.

The site is adjacent to the Jacksonville International Airport on the north side of the northern runway and falls within many airport environment categories of Pat 10 of the code including: Height Restrictions of 0, 35, 50 and 150 feet, Civilian Airport Notice Zone, and 60, 65, and 70 Decibel Noise Contours. The Jacksonville Aviation Authority has reviewed the project and provided an updated height plan for the site based on their 20-year master plan which eliminates the indicated additional runway that is shown on the City's GIS site. JAA had no objections to the proposed Industrial uses so long as they follow the height requirements of their new master plan.

There is a companion Large Scale Land Use Amendment **2024-0716** which seeks to change a portion of the Subject Site from Agriculture (AGR) and Public Building and Facilities (PBF) to Light Industrial (LI). Staff is also recommending approval of the companion Land Use Amendment.

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 315.42-acre subject site is located south of Arnold Road and north of Jacksonville International Airport (JIA) off of Pecan Park Road. While the site has an Arnold Road address, the site does not abut Arnold Road; a small portion of the site abuts Pecan Park Road. According

to the City's Functional Highways Classification Map, this segment of Arnold Road to the north of the site is a minor arterial roadway and Pecan Park Road is a collector roadway.

The applicant seeks to rezone from IL, PBF-2 and PBF-3 to PUD to allow for light industrial development. A companion Future Land Use Map (FLUM) amendment was also filed for a portion of this site, 229.01 acres, from AGR and PBF to LI (L-5872-23A / Ordinance 2024-716) which is pending concurrently with this application. The remainder of the PUD rezoning site is already in the LI land use category and can accommodate light industrial development as proposed.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The applicant has had extensive discussions with JAA due to a portion of the site being located in the 0-foot Height Restriction Zone for JIA. Sec. 656.1005.1 would require a maximum height of 0-feet unless approved by the Jacksonville Aviation Authority (JAA) or the Federal Aviation Administration. This portion of the Height Restriction Zone for JIA was put into place with the anticipation of a future runway for the airport. According to the JAA, plans for a future runway in this location have been changed allowing for compatible development north of the JIA. JAA does not object to development of the property with Light Industrial uses as long as the height restrictions under the Title 14 Code of Federal Regulations (CFR) Part 77 are adhered to for the property and wildlife hazard management practices are reasonably implemented. According to the JAA Height Limit Zone pursuant to Title 14 Code of Federal Regulations (CFR) Part 77, the property has a 180' MSL (Mean Sea Level) height restriction. The applicant provided an analysis indicating that 180' MSL is equivalent to a 156-foot maximum height of development on the property. This information is also included in the Written Description of the PUD to ensure compliance.

Airport Environment Zones

Height Restriction Zone

The site is located within areas of the 0-, 35-, 50-, and 150-foot Height and Hazard Zones for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 0-, 35-, 50-, and 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).

A portion of the site is located in a 0-foot Height Restriction Zone for the Jacksonville International Airport (JIA). Sec. 656.1005.1 would require a maximum height of 0-feet unless approved by the Jacksonville Aviation Authority (JAA) or the Federal Aviation Administration. This portion of the Height Restriction Zone for JIA was put into place with the anticipation of a future runway for the airport. According to the JAA, plans for a future runway in this location have been changed

allowing for compatible development north of the JIA. JAA does not object to development of the property with Light Industrial uses as long as the height restrictions under the Title 14 Code of Federal Regulations (CFR) Part 77 are adhered to for the property and wildlife hazard management practices are reasonably implemented. According to the JAA Height Limit Zone pursuant to Title 14 Code of Federal Regulations (CFR) Part 77, the property has a 180' MSL (Mean Sea Level) height restriction. The applicant provided an analysis indicating that 180' MSL is equivalent to a 156-foot maximum height of development on the property. Please see attached letter with no objection to the land use change and future development from JAA and the MSL analysis.

Noise Zone

Portions of the amendment site are located within the 60, 65 and 70 Day-Night Sound Level (DNL) zone for Jacksonville International Airport. Future Land Use Element Policies 2.6.8, 2.6.9 and 2.6.13 include requirements related to density, use, and noise level reduction in construction for sites within this noise zone.

Civilian Influence Zone

The site is also located in a Civilian Influence Zone for Jacksonville International 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 60-70 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.

Future Land Use Element

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 in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.8 Within the 65 to 74.99 DNL noise zone as depicted on the Military and Civilian Influence Zones Map, the City does not permit mobile home parks. Single-family residential structures that are unable to achieve a 30dB noise level reduction are also not permitted. Again, as listed in the Instruction Manual, non-residential uses are allowed, subject to conditions regarding disclosure and noise attenuation in construction. Schools and most outdoor recreation uses are not allowed. All allowed development is subject to disclosure requirements.

Policy 2.6.9 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, entertainment assembly uses may be allowed when scheduled with the U.S. Navy. As listed in the Instruction Manual, all other uses are allowed subject to disclosure requirements.

Policy 2.6.13 Within the 60DNL or higher area as depicted on the Military and Civilian Influence Zones Map, entertainment assembly uses are only permitted in PUD developments or pursuant to preliminary site development reviews in accordance with Section 656.1003 that were approved

prior to March 27, 2007 or those uses meeting the nonconforming uses definition in Section 656.1008 of the City of Jacksonville Zoning Code. All other uses are allowed subject to disclosure requirements.

Policy 2.6.14 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on the Military and Civilian Influence Zones Map.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

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

Yes. 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:

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.

Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

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.

Policy 3.2.11 The City shall support the location of intense commercial and industrial uses in areas already subject to excessive noise levels and surrounded by land uses that are compatible with such intense uses, subject to a case-by-case review for appropriateness. The Land Development Regulations shall include standards to buffer these intense commercial and industrial uses from adjacent residential or retail commercial development. Uses located within the airport noise/accident zones and other restricted use areas shall be guided by the provisions in the Land Development Regulations for such areas.

(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.

(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): Agriculture (AGR) and Public Building and Facilities (PBF). There is a companion Application for Large Scale Land Use Amendment to the Future Land Use Map Series L-5872-23A (Ordinance 2024-0716) that seeks to amend the Land Use Categories to Light Industrial (LI). 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.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for industrial uses. No residential uses are proposed within the PUD.

(4) Internal compatibility

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The use and variety of building groupings: The site plan shows seven (7) separate structures on the subject site that vary in size from the largest being 1,071,360 square feet on the western portion of the site to the smallest which is 141,960 on the southern portion of the site.
- The separation and buffering of vehicular use areas and sections of vehicular use areas: The site plan shows the parking area with standard drive aisles and terminal islands. The parking areas are located adjacent or between the proposed structures, with a single internal roadway which starts on the eastern portion of the site with a proposed access easement to Pecan Park Road and ends on the western portion of the site at the largest warehouse structure.
- Compatible relationship between land uses in a mixed-use project: The written description includes uses that all of the uses would be commercial and fall within an Industrial Land Use Category if 2024-0716 is approved. The proposed PUD is compatible with the proposed Land Use Category that would be over the entire site.
- Landscaping: Landscaping will follow part 12 of the code with the exception that internal buffering, landscaping, and screening between the uses and or parcels shall not be required.

Required Landscaping can be moved within the site subject to review and approval of the Planning and Development Department.

(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: The perimeter of the proposed project is made up of Vehicle Use areas, Storm Water Retention area, and Landscape Buffers.
- Ingress and Egress: The proposed single access is located on Pecan Park Road.
- 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	LI	PUD/IL	Solar Farm / Vacant Governmental
South	PBF	PBF-3	Jacksonville International Airport
East	AGR/PBF	PUD	Vacant Governmental
West	AGR	PBF-2 /AGR	Timber

(6) Intensity of Development

The proposed development is consistent with the Light Industrial (LI) functional land use category for the proposed uses. The PUD is appropriate at this location given its location near the Jacksonville International Airport, which is a major logistical hub for the City.

- The availability and location of utility services and public facilities and services: Public Services are available at the subject site through the existing facilities within the Pecan Park Road right-of-way.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is located north of the Jacksonville International Airport Along Pecan Park Road. Pecan Road Intersects with Interstate 95 2+/- Miles North Northeast of the subject site. Additionally, Pecan Park Road intersects with Airport Road 1.95+/- miles south of the subject site which also has access to Interstate 95.

The Transportation Division and Traffic Engineering have reviewed the plans and provided the following comments:

The subject site is approximately 315.42 acres and is located west of Pecan Park Road,

north of the Jacksonville International Airport (JIA), and south of a solar farm on Arnold Road. Pecan Park Road between Dixie Clipper Drive and Arnold Road is a 2-lane collector road that is operating at 4% of capacity. This segment currently has a maximum daily capacity of 17,360 vehicles per day (vpd) and average daily traffic of 763 vpd.

The applicant requests 2,890,560 SF of Light Industrial (ITE Code 110) which could produce 14,077 daily trips.

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.

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).

Remove Written Description Section V.B.4. The impacts and mitigations of this development shall be determined per the requirements in the Land Development Procedures Manual Section 1.1.11 (January 2024).

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space. A recreation area is not required for industrial uses.

(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 identify wetlands on-site. However, any development impacting the wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

A wildlife report on the Listed Species Regulations was provided in the application dated January 2023. No protected species were observed on site or are known to utilize the site according to the surveyors. The whole report can be reviewed in the application packet.

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

Parking for industrial, wholesale, warehouse, storage and similar uses shall be parked at a minimum ratio of one (1) space per five thousand (5,000) square feet of gross floor area with no maximum parking requirement. All other uses shall park according to Part 6 of the Zoning Code. Notwithstanding the above, any use, including any industrial use, may be parked according to the applicable standard within the most recent edition of the ITE Parking Manual. Any such parking calculation may consider shared parking or any other parking metric generally recognized by Transportation Professionals for uses within this PUD.

(11) Sidewalks, trails, and bikeways

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

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on September 25, 2024, the required Notice of Public Hearing sign was posted.



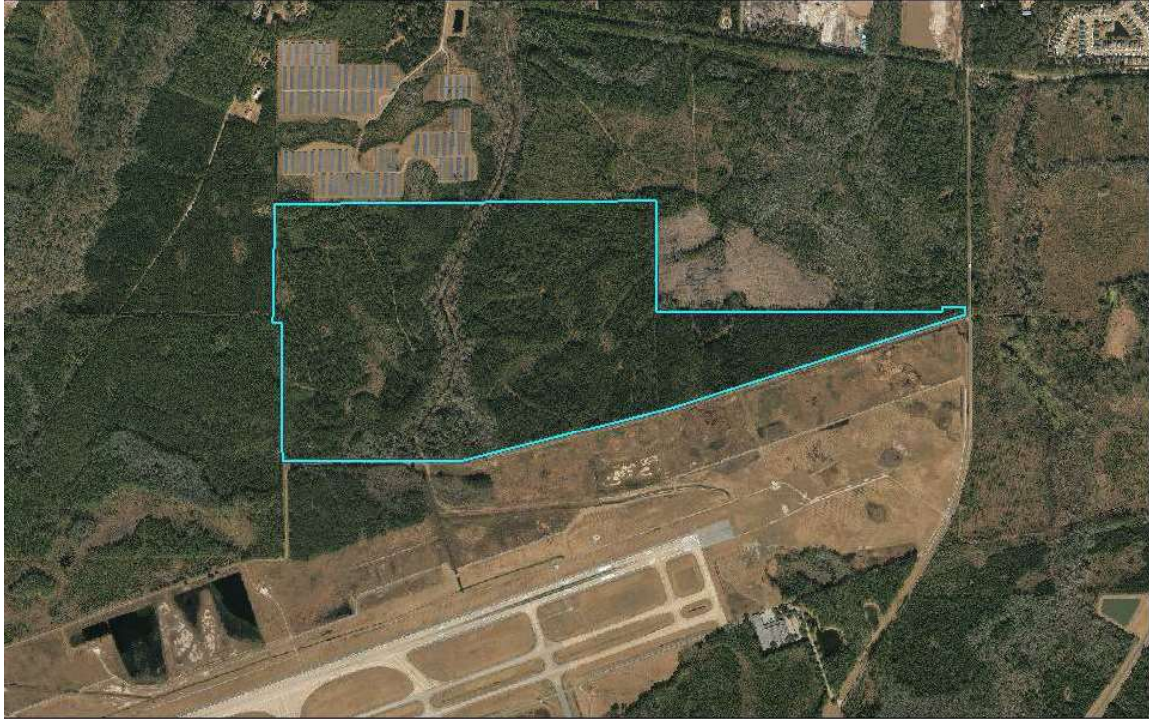
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that the Application for Rezoning **2023-0717** be **APPROVED with the following exhibits:**

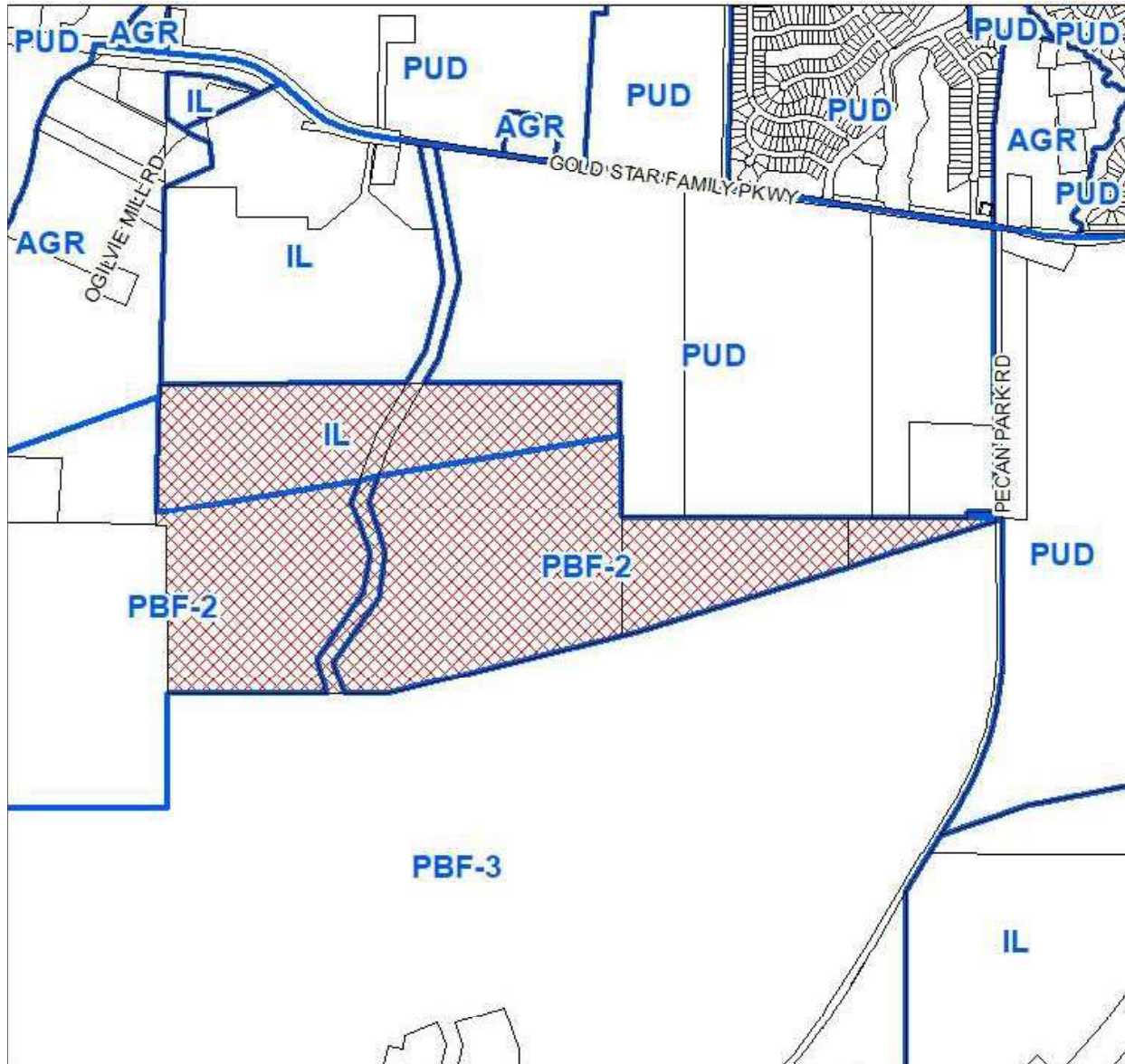
1. The original Legal Description dated March 25, 2024.
2. The original Written Description dated August 14, 2024.
3. The original Site Plan dated August 1, 2024.

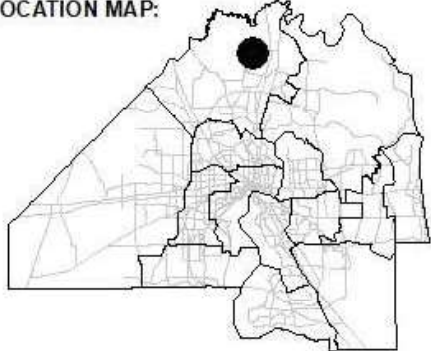
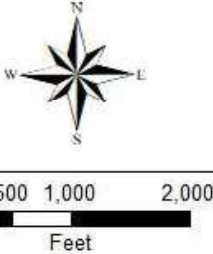
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0400** be **APPROVED with ONE Condition:**

- 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).**
- 2.) **Remove from the Written Description Section V.B.4. "Project Transportation Mitigation". The impacts and mitigations of this development shall be determined per the requirements in the Land Development Procedures Manual Vol 2 (January 2024) Section 1.1.11.**



Aerial View



<p>REQUEST SOUGHT:</p> <p>FROM: IL, PBF-2, PBF-3, AND PUD</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT: 8</p>
<p>ORDINANCE NUMBER ORD-2024-0717</p>	<p>TRACKING NUMBER T-2024-5515</p>	<p>EXHIBIT 2 PAGE 1 OF 1</p>

Legal Map