



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 21, 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.: 2024-823**                      **Application for: Owens Point 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 Condition**

Planning Commission Recommendation:                      **Approve with Condition**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated August 12, 2024**
- 2. The original written description dated September 30, 2024**
- 3. The original site plan dated October 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).**

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).**

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: **5-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Absent
Charles Garrison	Aye
Julius Harden	Absent
Ali Marar	Absent
Jack Meeks	Absent
Lara Diettrich (alternate)	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 2024-0823 TO**  
**PLANNED UNIT DEVELOPMENT**

**NOVEMBER 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 **2024-0823** to Planned Unit Development.

***Location:*** 0 Owens Road, between Fair Pine Lane and Ranch Road

***Real Estate Numbers:*** 019336 0100

***Current Zoning District:*** Industrial Light (IL)

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

***Current Land Use Category:*** Light Industrial (LI)

***Propose Land Use Category:*** Medium Density Residential (MDR)

***Planning District:*** 6 – North

***Council District:*** District 8

***Applicant/Agent:*** Josh Cockrell  
The Stellarea Group  
PO Box 28327  
Jacksonville, Florida 32226

***Owner:*** Micky Biss  
USA Express Inc  
1744 South Miami Avenue  
Miami, FL 33129

***Staff Recommendation:*** **APPROVE WITH CONDITION**

### **GENERAL INFORMATION**

Application for Planned Unit Development **2024-0823** seeks to rezone approximately 4.62± acres of land from Industrial Light (IL) to a Planned Unit Development (PUD). The rezoning to a PUD is being sought to allow for 121-unit multi-family development in the form of a four-story apartment building.

While many of the surrounding properties to the north, west, and south are zoned for industrial uses, two rezonings have been recently approved to the northeast and east of the subject site. PUD 2022-0666-E was approved in 2022 for 150 townhomes, and PUD 2024-0413-E was approved earlier this year for 178 townhomes.

There is a companion Small Scale Land Use Amendment which seeks to amend the existing land use from Light Industrial (LI) to Medium Density Residential (MDR) under Ordinance 2024-0822/L-5975-24C).

### **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 4.62-acre subject site is located at the southwest corner of Owens Road, a collector road, and Ranch Road, a local road. The applicant is also proposing a companion Land Use Amendment from Light Industrial (LI) to Medium Density Residential (MDR), which is pending concurrently with this application, pursuant to Ordinance 2024-822.

The site is approximately one mile directly east of Jacksonville International Airport. The areas immediately surrounding the site are vacant and undeveloped. Two recent land use amendments changed the land use on parcels directly east and northeast of the site pursuant to Ordinances 2022-665-E and 2022-015-E. Each parcel was changed from Light Industrial to Residential-Professional-Institutional (RPI)

According to the Future Land Use Element (FLUE), Light Industrial (LI) land use category provides for the location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Site access to industrial areas is preferred from roads classified as collector or higher on the Highway Functional Classification Map is preferred.

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-

family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. As provided in the FLUE, MDR in the Suburban Development Area permits residential densities at a maximum of 30 units per acre with a minimum of 7 units per acre when, as in this case, it does not abut RR or LDR land uses and is not in the Coastal High Hazard Area (CHHA).

The PUD includes “Bed and breakfast establishments meeting the performance standards and development criteria set forth in Part 4” as a permissible use by exception. Bed and breakfast establishments are only allowed in historic districts, pursuant to the Future Land Use Element of the 2045 Comprehensive Plan.

The PUD allows for a maximum of 121 Dwelling Units, which is consistent with the proposed MDR land use pursuant to Ordinance 2024-822.

***(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 1.2.8**

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 Development Area and the proposed development shall connect to City water and sewer.

**Policy 3.1.5**

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

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

**Airport Environment Zone – Height Restriction Zone**

A large majority of the application site is located within the 150-foot Height and Hazard Zone for the Jacksonville International Airport. A much smaller portion at the southwest corner is in

the 50-foot zone. Zoning will limit development to a maximum height 50 feet or 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).

The application was forwarded to Jacksonville International Airport and the following were comments received:

The proposed development is located approximately 2 miles away from Jacksonville International Airport. The parcel (RE# 0193360100) falls within the 60 and 65 DNL noise contour of the future third runway. The Federal Aviation Administration (FAA) considers noise sensitive land uses, which includes residential, that fall within the 65 DNL to be significantly impacted. Although the FAA does not consider the 60 DNL to be significantly impacted, aircraft noise is present and may be an annoyance to noise sensitive land uses.

The FAA requires all airports to protect approach, departure, and circling airspace up to five miles from the air operations area. The parcel falls within these Airport FAR Part 77 Surfaces. Development heights should remain below these surfaces to prevent creating an airspace obstruction for existing and future airfield configuration. Airport staff are available to discuss Part 77 limitations in further detail. A 7460-1 Notice of Proposed Construction form should be submitted 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, and obstructions must be marked and lighted appropriately.

This protection of airspace surfaces additionally includes the mitigation of potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C Wildlife Attractants on or near Airports. Stormwater retention and/or aesthetic ponds are known to attract birds. It is recommended in the Advisory Circular that stormwater detention be designed with a maximum 48-hour detention period. Additional best practices to reduce wildlife attractants are listed below:

- Keep all trash contained and covered in a proper location
- Eliminate the use of any fruit bearing or berry producing vegetation in landscaping
- Eliminate the use of water features (e.g., fountains, ponds, etc.) that are used to provide aesthetic value
- Do not feed wildlife (e.g., bird seed, cat food, etc.)
- Report significant wildlife observations to the Jacksonville Aviation Authority

***(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 development meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

***(1) Consistency with the 2045 Comprehensive Plan***

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is currently within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Light Industrial (LI). However, there is a companion Small-Scale Land Use Amendment (2024-0822/L-5975-24C) which seeks to amend the land use from LI to Medium Density Residential (MDR). With approval of the companion Land Use Amendment, 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***

This proposed Planned Unit Development intends to utilize the subject parcels for a multi-family dwelling development. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

***(4) Internal compatibility***

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

**The variety and design of dwelling types:** The proposed development will consist of 121 multi-family dwelling units in the form of a 4-story building.

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** Per the submitted written description, 0.41± acres of active recreation and 3.31± acres of open space will be provided on site.

**The use of existing and proposed landscaping:** The subject site will be developed in accordance with Part 12 of the Zoning Code, with the exception of providing a 15-foot buffer

along Owens Road and Ranch Road.

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced via Owens Road.

***(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:** The proposed development is located at the intersection of Owens Road and Ranch Road, and is primarily industrial in nature. However, two rezonings have occurred to the east and northeast of the subject property to allow for multi-family dwellings. Nonetheless, the adjacent uses, zoning and land use categories are as follows:

<b>Adjacent Property</b>	<b>Land Use Category</b>	<b>Zoning District</b>	<b>Current Property Use</b>
North	LI	IL	Open Storage
South	LI	IL	Vacant
East	RPI	PUD 2024-0413-E	Proposed townhome development
West	LI	IL	Vacant

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

The proposed development is consistent with the MDR functional land use category.

**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.

**School Capacity:** Based on the Development Standards for impact assessment, the 4.62± acre proposed PUD rezoning has a development potential of 121 multi-family units. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:



**School Impact Analysis**  
**PUD 2024-0823**

**Development Potential: 121 Residential Dwellings**

School Type	CSA <sup>1</sup>	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development <sup>3</sup>	5-Year Utilization (%)	Available Seats – CSA <sup>2</sup>	Available Seats - Adjacent CSA 3, 5, & 7
Elementary	1	10,763	53%	15	55%	1,886	1,643
Middle	1	6,288	70%	6	81%	1,033	794
High	7	2,207	95%	8	73%	227	2,071
<b>Total New Students</b>				<b>29</b>			

*NOTES:*

<sup>1</sup> Proposed Development's Concurrency Service Area (CSA)

<sup>2</sup> Available CSA seats include current reservations

<sup>3</sup> Student Distribution Rate  
 ES-.125  
 MS-.051  
 HS-.074

---

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**Public School Facilities Element**

**Policy 2.3.2**

The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

**Policy 2.3.3**

The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S

**Objective 3.2**

Adopted Level of Service (LOS) Standards

Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new

residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long-range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

**Policy 3.1.1**

The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City’s Capital Improvement Plan.

**Supplemental School Information:**

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance.

SCHOOL <sup>1</sup>	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded) <sup>3</sup>	SCHOOL CAPACITY <sup>2</sup> (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Biscayne ES #269	1	15	667	814	122%	100%
Highlands MS #244	1	6	781	666	85%	88%
First Coast HS #265	7	8	2207	2103	95%	85%
		<b>29</b>				

*NOTES:*

<sup>1</sup> Attendance school may not be in proposed development's Concurrency Service Area (CSA)

<sup>2</sup> Does not include ESE & room exclusions

<sup>3</sup> Student Distribution Rate  
 ES-.125  
 MS-.051  
 HS-.074

---

0.250

The Student Distribution Rate is calculated for each school type by dividing the total number public school students enrolled in that school type in Duval County (104,757) by the number of total permitted housing units (418,708) for the same year, generating a yield of 0.250.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The subject site is approximately 4.62 acres and is located on Owens Road, a collector roadway. Owens Road between Yankee Clipper Drive and Max Leggett Parkway is a 2-lane collector road that is operating at 6% of capacity. This segment currently has a maximum daily capacity of 21,700 vehicles per day (vpd) and average

daily traffic of 1,344 vpd.

The applicant requests 121 multi-family dwelling units (ITE Code 221) which could produce 549 daily trips.

The application was forwarded to the Transportation Planning Division and the following are comments provided:

- 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.

Furthermore, the following comments were issued from the Traffic Engineer. Staff supports the Engineer's findings and forwards to you the following:

- 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).

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

Per the submitted written description, 0.41± acres of active recreation and 3.31± acres of open space will be provided on site.

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

Any development impacting wetlands will be permitted pursuant to local, state, and federal permitting requirements.

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

No wildlife survey was required as the project is less than the 50-acre threshold.

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

Per the submitted written description, parking will meet the requirements of the ITE 221 Code Parking Generation Manual, 6<sup>th</sup> Edition, for a midrise multi-family building.

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

The development will be required to install sidewalks in accordance with the 2045 Comprehensive Plan.

**SUPPLEMENTARY INFORMATION**

Upon visual inspection of the subject property on **November 14, 2024** 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 **2024-0823** be **APPROVED WITH CONDITION with the following exhibits:**

- The original legal description dated August 12, 2024
- The original written description dated September 30, 2024
- The original site plan dated October 1, 2024

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0823** be **APPROVED WITH THE FOLLOWING 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).





*Source: JaxGIS*

**Aerial view of the subject property facing North.**



*Source: Planning & Development Department, 11/14/24*

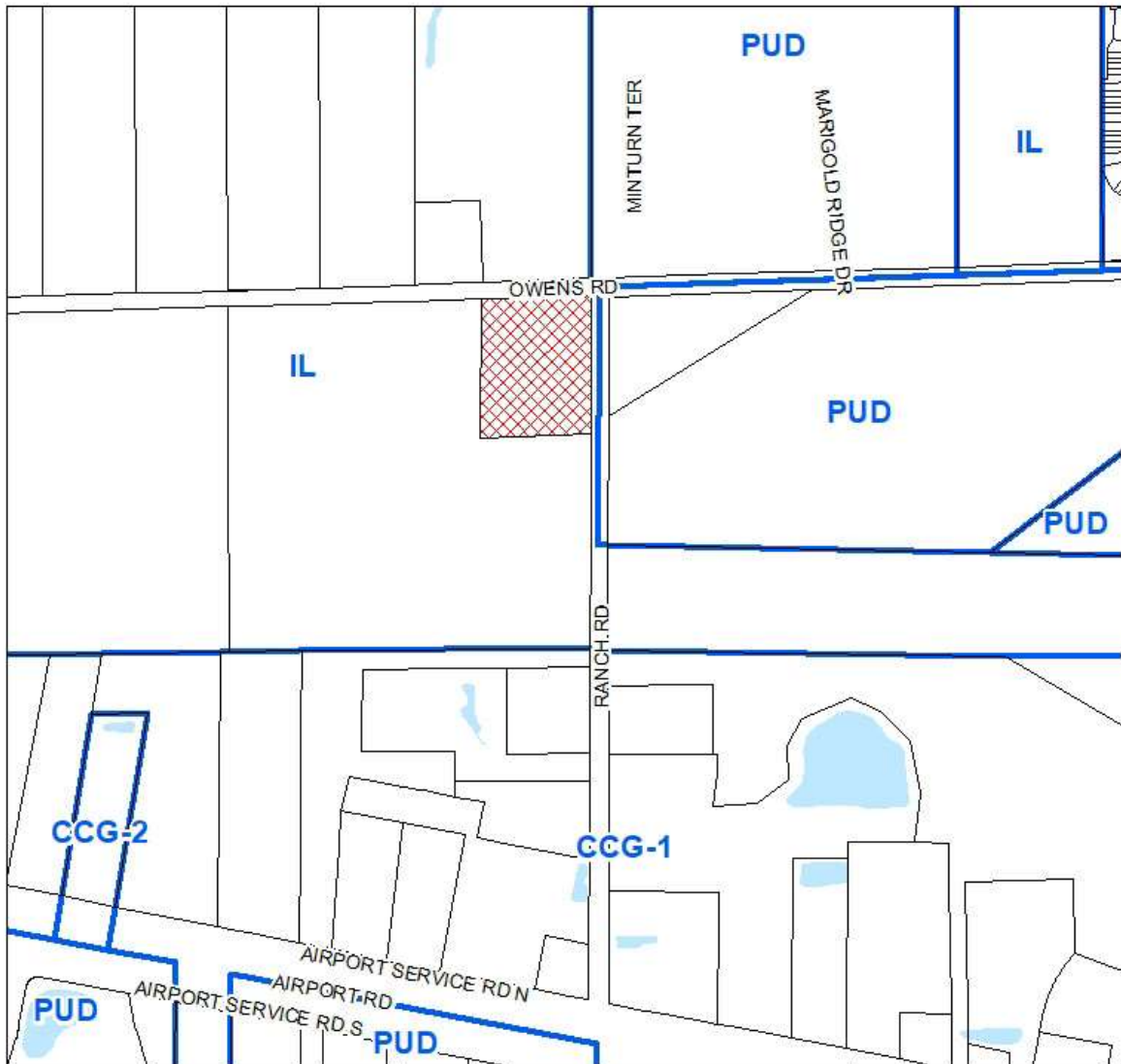
**View of the subject property from Ranch Road.**

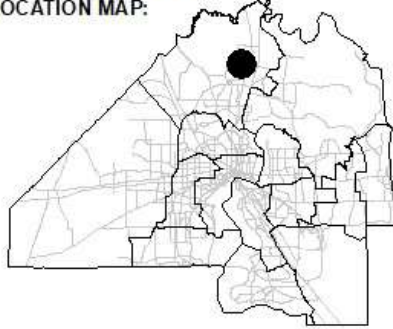





*Source: Planning & Development Department, 11/14/24*

**View of neighboring property to the north of the subject site, rezoned under 2022-0666-E.**



<p>REQUEST SOUGHT:</p> <p><b>FROM: IL</b></p> <p><b>TO: PUD</b></p>	<p>LOCATION MAP:</p> 	 <p>0 200 400 800 Feet</p> <p>COUNCIL DISTRICT: <b>8</b></p>
<p>ORDINANCE NUMBER <b>ORD-2024-0823</b></p>	<p>TRACKING NUMBER <b>T-2024-5792</b></p>	<p><b>EXHIBIT 2</b> <b>PAGE 1 OF 1</b></p>