



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 20, 2025

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.: 2025-0129

Application for: Pecan Park Community Homes 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**

Planning Commission Recommendation: **Approve w/ Condition**

1. The development shall provide an 8-foot vinyl fence along the western property boundary adjacent to all existing single-family dwellings.

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated December 3, 2024
2. The Original Written Description dated December 2, 2024
3. The Original Site Plan dated February 3, 2025

Planning Commission Commentary: There was one speaker, adjacent property owner, who had questions about the height of the proposed structures and the ability to see into their property and requested additional screening. The Commissioner after discussion felt there needed to be additional screening along the western boundary to protect the existing single-family dwellings and recommended an increase in fencing height along those property boundaries.

Planning Commission Vote: **6-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Julius Harden	Aye
Ali Marar	Absent

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

Sincerely,



Erin L. Abney, MPA

Chief, Current Planning Division
Planning & Development Department
214 North Hogan Street, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0129 TO
PLANNED UNIT DEVELOPMENT

MARCH 20, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendations regarding Application for Rezoning Ordinance **2025-0129** to Planned Unit Development.

<i>Location:</i>	0 Pecan Park Rd & 0 Mason Lakes Dr
<i>Real Estate Numbers:</i>	108114-0060, 108114-0110 & 108116-0500
<i>Current Zoning Districts:</i>	Agriculture (AGR) Planned Unit Development (2003-1218)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Agriculture (AGR) Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	North, District 6
<i>Council District:</i>	District-8
<i>Applicant/Owner:</i>	Nilay Patel 13200 International Airport Blvd Jacksonville, FL 32218
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Planned Unit Development **2025-0129** seeks to rezone approximately 4.2± acres of land from Agriculture (AGR)/ Planned Unit Development (2003-1218) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for development of a maximum of 72 multi-family dwellings consisting of nine (9) four-unit buildings and twelve (12) three-unit buildings. The PUD differs from the conventional zoning code by providing flexibility

in site design and limits the maximum height to 35-feet keeping in character with surrounding existing residential.

The current PUD, 2003-1218, permitted the Bainbridge Park Subdivision which included a total of 213 acres and development of a maximum of 527 single family lots. This subdivision was built at a density of approximately 2.47 units per acre. The subject parcels totaling 1.19± acres (RE: 108114-0110 & 108114-0060) were designated as potential single-family parcels but the lot configurations during plating left these parcels vacant.

PUD Ord. 2003-1218 was approved with the following conditions:

- (a.) The development shall proceed in accordance with the Traffic Engineering Division pursuant to the Traffic Engineering Memorandum dated October 20, 2003, attached hereto as Exhibit D, and the Transportation Planning Division memorandum dated October 15, 2003, attached hereto as Exhibit E, or as otherwise approved by the Traffic Engineer and the Planning and Development Department.
- (b.) Where the proposed subdivision abuts existing single-family dwellings, a six-foot-high visual barrier shall be constructed prior to issuance of building permits for vertical construction.
- (c.) A thirty-foot-wide undisturbed buffer shall be required where dwellings are adjacent to Interstate 95.
- (d.) Prior to final plat approval, a reference that "Individual lots may be located in an airfield environ (Air Installation Compatible Use Zone AICUZ) and may be subject to increased noise levels associated with air traffic operations." Be included in the Covenants, Deeds and Restrictions of the Community.

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

- (a.) The Bainbridge Park Subdivision is fully built out and traffic has issued new comments for the proposed development therefore we do not recommend forwarding Condition (a.).
- (b.) The proposed development will develop the property to meet all requirements of Part 12 Landscaping code which requires multi-family adjacent to single family provide a 10-foot uncomplimentary buffer which will include visual screening. We do not recommend forwarding this condition.
- (c.) This condition is particular to the Bainbridge Park Subdivision and therefore do not recommend forwarding this condition.
- (d.) JAA has issued comments in regards to Part 10 Airport regulations therefore we do not recommend 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 Agriculture (AGR – 3.00 acres) and Low Density Residential (LDR – 1.20 acres) 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. However, there is a companion Application for Small-Scale Semi-Annual Land Use Amendment to the Future Land Use Map Series (L-6015-25C / Ordinance 2025-128) that seeks to amend the properties Land-Use category to Medium Density Residential (MDR).

According to the Category Description within the Future Land Use Element (FLUE), Agriculture (AGR) is intended to provide for agricultural uses and to preserve the existing rural character of outlying areas of the City. Most AGR lands are located in the Rural Area of the City where full urban services and facilities will not be provided by the City during the planning time frame.

According to the FLUE, Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category.

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 of up to 20 units per acre with a minimum of 7 units per acre. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in the MDR land use category shall be the same as allowed in LDR without such services.

The PUD allows for a maximum of 72 Dwelling Units, which is consistent with the proposed MDR land use pursuant to Ordinance 2025-128.

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

Yes. The proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

Goal 3

To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while

protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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

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.

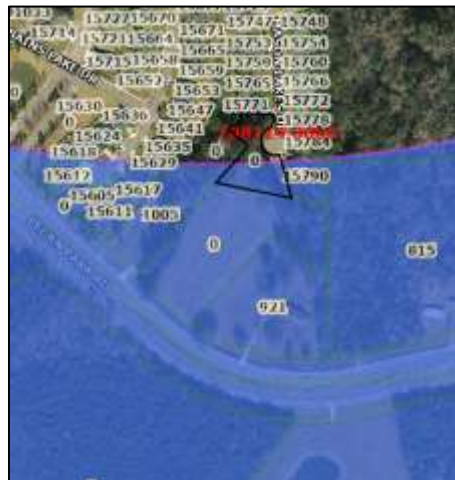
Airport Environment Zones

Height Restriction Zone for Jacksonville International Airport (JIA)

The site is in the 50' height restriction zone for JIA. Zoning will limit development to a maximum height of 50 feet, depending on the location of development, 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).

Civilian Notice Zone for JIA

Approximately 3.5 acres of the site is also located in a Civilian Influence Zone for JIA. 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. Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.



Noise Zones

A portion of the site, which overlaps the Civilian Notice Zone, is in the 60-64.99 Day Night Sound Level (DNL) zone for JIA.

Future Land Use Element Policies 2.6.9, 2.6.10, and 2.6.13 include requirements related to density, use, and noise level reduction for areas of the subject site with those noise zones.



(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.

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): Agriculture (AGR – 3.00 acres) and Low Density Residential (LDR – 1.20 acres). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series (L-6015-25C / Ordinance 2025-128) that seeks to amend the properties Land-Use category to Medium Density Residential (MDR).

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.

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.

(3) Allocation of residential land use

This proposed Planned Unit Development requests to permit development of a maximum of 72 multi-family dwellings. 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. An evaluation of the internal compatibility of the proposed Planned Unit Development shall be based on the following factors:

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The proposed development will provide active recreation/amenities for the proposed residential developments consistent with the 2045 Comprehensive Plan. Since the development will be less than 100 units no required recreation will be required but the development could provide recreation at their discretion. Sec.656.420(d): All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit.

The use of existing and proposed landscaping: The property shall be developed in accordance with Ch. 656 Zoning Code Part 12 -Landscape and Tree Protection Regulations. The PUD Site Plan was reviewed by the Landscaping section which noted there are required 10' uncomplimentary buffers to the north, east and west, adjacent to single-family homes. The site plan appears to possibly encroach on these areas in several locations. We note the development will be required to provide the 10'uncomplimentary buffer along all property boundaries adjacent to single family residential.

The treatment of pedestrian ways: The project will be developed with an internal sidewalk system as required. Pedestrian access shall be provided by sidewalks as applicable under COJ's 2045 Comprehensive Plan, Land Development Procedures Manual and Ordinance Code. Pecan Park Road is currently developed with a sidewalk along the entire frontage of the proposed development.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced via Pecan Park Road with no connection to Mason Lake Drive. The proposed Site Plan was reviewed by the Traffic Review within Development Services Division who had comments or objections to this PUD. It should be noted that Pecan Park Road is an FDOT right of way here, and permitting access to it shall be through FDOT.

The subject site is approximately 4.2 acres and is located north of Pecan Park Road, an FDOT facility. Pecan Park Road (SR-243) between Bainbridge Drive and Interstate 95 (I-95) is currently operating at 40% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 14,600 vpd.

The applicant requests 72 multi-family dwelling units (ITE Code 221) which could produce 327 daily trips.

The use and variety of building setback lines, separations, and buffering: Development standards will be consistent with RMD districts requiring 20-foot setbacks for all structures from all property boundaries. The PUD seeks development of a maximum of 72 multi-family dwellings consisting of nine (9) four-unit buildings and twelve (12) three-unit buildings.

The form of ownership proposed for various uses: All facilities on this site will be privately owned, operated, and managed through private ownership or a Homeowner's Association.

(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: Due to the property being located in close proximity to existing single family the development will be required to provide 10' uncomplimentary landscape buffers along all property boundaries adjacent to single family. Additionally, structures will be setback a minimum of 20 feet from property boundaries and limit height to 35 feet in order to be compatible with existing structures.

The type, number and location of surrounding external uses: The subject site is located on the north side of Pecan Park Road, a collector road, between Pecan Park Road and Mason Lakes Drive, a local road. The site is approximately 500 feet east of the corner of Pecan Park Road and International Airport Road, a minor arterial road. The surrounding area is a mix of different housing types including single family subdivisions, multi-family developments and RV campground. Adjacent property to the east was rezoned to in 2022 to allow 40-foot-wide lots for a maximum of 113 dwellings. Further west along Pecan Park Road is a multi-family development approved in 2021 for a maximum of 240 units. East of I-95 was a large mixed-use development just approved through Ord.2024-0971 to allow for a mix of housing types.

The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LDR	PUD 2003-1218	Bainebridge Single Family Subdivision
East	LDR	PUD 2022-0478	Vacant; Future Subdivision (40 ft wide lots)
South	PBF	PUD 2020-0658	Vacant; Owned by JAA
West	LDR	RLD-60	Single Family Dwelling

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands:

(6) Intensity of Development

The proposed development would be consistent with the Medium Density Residential (MDR) functional land use category and the proposed development maximum of 72 multi-family dwellings. The PUD is appropriate at this location because it is consistent with the surrounding uses.

The availability and location of utility services and public facilities and services:

Essential services including gas, telephone, water, sewer, cable, and electricity as required to serve the PUD shall be permitted on the site. Water, sanitary sewer, and electricity will be provided by JEA.

School Capacity:

Based on the Development Standards for impact assessment, the 4.2± acre proposed PUD rezoning has a development potential of 72 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 2025-0129

Development Potential: 72 Residential Units

School Type	CSA	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats CSA	Available Seats Adjacent CSA 2, 7 & 8
Elementary	1	10,763	53%	8	55%	7,073	2,617
Middle	1	6,288	70%	3	81%	1,869	101
High	7	2,103	95%	5	73%	618	2,252
Total New Students				16			

Total Student Generation Yield: 0.248

Elementary: 0.119

Middle: 0.050

High: 0.078

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.

Application Review Request:	COI PDD: Baseline Checklist Review
Proposed Name:	2025-0129 Pecan Park Community Homes
Requested By:	Erin Abney
Reviewed By:	Levonne Griggs
Due:	3/5/2025
Analysis based on maximum dwelling units:	22

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Biscayne ES#269	1	8	667	679	102%	100%
Highland MS#244	1	3	1148	664	58%	45%
First Coast HS#265	7	5	2207	2103	95%	85%
		16				

NOTES:

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

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-119
MS-.050
HS-.078
0.248

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

(7) Usable open spaces plazas, recreation areas.

The proposed development will provide active recreation/amenities for the proposed residential developments consistent with 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 any wetlands on-site. However, 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.

Parking will be provided at a ratio of 1.5 space per unit for a total of 110 units.

(11) Sidewalks, trails, and bikeways

Pedestrian access shall be provided by an interconnected network of sidewalks installed in accordance with the 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **February 26, 2025** to the Planning and Development Department, that 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 **2025-0129** be **APPROVED with the following exhibits:**

1. **The Original Legal Description dated December 3, 2024.**
2. **The Original Written Description dated December 2, 2024.**
3. **The Original Site Plan dated February 3, 2025.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0129** be **APPROVED.**



Aerial View of Subject Property

Source: JaxGIS Maps



View of Subject Property

Source: JaxGIS Maps



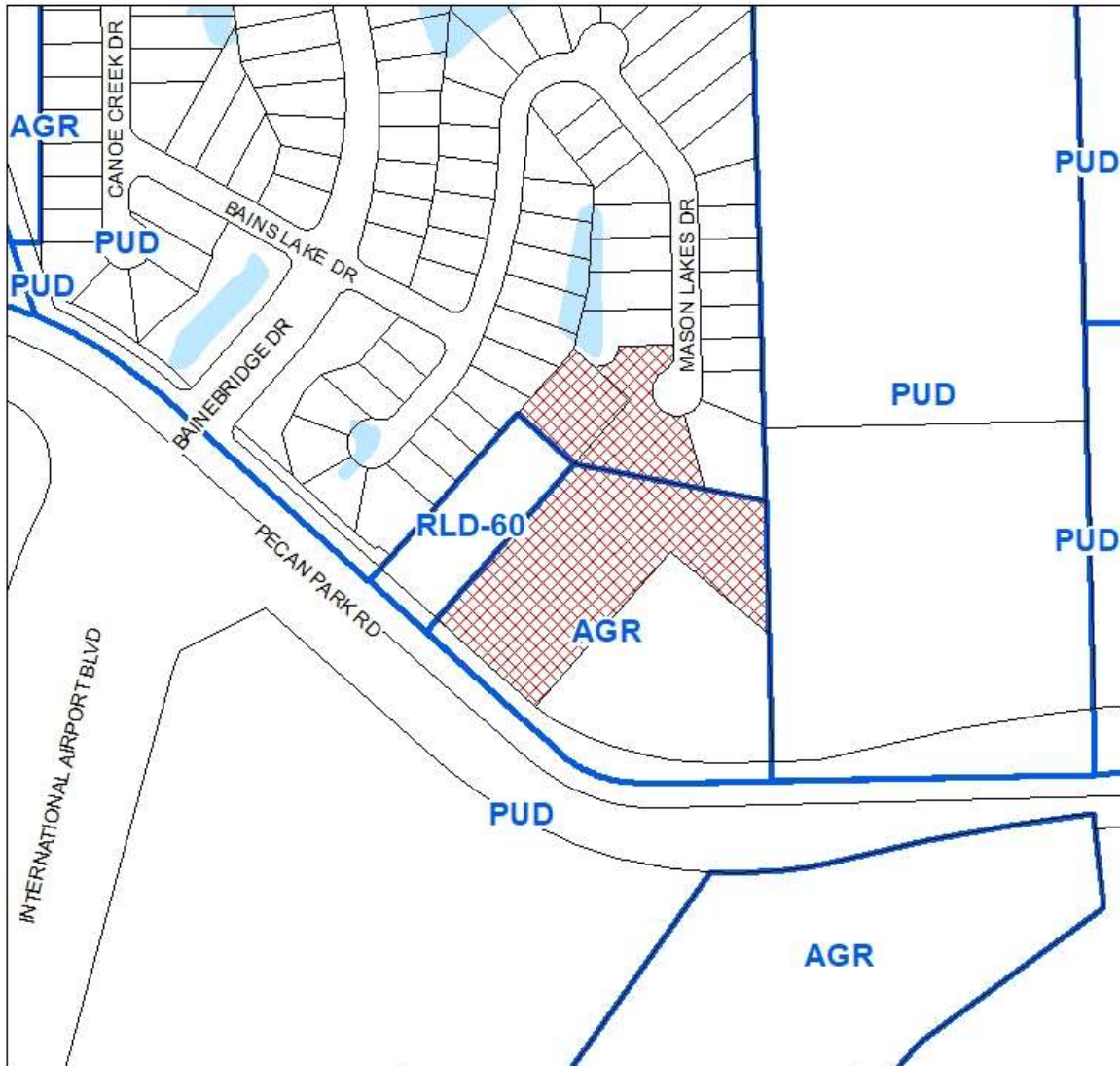
Bainebridge Estates Subdivision (RE: 108114-0110 & 108114-0060)

Source: Duval County Clerk of the Court



View of Subject Property from Pecan Park

Source: GoogleMaps dated February 2025



REQUEST SOUGHT:

FROM: AGR & PUD

TO: PUD

LOCATION MAP:



0 100 200 400
 Feet

COUNCIL DISTRICT:

8

TRACKING NUMBER

T-2024-5966

**EXHIBIT 2
 PAGE 1 OF 1**