

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0449 TO
PLANNED UNIT DEVELOPMENT

SEPTEMBER 18, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0449** to Planned Unit Development.

<i>Location:</i>	0 Normandy Boulevard; Between I-295 and Old Middleburg Road North.
<i>Real Estate Numbers:</i>	008130-1200
<i>Current Zoning District:</i>	Residential Medium Density- A (RMD-A)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	District 4 – Southwest
<i>Council District:</i>	District 9
<i>Applicant/Agent:</i>	Staci Rewis, Esq. Driver, McAfee, Hawthorne, and Diebenow, PLLC 1 Independent Drive, Suite 1200 Jacksonville, Florida 32202
<i>Owner:</i>	The Coalition Partnership 5150 Belfort Road, Building 100 Jacksonville, Florida. 32256
<i>Staff Recommendation:</i>	APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2025-0449** seeks to rezone approximately 14.55± acres of land from Residential Medium Density-A (RMD-A) to a Planned Unit Development (PUD). The rezoning to a PUD is being sought to allow for a maximum of two-hundred and twenty-five (225) multi-family dwellings. The subject site is located at the end of Sheldon Drive, which is a local roadway that serves as one of the primary access for Ed White High School. The Sheldon

Drive right-of-way currently goes through the schools parking lot before reaching the property, however the physical roadway is not built within the actual right of way. The School Board and the Applicant are working together in order to fix the right of way issue, and to create an agreement in place for access to both the subject site and the school property.

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 subject site is located on the north side of Sheldon Drive (a local roadway), between Old Middleburg Road North (a minor arterial roadway) and I-295 North (a FDOT interstate) in Council District 9, Planning District 4 (Northwest), and within the Urban Development Area. The 14.55-acre subject property is undeveloped land which abuts Edward H White High School located at 1700 Old Middleburg Road North. Additionally, the property is located within Evacuation Zone D and should be routed to Emergency Preparedness for their review. As proposed by the applicant, the property will be used to construct 255 multi-family units which will be developed in two phases.

According to the Category Description within the Future Land Use Element (FLUE), Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as 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. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Development within the category should be compact and connected and should support multi-modal transportation.

The maximum gross density in the Urban, Suburban, and Rural Areas shall be 20 units/acre and the minimum gross density shall be greater than 7 units/acre; except as provided herein.

(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):

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.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

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.

Objective 3.1

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the Comprehensive Plan and Land Development Regulations.

(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 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): Medium Density Residential (MDR). Staff finds the proposed rezoning to Planned Unit Development will be consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously evaluated in Criteria (A) and (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 two hundred and twenty-five (225) 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 with specific reference to the following:

The variety and design of dwelling types: The proposed development will consist of 225 multi-family dwellings between 6 buildings throughout the entire 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 that internal buffering and screening between uses on site will not be required.

Traffic and pedestrian circulation patterns: The site will have internal drive aisles with parking areas serving the buildings on site.

(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 parcel is located at the end of Sheldon Drive. The surrounding uses are comprised of a cemetery to the east, Ed White Highschool to the south, the Florida Highway Patrol Office to the North, and I-295 to the west. Nonetheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	PBF	PBF-1	FHP Station
South	PBF	PBF-1	Ed White High School
East	PBF/MDR	PBF-2/RMD-A	Cemetery
West	CGC	CCG-1	I-295

(6) Intensity of Development

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

The existing residential density and intensity of use of surrounding lands: There are no existing residential uses surrounding the site. The parcel was originally platted as 40 Single Family lots.

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. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

School Capacity:

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

Proposed Name: 2025-0449 Normandy Cove PUD Requested By: Connor Corrigan Reviewed By: Levoanne Griggs Due: 8/14/2025 Analysis based on maximum dwelling units: 255							
School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/ Development ²	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 1,7 & 8
Elementary	2	5,842	72%	30	75%	639	3,688
Middle	2	1,656	77%	10	72%	278	2,063
High	2	3,312	84%	18	87%	319	2,034
				58			

NOTES:

¹ Proposed Development's Concurrently Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-120

MS-041

HS-072

0.233

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 (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

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 Concurrence Ordinance.

Proposed Name: 2025-0449 Normandy Cove PUD Requested By: Connor Corrigan Reviewed By: LeVonne Griggs Due: 8/14/2025 Analysis based on maximum dwelling units: 255						
SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Hyde Grove ES #77	2	30	690	377	55%	59%
Westside MS #207	2	10	944	897	95%	86%
Ed White HS #248	2	18	2077	1684	81%	82%
		58				

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-.120

MS-.041

HS-.072

0.233

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 (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is served by a local roadway which connects to Old Middleburg Road North, a minor arterial roadway. There is access to Interstate I-295 via Memorial Park Road and Normandy Boulevard approximately 1 mile north of the subject site.

Furthermore, the following comments were issued from the Traffic Engineer:

Parking Requirements. Parking for multi-family dwellings shall be at a minimum rate of one and a half (1.5) spaces per dwelling. For all other uses, parking may be provided according to Part 6 of the Zoning Code. The language contained under VI. (B)(1) "or the applicable ITE standard as determined at the discretion of the developer" should be removed.

Transportation Planning Division Comments:

- A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, the Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).
- The developer shall construct a pedestrian pathway adjacent to the incoming roadways connecting the internal development sidewalk system to the pedestrian pathway along Old Middleburg Road N.

(7) Usable open spaces plazas, recreation areas

The project will be developed in accordance with Section 656.420 of the Zoning Code and Policy 2.2.4 as applicable of the Recreation and Open Space Element of the 2045 Comprehensive Plan.

(8) Impact on wetlands

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

(9) Listed species regulations

The subject site is under the 50 acre threshold for a species report.

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

Parking for multi-family dwellings shall be at a minimum rate of one and a half (1.5) spaces per dwelling. For all other uses, parking may be provided according to Part 6 of the Zoning Code or the applicable ITE standard determined at the discretion of the developer.

(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 **September 11, 2025** by the Planning Department, the Notice of Public Hearing signs **were** posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0449** be **APPROVED** with the following exhibits:

The original legal description dated April 17, 2025
The original written description dated March 27, 2025
The original site plan dated February 21, 2025

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0449** be **APPROVED WITH THE FOLLOWING CONDITIONS:**

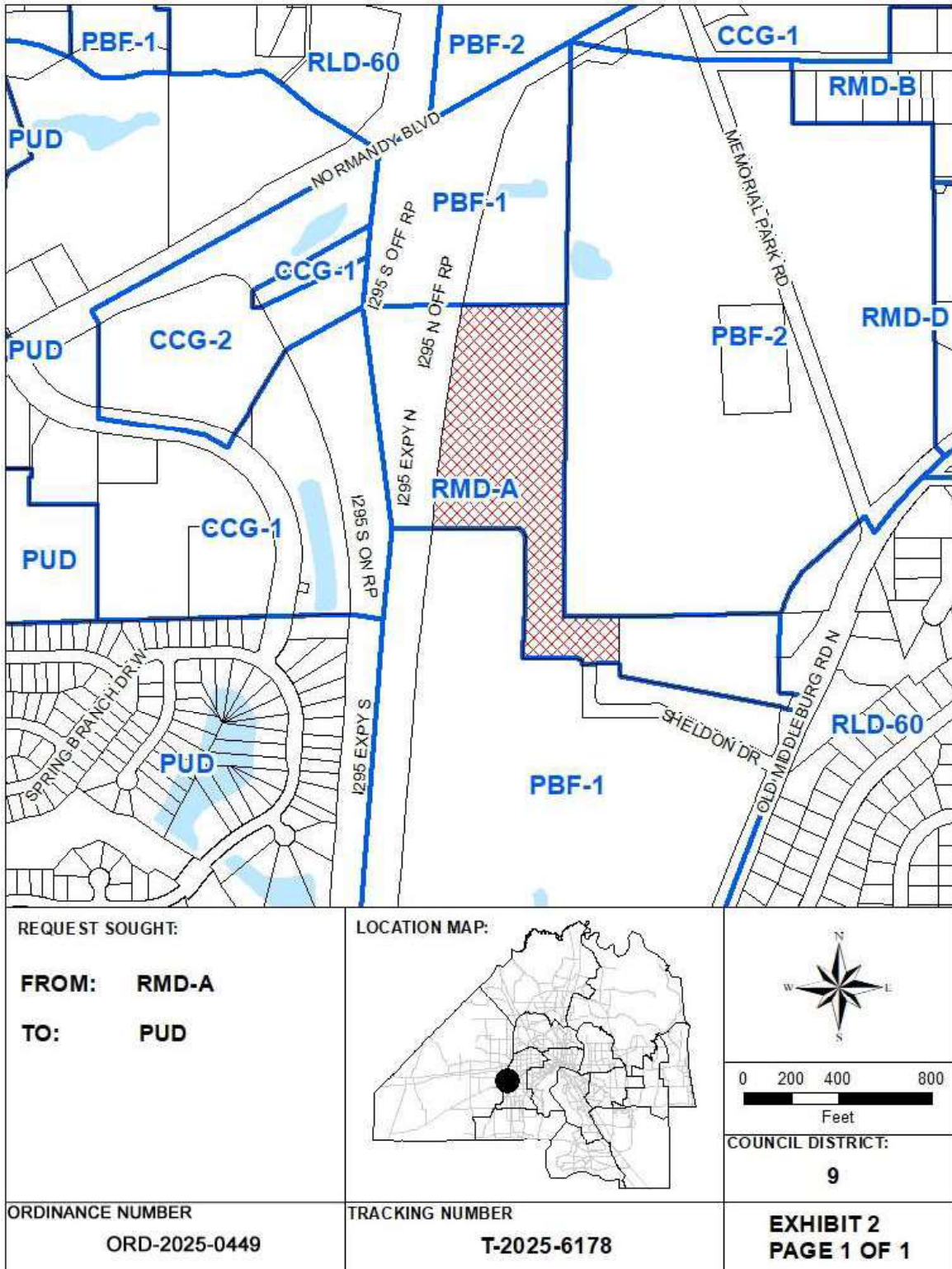
1. The development shall secure an agreement with the Duval County School Board for access to the Property via Sheldon Drive prior to the issuance by the City of the first certificate of occupancy for a residential unit or the functional equivalent on the Property.
2. The developer shall construct a pedestrian pathway adjacent to the incoming roadways connecting the internal development sidewalk system to the pedestrian pathway along Old Middleburg Road N.



Aerial view of the subject property facing North.



View looking down Sheldon Drive towards the subject site



Legal Map