

REPORT OF THE PLANNING DEPARTMENT FOR APPLICATION FOR
REZONING ORDINANCE 2025-0169 TO PLANNED UNIT DEVELOPMENT

APRIL 3, 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 **2025-0169** to Planned Unit Development.

<i>Location:</i>	6535 General Lee Road Between Lane Avenue North and I295 Expressway
<i>Real Estate Number(s):</i>	004368-0000
<i>Current Zoning District(s):</i>	Residential Low Density-60 (RLD-60)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	Northwest, District 5
<i>Council District:</i>	District 10
<i>Applicant/Agent:</i>	Curtis Hart 8051 Tara Lane Jacksonville, FL 32216
<i>Owner:</i>	Walter Ratley 6541 General Lee Road Jacksonville, FL 32254 Connie Allen 6541 General Lee Road Jacksonville, FL 32254 Donna Jean Stanley 6541 General Lee Road Jacksonville, FL 32254
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Planned Unit Development **2025-0169** seeks to rezone approximately 5.83± acres of land from RLD-60 to PUD. The rezoning to PUD is being sought to allow for multi-family development of townhomes. Per the submitted site plan, there will be eight buildings containing 8 units or less per building for a maximum of 55 units. The property is proposed to be designated Medium Density Residential (“MDR”) in the Future Land Use Map in the City’s 2045 Comprehensive Plan with a proposed gross density of approximately 9.4 units per acre which is less than the maximum of 20 units per acre per Section 656.306 of the Zoning Code.

The proposed project is currently located within the Low Density Residential (LDR) functional land use category according to the Future Land Use Map series (FLUMs) adopted as part of the 2045 Comprehensive Plan. There is a companion Land Use Amendment, **2025-0168 (L-6002-24C)** which seeks to amend the LDR land use category to Medium Density Residential (MDR).

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 Low Density Residential (LDR) 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. There is a companion Small Scale Land Use Amendment (**2025-0168/L-6002-24C**) which seeks to amend the property from the LDR category Medium Density Residential (MDR).

The 5.83 ± acre site is located on the northwest corner of General Lee Road and on east side of collector road Lane Avenue. The site is in Planning District 5 and Council District 10.

The 5.83-acre subject property is located to the west of Lane Avenue North, a collector roadway. The site is also located within the Suburban Area, in Planning District 5 (Northwest) and Council District 10. The applicant seeks to rezone the site from Residential Low Density - 60 (RLD-60) to Planned Unit Development (PUD) and is also proposing a companion land use application to amend the land use designation from Low Density Residential (LDR) to Medium Density Residential (MDR) pursuant to Ordinance 2025-0168.

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. 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.

Per a JEA letter of availability provided by the applicant, dated March 28, 2024, both centralized sewer and water are available to the site via water and sewer mains on General Lee Road. Based on the JEA availability letter submitted with the application, there is an existing 12-inch water main and a 6-inch sewer main along Lane Avenue N. Based on the acreage of the property and the availability of JEA services, the maximum density allowed for the site is 116 dwelling units. The PUD will limit the residential units to 55 multi-family dwelling units, which is below the maximum density allowed within the MDR category.

(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 (FLUE):

Goal 1 To ensure that the character and location of land uses optimize the combined potentials of economic benefit and 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.

Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

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.

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.

(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 currently within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Low

Density Residential (LDR). There is a companion small-scale land use amendment (**2025-0168 / L-6002-24C**) which seeks to amend the site from LDR to Medium Density Residential (MDR). With the approval of the companion small scale Land Use Amendment, 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 (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 a townhome development. 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 a proposed Planned Unit Development shall be based on the following factors:

The variety and design of dwelling types: The proposed development will consist of a maximum of 55 multi-family units in the form of townhomes. According to the submitted site plan, there will be 55 townhome units split into 8 buildings, each with 8 units or less.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Recreation standards shall be in accordance with Section 656.420(b) of the Zoning Code. Per section 656.420 recreation/open space is not required for multifamily developments with less than 100 units. Since this development has a total of 55 units, the developer is exempt from this requirement.

The use of existing and proposed landscaping: The subject site will be developed in accordance with Part 12 of the Zoning Code.

The application was reviewed by one of the City's Landscape Architects and the following comments were issued:

After review of the PUD, we have concerns on part 12 of the zoning code, as there may be a conflict between the 20' residential landscape buffer on Lane Avenue and the minimum lot widths for the end units #1 & #55.

The use and variety of building setback lines, separations, and buffering: There is a 30-foot access easement on the south of the subject property, General Lee Road. This access easement buffers the subject property from the existing industrial development to the south and provides an existing natural buffer between the industrial use and the proposed residential use.

(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 on the west side of collector road Lane Ave North and north of General Lee Road. North of the proposed development are single-family dwellings. There are Industrial Light storage and service garages to the south, and to the east of the proposed property are single-family dwellings. This development will enhance the residential character of the area and provide more housing options.

Adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LDR	RLD-60	Single-family dwellings
South	LI	IL	Storage, Service Garage and Vehicle Storage
East	LDR	RLD-60	Single- family dwellings
West	LDR	RLD-60	Vacant

(6) Intensity of Development

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

The existing residential density and intensity of use of surrounding lands: While much of the surrounding area only provides single-family dwellings, townhomes serve as a good intermediate multi-family dwelling. Lane Avenue North, a collector road, also provides the capacity to handle a slight increase in intensification of use and therefore makes it a good location for medium-density development.

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 5.83 ± acre proposed PUD rezoning has a development potential of 55 townhomes. 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 2025-0169

Development Potential: 55 townhomes

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Elementary	1	6	341	158	46%	49%
Middle	1	2	1,148	664	58%	45%
High	1	4	1,680	1,246	74%	77%
		12				

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.

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.

Policy 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 ¹	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2023/24)	% OCCUPIED	4 YEAR PROJECTION
Pickett ES #205	1	6	341	159	46%	49%
Highlands MS #244	1	2	1,148	664	58%	45%

Jean Ribault HS #96	1	4	1,680	1,246	74%	77%
		12				

NOTES:

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

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3 Student Distribution Rate

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The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 5.83 acres and is located on the northwest corner of General Lee Road, a private roadway, and Lane Avenue N, a collector roadway. Lane Avenue N between Old Kings Road and 5th Street W is currently operating at 46% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 21,700 (vpd) and average daily traffic of 9,899 vpd.

The applicant requests 55 townhomes (ITE Code 215) which could produce 396 daily trips.

Furthermore, Traffic Engineering had no comment.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area. Per section 656.420 recreation/open space is not required for multifamily developments with less than 100 units. Since this development has a total of 55 units, the developer is exempt from this requirement.

(8) Impact on wetlands

The subject property is located on Category III wetlands. The potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the site plan and GIS analysis that indicates the location, size, quality, and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

The proposed property development does have significant wetland coverage. The Department of Parks, Recreation and Community Service encourages an accuracy check of the property's

wetlands delineation as it appears to be more extensive than they are claiming.

Wetlands Characteristics:

Approximate Size: 2.56 acres

General Location(s): The wetlands are located in two isolated pockets located in the eastern and western areas of the application site. The western wetland area is a portion of a larger isolated wetland pocket.

Quality/Functional
Value:

The wetlands have a low functional value for water filtration and flood water storage capacity due to its isolation and size. In addition, the wetland has no clear or significant impact on the City's waterways.

Soil Types/
Characteristics:

(51) Pelham Fine Sand. The Pelham series are nearly level poorly drained soils formed in thick deposits of sandy and loamy marine sediments. They are located on flats. The soil is moderately permeable and moderately slowly permeable. The water table is generally located at a depth of 12 inches.

(63) Sapelo fine sand. The Sapelo series consists of nearly level, poorly drained soils that occur in depressions or flatlands. The soil is moderately slowly permeable and has a high water table at a depth of 6 to 18 inches.

Wetland
Category:

Category III

Consistency of
Permitted Uses:

Category III Wetlands: Uses permitted subject to the limitations of CCME
Policy 4.1.6 shown below – conservation uses permitted.

Environmental
Resource
Permit (ERP):

According to the St. Johns River Water Management District website no Environmental Resource Permit issued or applied for at this time.

Wetlands Impact: 1.76 acres of wetlands are proposed for draining and/or filling for development.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

Land Development Review



(9) *Listed species regulations*

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

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

The site will be developed in accordance with Part 6 of the Zoning Code. A minimum of (2) two parking spaces shall be provided for each lot and one additional parking spot for every three units for a total of (18) eighteen additional parking spots. The PUD may provide for more parking than is required, should the owner or developer deem it necessary and appropriate.

(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 **March 21, 2025**, 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 Application for Rezoning **2025-0169** be **APPROVED with the following exhibits:**

1. The original legal description dated January 16, 2025
2. The original written description February 5, 2025
3. The original site plan dated January 3, 2025

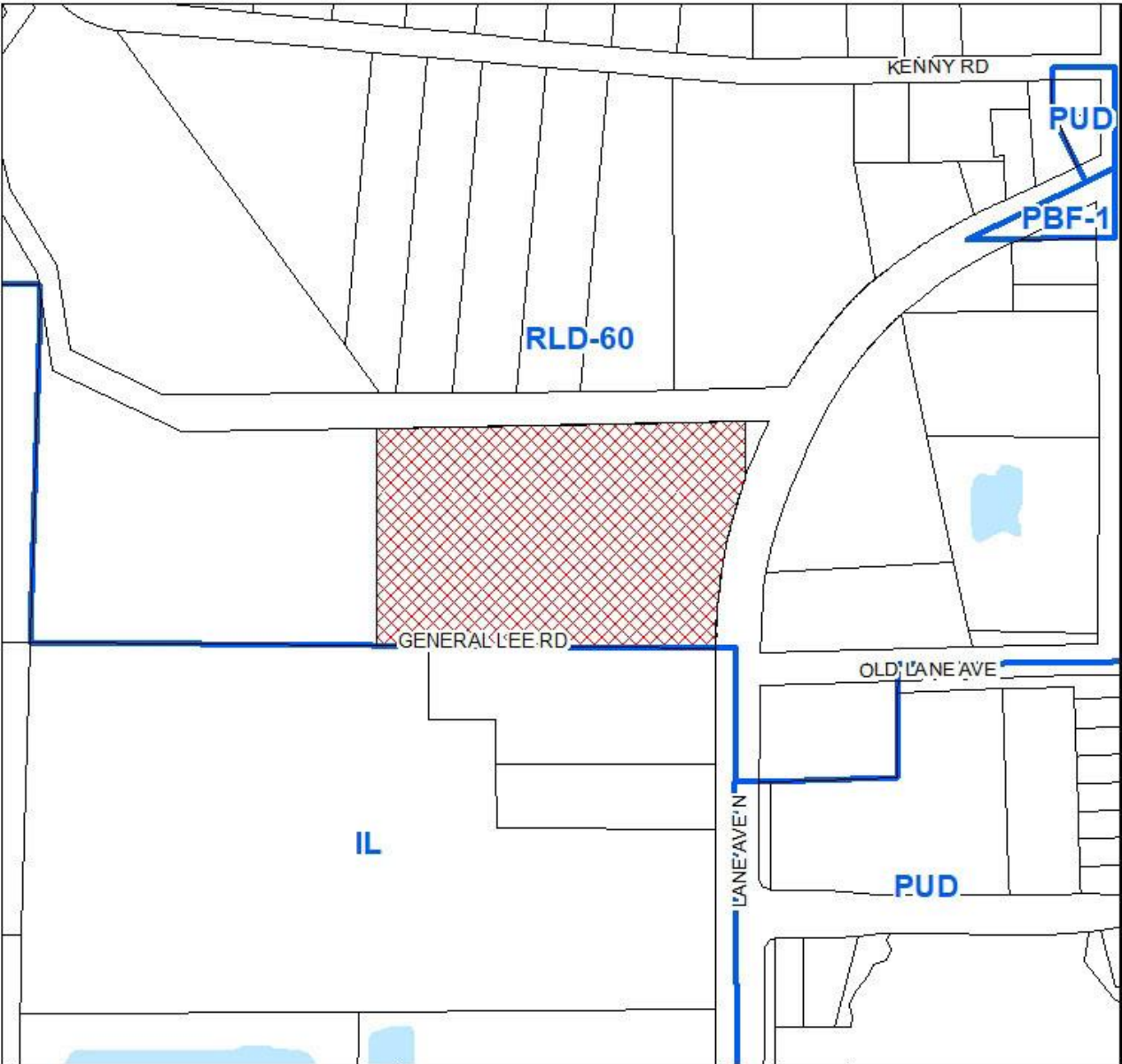
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0169** be **APPROVED.**



View of subject property heading north on Lane Avenue North



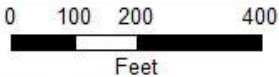
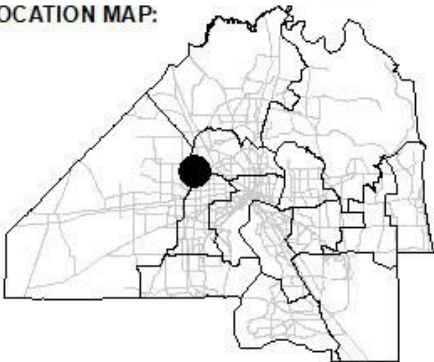
Unapproved private road, General Lee Road, access point from Lane Avenue North



REQUEST SOUGHT:

FROM: RLD-60
TO: PUD

LOCATION MAP:



COUNCIL DISTRICT:
10

ORDINANCE NUMBER
ORD-2025-0169

TRACKING NUMBER
T-2025-6051

EXHIBIT 2
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