

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2020-0135 TO**  
**PLANNED UNIT DEVELOPMENT**

**JUNE 18, 2020**

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 **2020-0135** to Planned Unit Development.

***Location:*** 4349 Barkoskie Road  
Between Old St. Augustine Road and Mandarin Ridge Lane

***Real Estate Numbers:*** 158947-0000

***Current Zoning Districts:*** Commercial Office (CO)

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

***Current Land Use Category:*** Residential-Professional-Institutional (RPI)

***Planning District:*** 3-Southeast

***Applicant/Agent:*** Wyman R. Duggan, Esq.  
Rogers Towers, P.A.  
1301 Riverplace Boulevard, Suite 1500  
Jacksonville, Florida 32207

***Owner:*** RFC Holdings, LLC  
11015 Blasius Road  
Jacksonville, Florida 32226

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2020-0135** seeks to rezone approximately 3.30± acres of land from Commercial Office (CO) to Planned Unit Development (PUD). The rezoning to a PUD is being sought to allow for a maximum of 48 multi-family units. The dwelling units will be clustered into 12 individually owned quadruplexes—each building containing four (4) dwelling units on separately platted lots.

The need for the PUD arises out of the current zoning district's restriction on multi-family dwelling uses and off-street parking requirement. Rather, the proposed PUD would allow for each lot to waive the required on-site parking, and instead allow for every lot to share a common vehicle use area that runs throughout the entire development. The PUD would also allow individually owned buildings to be built on lots that require 6,000 square feet for the first two units and 2,100 square feet for each additional unit per lot, which is the standard lot requirement for the RDM-D zoning district.

Staff also notes the subject property is within the Mandarin Height Overlay, which limits any structure to 35 feet in height.

### **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.

### **STANDARDS, CRITERIA AND FINDINGS**

Pursuant to the provisions of Section 656.131 (c) of the Zoning Code, the Planning Commission shall grant an exception only if it finds from a preponderance of the evidence that the exception meets, to the extent applicable, the following standards and criteria:

#### ***(A) Is the proposed zoning district consistent with the 2030 Comprehensive Plan?***

Yes. The Planning and Development Department finds that the subject property is located in the Residential-Professional-Institutional (RPI) 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 2030 Comprehensive Plan.

According to the Category Descriptions for the Suburban Development Area identified within the Future Land Use Element (FLUE), Residential-Professional-Institutional (RPI) a category is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Multi-family dwellings are a principal use in the RPI land use category. Single-use developments shall be limited to residential or office. Single use residential developments shall be pursuant to the requirements of the Medium Density Residential (MDR) category. The maximum gross density within the MDR land use category shall be 20 units per acre and the minimum gross density shall be seven units per acre. The proposed PUD site plan shows 12 quadruplex buildings for a total of 48 units; this is consistent with the density allowed under the RPI land use category.

The subject site is not within any flood zone or Coastal High Hazard Area (CHHA) and does not contain any wetlands.

Therefore, Staff finds the proposed rezoning to be consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Zoning Code.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?***

This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

**Future Land Use Element (FLUE):**

**Policy 1.2.9**

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.

In reference to the attached JEA Availability Letter, **2019-3617**, the proposed development must connect to City water and sewer.

**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 the citizens. 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 2030 Comprehensive Plan and Land Development Regulations.

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

**Objective 6.3**

The City shall accommodate growth in Jacksonville by encouraging and facilitating new development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

The proposed rezoning to a PUD would allow for residential infill on a traditionally vacant and underutilized parcel along Barkoskie Road. The PUD will also allow for a greater variety of dwelling options—which directly addresses the housing needs of City residents.

**Recreation and Open Space Element**

**Policy 2.2.2**

The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

The proposed shall adhere to the aforementioned policy by providing a recreation park or monetary to the City.

***(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 2030 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): Residential-Professional-Institutional (RPI). Nonetheless, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2030 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 development. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

***(4) Internal compatibility***

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

**The streetscape:** The internal streetscape of the project contains a vertical throughway, which features approximately 64 off-street parking spaces along its perimeter.

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** The site plan and written description indicates that the proposed development will not contain any active recreation amenities and will instead pay the required recreation and open space fee.

**The use of existing and proposed landscaping:** The subject site will be developed in accordance with Part 12 of the Zoning Code and Article 25 of Charter of the City of Jacksonville.

**The treatment of pedestrian ways:** Pursuant to the provisions outlined in Chapter 654 Code of Subdivision Regulations and the 2030 Comprehensive Plan, the proposed development will provide bicycle and pedestrian connectivity.

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

**The variety and design of dwelling types:** As evidenced by the Site Plan dated January 24, 2020, the proposed development will consist of 12 quadruplex structures.

**The form of ownership proposed for various uses:** According to the Written Description dated January 24, 2020, the development standards are being sought so each quadruplex building can be individually platted and sold under fee simple ownership.

#### ***(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 along Barkoskie Road where single-family dwellings are the predominate use. Although being developed for multi-family use, the subject site will preserve the residential character of the area, offer a transition in uses between the commercial uses to the west and single-family dwellings to the east, and complement the abutting senior living complex to the north.

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	RPI	CO	Offices/Senior Living Facility
South	RPI/LDR	CO/RLD-60	Single-Family Dwellings
East	RPI	CO	Single-Family Dwellings
West	RPI	PUD 2017-0755	Car Wash Facility

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

The proposed development is consistent with the RPI 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—with existing water and force mains located along Barkoskie Road. Additionally, in a memo provided by JEA dated February 28, 2020, the proposed project design shall meet the JEA Design Standards in effect at the time of construction plan submittal in order to accommodate approximately 16,000 gpd. However, Staff should note this is based on a proposed 64 multi-family dwellings.

**School Capacity:**

Based on the Development Standards for impact assessment, the 9.37 acre proposed PUD rezoning has a development potential of 238 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 2020-0135**  
**Development Potential: 48 Multi-Family Units**

School Type	CSA	2019-20 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats - CSA	Available Seats - Adjacent CSA 4 & 3 (Middle 5&3)
Elementary	5	8,816	89%	8	94%	57	851
Middle	4	4,199	86%	4	85%	224	16
High	5	7,771	100%	4	98%	96	95
<b>Total New Students</b>				<b>16</b>			

*Total Student Generation Yield: 0.333*

*Elementary: 0.167*  
*Middle: 0.073*  
*High: 0.093*

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	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded)	SCHOOL CAPACITY (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2019/20)	% OCCUPIED	4 YEAR PROJECTION
Greenland Pines #249	5	8	957	743	78%	92%

Twin Lakes #253	4	3	1,462	1226	84%	72%
Mandarin #260	5	5	2,504	2,519	101%	103%

- Does not include ESE & room exclusions
- Analysis based on a **maximum 48 dwelling units** – PUD 2020-0135

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The subject property will have direct access to the proposed development via Barkoskie Road. Moreover, the Traffic Engineer reviewed the application and has issued comments. **Staff supports the Engineer’s findings and forwards to you the following:**

- The sidewalk adjacent to parking shall be 6 feet in width. Other sidewalks that are not adjacent to parking may be 4 feet in width as long as they meet ADA requirements.

**The application was also forwarded to the Transportation Planning Division on February 20, 2020 for review. As of Friday, June 12, 2020, no comments have been received.**

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

The project will be developed with the required amount of open space in accordance with Section 656.420 of the Zoning Code and Policy 2.2.2 as applicable of the Recreation and Open Space Element of the 2030 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 the presence of any wetlands or flood zones on site.

***(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.***

The off-street parking standards will developed in accordance with Part 6 of the Zoning Code. However, the applicant is requesting that parking may be provided “on-site” throughout the PUD rather than on each platted lot.

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

The project shall contain a pedestrian system that meets the 2030 Comprehensive Plan.



**SUPPLEMENTARY INFORMATION**

Upon visual inspection of the subject property on **February 27, 2020** 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 2020-0135 be **APPROVED with the following exhibits:**

- The original legal description dated December 23, 2020**
- The original written description dated January 24, 2020**
- The original site plan dated January 24, 2020**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2020-0135 be **APPROVED WITH CONDITIONS.**

- 1. The development shall be limited to a maximum 48 multi-family dwelling units.**
- 2. The development shall be developed in accordance with the Mandarin Height Overlay, which limits the height of structures to 35 feet.**
- 3. Any sidewalks adjacent to parking shall be 6 feet in width. Other sidewalks that are not adjacent to parking may be 4 feet in width as long as they meet ADA requirements.**



Figure A:



Source: Planning & Development Dept, 2/28/20

Aerial view of the subject site and parcel, facing north.

Figure B:



Source: Planning & Development Dept, 2/27/20

View of Barkoskie Road and the subject site facing north.

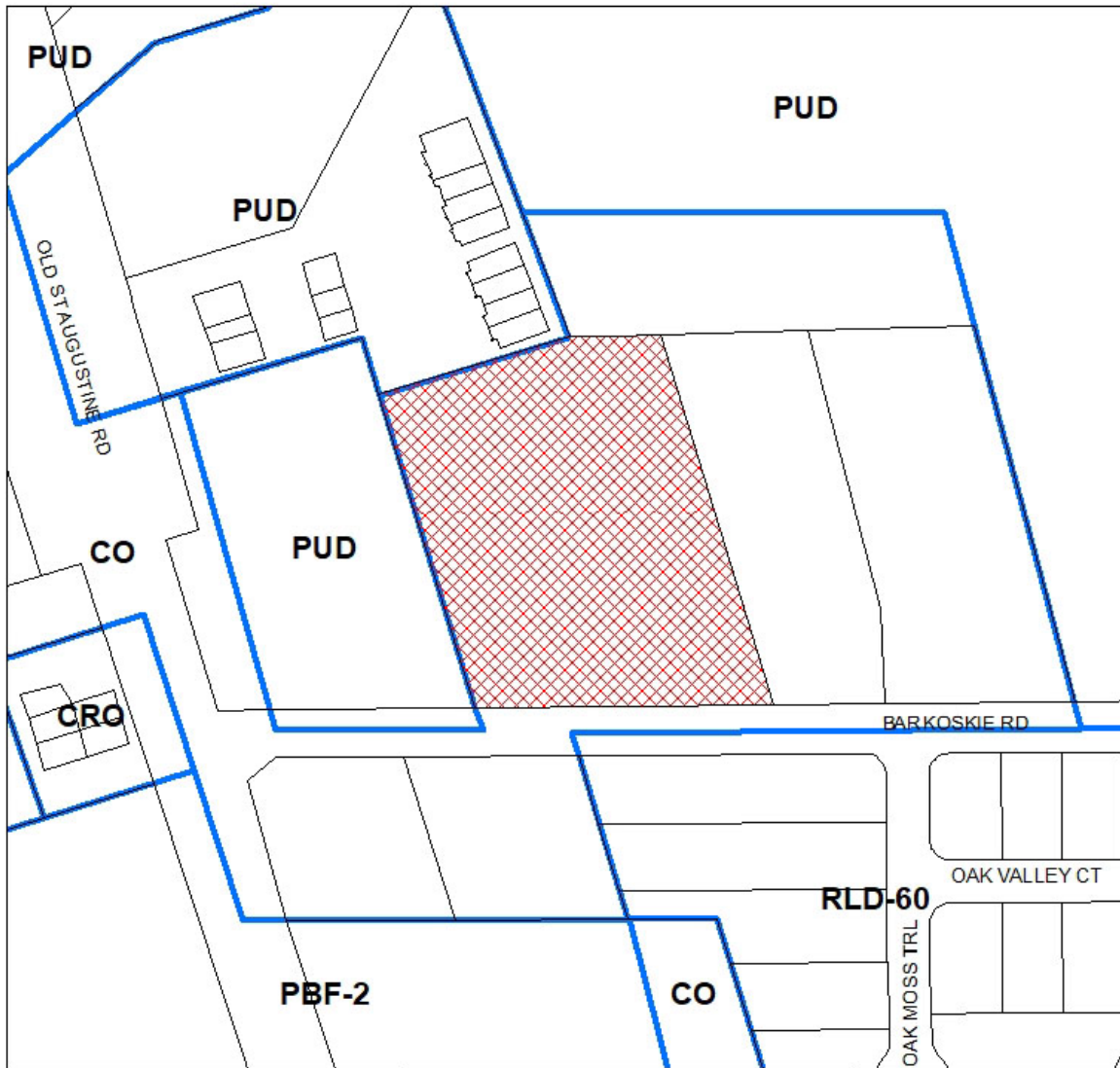


**Figure C:**



**Source: Planning & Development Dept, 2/27/20**

**The abutting single-family dwellings to the east, facing north on Barkoskie Road.**



<p>REQUEST SOUGHT:</p> <p>FROM: CO</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p>	<p>COUNCIL DISTRICT: 6</p>
<p>ORDINANCE NUMBER ORD-2020-0135</p>	<p>TRACKING NUMBER T-2019-2692</p>	<p><b>EXHIBIT 2</b> <b>PAGE 1 OF 1</b></p>