

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0209 TO
PLANNED UNIT DEVELOPMENT

APRIL 17, 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 **2025-0209** to Planned Unit Development.

Location: 9239, 9321, & 9325 Garden Street, between Jones Road and Golden Bamboo Drive

Real Estate Numbers: 002870 0000, 002870 0010, and a portion of 002870 0020

Current Zoning District: Agriculture (AGR)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Agriculture (AGR)

Propose Land Use Category: Low Density Residential (LDR)

Planning District: District 5 – Northwest

Council District: District 12

Applicant/Agent: Hayden Phillips, Esq.
Rogers Towers, P.A.
1301 Riverplace Boulevard, Suite 1500
Jacksonville, Florida 32207

Owner: William C. Glover
9325 Garden Street
Jacksonville, FL 32219

Pearl H. Boles
8979 Campshire Drive
Jacksonville, FL 32244

Jennie R. Atkinson
9321 Garden Street

Jacksonville, FL 32219

Marilyn C. Atkinson
9239 Garden Street
Jacksonville, FL 32219

Staff Recommendation:

APPROVE WITH CONDITION

GENERAL INFORMATION

Application for Planned Unit Development **2025-0209** seeks to rezone approximately 16.13± acres of land from Agriculture (AGR) to a Planned Unit Development (PUD). The rezoning to a PUD is being sought to allow for a maximum of seventy-one (71) single-family dwellings. The PUD proposes development that meets the RLD-50 zoning requirements, with minimum lots sizes of 5,000 square feet in area and 50 feet in lot width.

This portion of Garden Street is primarily developed with single-family dwellings, with lots of sizes ranging from 5,000 square feet in size up to 2.5+ acres. The subdivision abutting the subject property to the west was rezoned to a PUD under Ordinance 2002-1087-E and allowed for lots meeting the RLD-90 zoning district. Approximately 0.50 miles to the west of the subject property is the Highland Chase subdivision that was rezoned in 2022 under PUD 2018-0523-E and permits lots meeting the RLD-50 zoning district.

There is a companion Small Scale Land Use Amendment which seeks to amend the existing land use from Agriculture (AGR) to Low Density Residential (LDR) under Ordinance 2025-0208/L-6020-25C).

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 16.13-acre subject property includes a single-family residential home and is located on the north side of Garden Street, a collector roadway, between Sierra Oaks Boulevard and Messer Road. The site is close to the intersection with Jones Road, a collector roadway. The applicant is proposing a rezoning from AGR to PUD in the Suburban Area, with a companion application to change the land use from AGR to LDR in order to build a maximum of 71 single-family dwellings. The companion land use application, Ordinance 2025-208, is pending concurrently with this application.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single-family and multi-family dwellings and commercial retail sales and service. The maximum gross density in the Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available. According to the PUD application, the development will be utilizing JEA sewer and water.

The proposed uses and density of development within the PUD, which is limited to 4.5 units per acre and 71 single-family dwelling units, and the provision of active and recreation and/or open space, are consistent with the 2045 Comprehensive Plan.

The proposed PUD is consistent with the MDR land use category.

(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):

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.

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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville International Airport and OLF Whitehouse. Zoning will limit development to a maximum height of 500 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).

(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): Agriculture (AGR). However, there is a companion Small-Scale Land Use Amendment (**2025-0208/L-6020-25C**) which seeks to amend the land use from AGR to Low Density Residential (LDR). 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 develop a maximum of seventy-one (71) single-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 seventy-one (71) single-family dwellings meeting the RLD-50 zoning requirements. The maximum permitted height is 35 feet, however, the written description notes that the northernmost lot of the proposed development is the only lot that directly abuts the single-family subdivision to the north. Because of this, a home that is developed on that lot will be limited to one story in height.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Recreation will comply with the 2045 Comprehensive Plan and Section 656.420 of the Zoning Code.

The use of existing and proposed landscaping: The subject site will be developed in accordance with Part 12 of the Zoning Code, with the following additional provisions: In addition, as shown on the Site Plan, along the Garden Street frontage of the Property, the proposed development will contain a 25-foot landscaped buffer area. The 25-foot buffer area shall contain a visual screen or fence with a minimum of 85 percent opacity and a minimum height of 6 feet. As well, the 25-foot buffer area shall contain a berm which is 2 feet in height and one tree for each 15 linear feet of required buffer strip.

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

(5) External Compatibility

Based on the written description of the intended plan for 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 Garden Street, between Sierra Oaks Boulevard and Messer Road. The area is primarily developed with single-family dwellings ranging in lot sizes from 5,000 square feet to over 2.5 acres in size. The Highland Chase subdivision, located approximately 0.50 miles to the west of the subject site, was rezoned to a PUD permitting RLD-50 zoning requirements under Ordinance 2018-0523-E. Nonetheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	AGR	AGR/PUD 2002-1087-E	Single-family dwellings
South	AGR/LDR	AGR/ RLD-100A	Single-family dwellings
East	AGR	AGR	Single-family dwellings
West	AGR	PUD 2002-1087-E	Single-family dwellings

(6) Intensity of Development

The proposed development is consistent with the LDR 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. Water, sewer and electric connections are to be consistent with JEA design standards, processes, and procedures. Final project design are to meet the JEA Design Standards in effect at the time of construction plan approval. Additional service and design elements will be addressed following applicant's construction plan review submittal.

School Capacity: Based on the Development Standards for impact assessment, the 16.13± acre proposed PUD rezoning has a development potential of 71 single-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 2025-0209

Development Potential: 71 Residential Dwellings

School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/ Development ³	5-Year Utilization (%)	Available Seats – CSA ²	Available Seats - Adjacent CSA 2, 7, & 8
Elementary	1	10,763	53%	8	55%	7,034	2,584
Middle	1	6,288	70%	2	81%	1,854	87
High	1	6,762	71%	5	69%	770	2,252
Total New Students				15			

NOTES:

¹ Proposed Development's Concurrency 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 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 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 ¹	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Dinsmore ES #45	1	8	683	566	83%	91%
Highlands MS #244	1	2	1148	664	58%	63%
Jean Ribault HS #96	1	5	1680	1246	74%	73%
		15				

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 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 approximately 16.13 acres and is located on Garden Street, a collector road. Garden Street between Jones Road and Imeson Road is currently operating at 19% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 14,400 (vpd) and average daily traffic of 2,711 vpd.

The applicant requests 71 single-family units (ITE Code 210) which could produce 670 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.

The property will be required to comply with the recreation and open space requirements as listed in the 2045 Comprehensive Plan and Section 656.420 of the Zoning Code.

(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 be provided in accordance with Part 6 of the Zoning Code.

(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 **April 3rd, 2025** 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 **2025-0209** be **APPROVED WITH CONDITION** with the following exhibits:

1. The original legal description dated January 28, 2025
2. The original written description dated January 28, 2025
3. The original site plan dated October 15, 2024

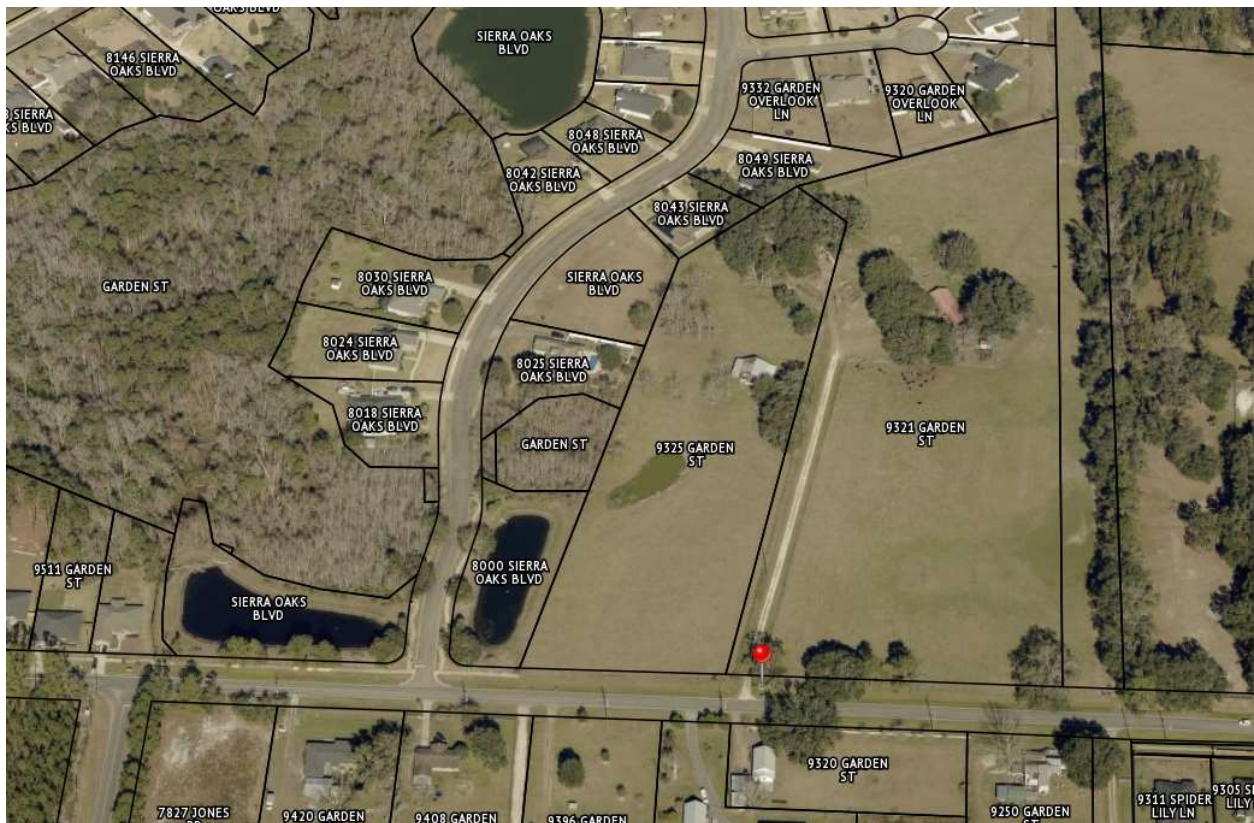
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0209** be **APPROVED WITH THE FOLLOWING CONDITION:**

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.



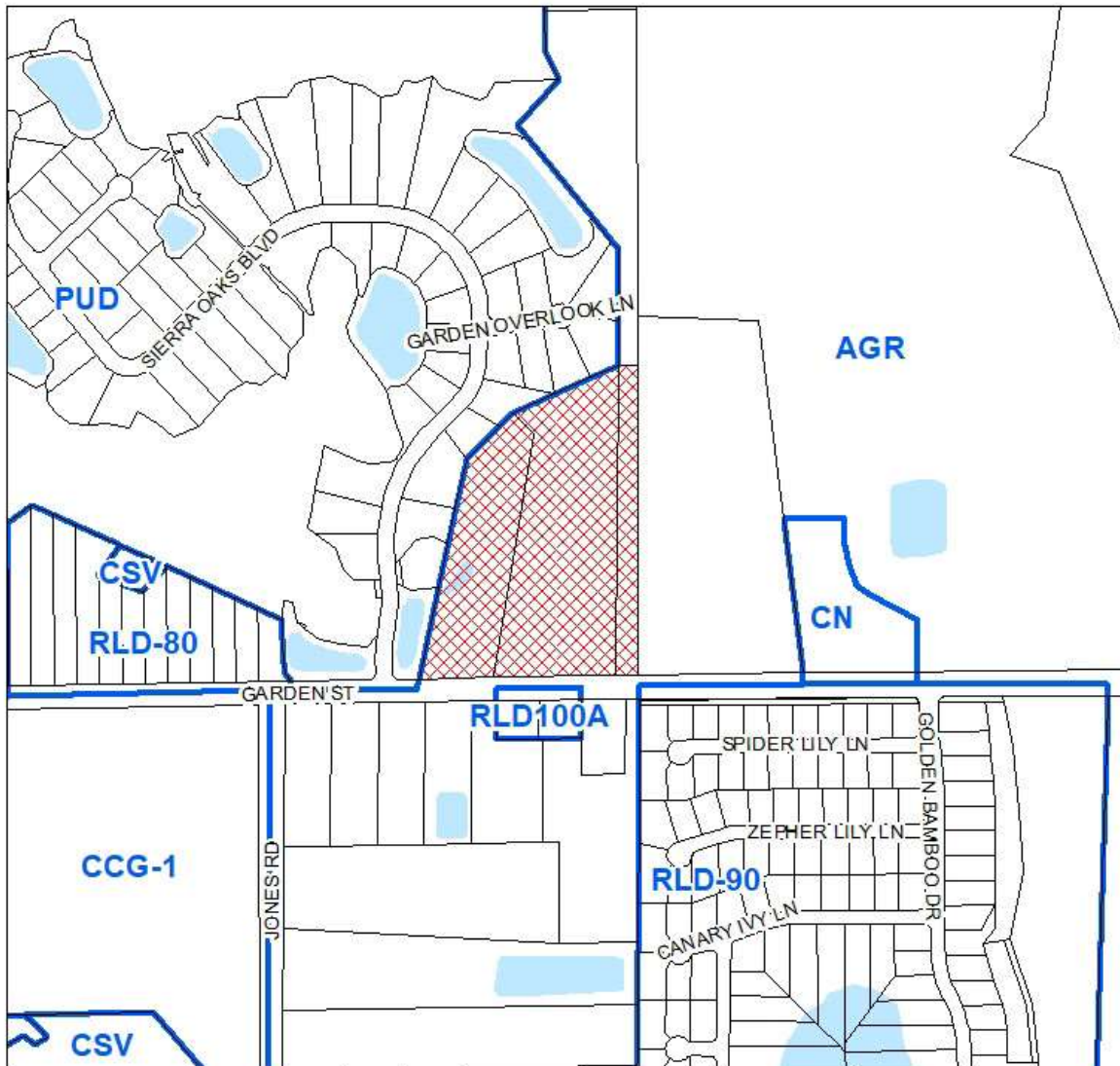
Source: JaxGIS

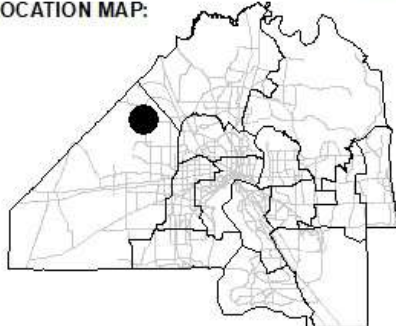

Aerial view of the subject property facing North.



Source: JaxGIS

View of the Highland Chase subdivision that was approved under PUD 2018-0523-E for lots meeting the RLD-50 zoning standards.



<p>REQUEST SOUGHT:</p> <p>FROM: AGR</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>0 200 400 800 Feet</p> <p>COUNCIL DISTRICT: 12</p>
<p>ORDINANCE NUMBER ORD-2025-0209</p>	<p>TRACKING NUMBER T-2025-6067</p>	<p>EXHIBIT 2 PAGE 1 OF 1</p>