



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

July 17, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report

Ordinance No.: 2025-0131

Application for: Middleburg Townhome PUD

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairperson Carlucci 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 w/ Conditions**

1. **Off-street parking will be provided in accordance with Part 6 of the City's Zoning Code except that no guest parking shall be required for townhome units functioning as private personal residence which each have both a garage and driveway that meet City of Jacksonville design ordinances.**
2. **The site access drive shall either be situated directly west and opposite Steamboat Springs Dr. or else be located more than 75 feet away from the intersection in a location to be approved by the Development Services Division and the Traffic Engineering Department.**

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

1. **Off-street parking will be provided in accordance with Part 6 of the City's Zoning Code except that no guest parking shall be required for townhome units functioning as private personal residence which each have both a garage and driveway that meet City of Jacksonville design ordinances.**
2. **The site access drive shall either be situated directly west and opposite Steamboat Springs Dr. or else be located more than 75 feet away from the intersection in a location to be approved by the Development Services Division and the Traffic Engineering Department.**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated September 28, 2023.
2. The Revised Written Description dated July 10, 2025.
3. The Original Site Plan dated May 31, 2025.

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **8-0**

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

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 2025-0131 TO
PLANNED UNIT DEVELOPMENT

JULY 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 **2025-0131** to Planned Unit Development.

<i>Location:</i>	4370 Old Middleburg Road, between 103 rd Street and Fouraker Road
<i>Real Estate Numbers:</i>	013139 0020
<i>Current Zoning District:</i>	Residential Rural-Acre (RR-Acre)
<i>Proposed Zoning District:</i>	Residential Medium Density-A (RMD-A)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	District 4
<i>Council District:</i>	District 12
<i>Applicant/Agent:</i>	Patrick Honore Axod Group Inc. 12353 Harbor Winds Drive North Jacksonville, Florida 32225
<i>Owners:</i>	Barati Enterprise Inc. 4770 Barnes Road, Suite 4 Jacksonville, Florida 32207
<i>Staff Recommendation:</i>	APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Rezoning **2025-0131** seeks to rezone approximately 1.68 acres of land from Residential Rural-Acre (RR-Acre) to a Planned Unit Development to permit twelve (12) townhomes. There is a companion Land Use Amendment, **Ordinance 2025-0130 (L-5882-23C)** which seeks to amend the land use from Low Density Residential (LDR) to Medium Density Residential (MDR).

The subject property has frontage along Old Middleburg Road, which is classified as a collector roadway. Currently, the section of Old Middleburg Road from 103rd Street to Wilson Boulevard is operating at 63% capacity. Approval of the land use amendment and companion rezoning will allow for a greater variety of housing options that address projected growth in the area.

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 1.68-acre subject site is located along the west side of Old Middleburg Road North, between Noroad and Fouraker Road. Old Middleburg Road and Fouraker Road are classified as collector roadways on the City's Functional Highway Classifications Map. The subject site is within Council District 12, Planning District 4, and in the Suburban Development Area. The applicant is proposing a rezoning from RR-Acre to RMD-A and a companion land use amendment from LDR to MDR, which is pending concurrently with the rezoning application pursuant to Ordinance 2025-130.

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. MDR in the Suburban Development Area permits residential densities at a minimum of seven (7) units per acre and up to 20 units per acre when abutting land in the LDR or Rural Residential (RR) land use category (as in the case of the subject site).

In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in MDR shall be the same as allowed in LDR without such services:

- The maximum gross density shall be two (2) units per acre and the minimum lot size shall be half an acre when both centralized potable water and wastewater are not available.
- The maximum gross density shall be four (4) units per acre and the minimum lot size shall be $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available.

The applicant has provided a JEA Availability Letter, dated March 17, 2023, as part of the rezoning application. According to the letter, a 16-inch water main is located within the Old Middleburg Road North right-of-way. No sewer main abuts the property. A sewer main extension will be required from the existing 6-inch force main approximately 1,200 feet south of the subject site within the right-of-way at the intersection of Old Middleburg Road North and Noroad. The MDR land use category requires connection to centralized water and sewer to develop multi-family dwellings, including townhomes. The applicant has submitted a notarized centralized water and sewer connection binding acknowledgment with their land use application, stating that they agree to develop the property in accordance with all applicable centralized water and sewer requirements.

The proposed rezoning to RMD-A 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):

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

The proposed rezoning with further this goal by providing a greater variety of housing options to meet the projected growth of the city.

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.

The proposed rezoning will meet this objective by allowing for the development of an existing vacant and underutilized parcel.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

The proposed rezoning will further this policy by allowing townhomes to be consistent with the zoning standards of the RMD-A zoning district. These standards are compatible with the densities of the surrounding area.

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 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 (**2025-0130 / L-5882-23C**) which seeks to amend the portion of the site in 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 the subject parcel for twelve (12) townhomes. 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 twelve townhomes.

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.

The use of existing and proposed landscaping: Landscape and tree protection will be provided in accordance with Part 12 of the City's Zoning Code (Landscape and Tree Protection regulations) with the following exceptions:

1. A 10-foot natural buffer area will be installed along the perimeter adjacent to Old Middleburg Road, instead of the 20-foot buffer required per 656.1222. All other requirements of 656.1222 shall be met.

After discussion with the Council Member and neighbors, the following will be installed.

- a) An 8-foot privacy fence will be installed along the southern property line
- b) The existing natural tree buffer along the southern property line will be maintained to serve as a visual barrier. The width of the buffer shall conform to Part 12 requirements.

(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 subject property is located on Old Middleburg Road North, approximately $\frac{3}{4}$ of a mile north of 103rd Street. The proposed rezoning is to allow for townhomes. The surrounding areas and uses are primarily residential with single-family subdivisions located to the north, south, and east. The subject property also directly abuts wetlands/a subdivision's common area to the north. Staff also notes that there is a multi-family complex located northeast of the subject property, along Gregory Drive. Therefore, the proposed rezoning to a district that allows for townhomes is consistent with the surrounding area. Nevertheless, the surrounding uses, land use categories, and zoning districts are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Property Use
North	LDR	PUD 2002-0008-E	Single-family dwellings
South	MDR	PUD 1998-0491-E	Single-family dwellings
East	MDR	PUD 1998-0491-E	Single-family dwellings
West	LDR	RR-Acre	Single-family dwellings

(6) Intensity of Development

The proposed development is consistent with the proposed MDR and CGC functional land use categories.

The availability and location of utility services and public facilities and services: The MDR land use category requires connection to centralized water and sewer to develop multi-family dwellings, including townhomes. The applicant has submitted a notarized centralized water and sewer connection binding acknowledgment with their land use application, stating that they agree to develop the property in accordance with all applicable centralized water and sewer requirements.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 1.6 acres and is located on Old Middleburg Road North, a collector roadway, and south of Fouraker Road, another collector road. Old Middleburg Road N between 103rd Street and Wilson Boulevard is currently operating at 63% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 23,520 (vpd) and average daily traffic of 14,881 vpd. Fouraker Road between Old Middleburg Road N and Herlong Road is currently operating at 31% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 22,400 (vpd) and average daily traffic of 6,878 vpd.

The applicant requests 12 townhomes (ITE Code 215) which could produce 86 daily trips.

Furthermore, the following comments were issued from the Development Services Division Traffic Technician. Staff supports their findings and forwards to you the following:

Upon review of the referenced application, and based on the information provided to date, the Development Services Division has the following Traffic comments:

1. Off-street parking will be provided in accordance with Part 6 of the City's Zoning Code except that no guest parking shall be required for townhome units functioning as private personal residence which each have both a garage and driveway that meet City of Jacksonville design ordinances.
2. The site access drive shall either be situated directly west and opposite Steamboat Springs Dr. or else be located more than 75 (seventy-five) feet away from the intersection in a location to be approved by the Development Services Division and the Traffic Engineering Department.

Please understand that this does not constitute approval of the design elements. Approval of the design elements (driveway location, dimensions, roadway geometry, traffic circulation, etc.) shall be facilitated through the submission of 10- set and 10-set review process.

(7) Usable open spaces plazas, recreation areas

The project will be developed in accordance with Section 656.420 of the Zoning Code and 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

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

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

Off street parking will be provided in accordance with Part 6 of the City's Zoning Code (Off-street Parking and Loading Regulations) (2022), except that no guest parking spaces shall be required for townhomes with 2-car garages or 1-car garages for townhomes with two (2) units within the building with enough paved driveway space between the garage façade and edge of pavement to allow for another parking spot, as applicable.

(11) Sidewalks, trails, and bikeways

The development will be required to install sidewalks in accordance with the 2045 Comprehensive Plan. 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.

SUPPLEMENTARY INFORMATION

The applicant provided photo documentation that the Notice of Public Hearing signs were posted on March 14, 2025.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2025-0131** be **APPROVED WITH CONDITIONS** with the following exhibits:

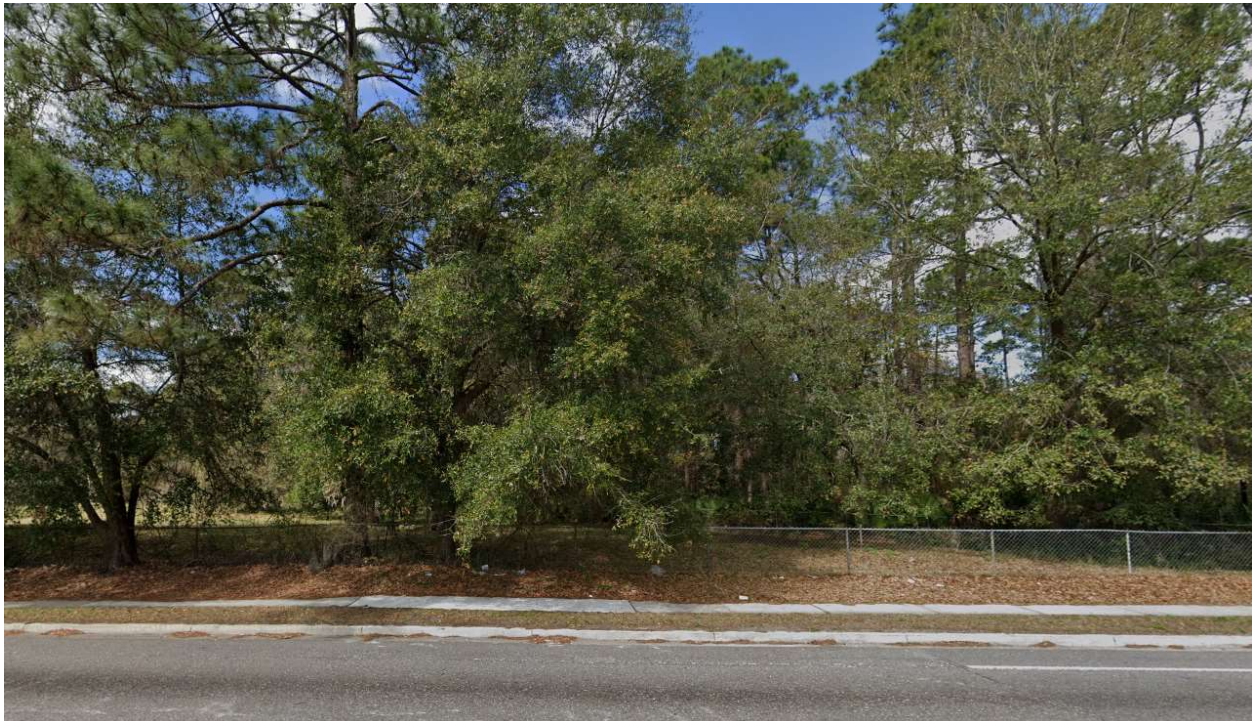
The original legal description dated September 28, 2023
The revised written description dated July 10, 2025
The original site plan dated May 31, 2025

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0131** be **APPROVED WITH THE FOLLOWING CONDITIONS:**

1. Off-street parking will be provided in accordance with Part 6 of the City's Zoning Code except that no guest parking shall be required for townhome units functioning as private personal residence which each have both a garage and driveway that meet City of Jacksonville design ordinances.
2. The site access drive shall either be situated directly west and opposite Steamboat Springs Dr. or else be located more than 75 feet away from the intersection in a location to be approved by the Development Services Division and the Traffic Engineering Department.



Aerial view of the subject property facing north.



View of the subject property from Old Middleburg Road.

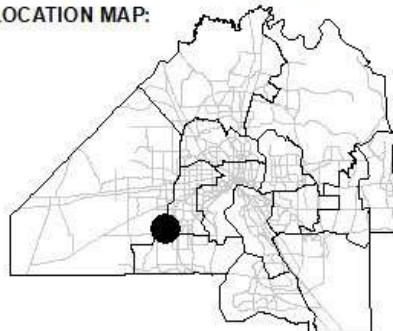


REQUEST SOUGHT:

FROM: RR-ACRE

TO: PUD

LOCATION MAP:



0 100 200 400
 Feet

COUNCIL DISTRICT:

12

ORDINANCE NUMBER

ORD-2025-0131

TRACKING NUMBER

T-2023-5235

EXHIBIT 2
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