

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0723 TO
PLANNED UNIT DEVELOPMENT

OCTOBER 23, 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 **2025-0723** to Planned Unit Development.

<i>Location:</i>	0 New Kings Road & 0 Old Kings Road; Between Dunn Avenue and Old Kings Road
<i>Real Estate Number(s):</i>	003826-0150; 003811-0150; 003811-0100; 003811-0200 (portion); 003826-0100 (portion)
<i>Current Zoning District(s):</i>	Planned Unit Development (2005-0557-E)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Community / General Commercial (CGC)
<i>Planning District:</i>	North, District 6
<i>Council District:</i>	District 8
<i>Applicant/Agent:</i>	Courtney Gaver, Esq. Rogers Towers, P.A. 1 Independent Drive, Suite 1200 Jacksonville, Florida 32202
<i>Owner:</i>	Sarahs Walk, LLC 12412 San Jose Blvd. Suite 303 Jacksonville, Florida. 32223
<i>Staff Recommendation:</i>	APPROVE with CONDITION

GENERAL INFORMATION

Application for Planned Unit Development 2025-0723 seeks to rezone approximately 17.50 acres of land from PUD to PUD. The original PUD allowed for this area to be developed with single family homes with a commercial portion fronting New Kings Road to be developed with CN uses. The proposed PUD is being sought to modify the 2005 PUD to allow the removal of proposed

single-family homes for a larger commercial area and seeks to have CCG-1 and CCG-2 uses while maintaining an internal connectivity route to the western half of the original PUD which will maintain its development rights for a single-family subdivision.

The PUD differs from the normal code by allowing a mix of CCG-1 and CCG-2 uses, while limiting the overall allowed uses of the two districts. The PUD also provides a site specific site plan with an established access road location for the remaining single family development portion of the 2005 PUD.

The previous PUD (2005-0557) was approved with five conditions:

- 1.) Development shall proceed in accordance with the Traffic Engineering Division Memorandum dated May 16, 2005, and attached hereto as exhibit 4, and the Transportation Planning Division memorandum dated May 5, 2005, and attached here to as Exhibit 5, or as otherwise approved by the Traffic Engineering Division and the Planning and Development Department.
- 2.) Full urban services, City Water and City Sewer shall be provided to the site.
- 3.) A buffer between uncomplimentary uses, as defined in Section 656.1216, Zoning Code, shall be constructed along the northern boundary of the project, or as otherwise approved by the Planning and Development Department.
- 4.) The site plan shall be revised to eliminate closure of the unopened road for the south 970 +/- feet.
- 5.) For interconnectivity/cross access easements with surrounding properties, the applicant or his successor shall provide a sixty foot wide improved cross access easement through the property to the unopened right-of-way south of the development; or dedicate a sixty foot wide easement to the City for a potential right-of-way connecting to the unopened right-of-way south of the development; or provide an off-site wetlands survey illustrating how wetlands preclude the use and improvement of a cross access easement, all subject to the review and approval of the Planning and Development Department.

The Planning Department has reviewed the conditions of the 2005 PUD and does not recommend transferring them to the proposed PUD. The new PUD will be subject to the 2025 Transportation Memorandum; the subject site is required to be served by City Utilities for commercial uses per the Comprehensive Plan; and the new development is subject to the buffer and landscape requirements of Part 12 of the Zoning Code. In regards to the right of way, the southern portion of the unopened right of way is still active today, and the proposed cross access between the development and any additional parcels is addressed in the Written Description.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 17.50-acre subject site is located west of the intersection of New Kings Road, an FDOT Principal Arterial Roadway, and Dunn Avenue, a Minor Arterial Roadway. Running from the northwest of the site to the southeast is Sarahs Walk Drive, a local roadway. The property is located within the Community / General Commercial (CGC) land use category, the Suburban Development Area, Council District 8, and Planning District 6 (North).

According to the Category Descriptions of the Future Land Use Element (FLUE), CGC is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. CGC in the Suburban Area is intended to provide development in a nodal development pattern. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

The maximum gross density for CGC in the Suburban Area shall be 20 units/acre and there shall be no minimum density unless otherwise stated in the Comprehensive Plan. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Medium Density Residential (MDR) without such services. While CGC allows residential uses, the PUD Written Description dated September 5, 2025, does not list residences as a permitted or permissible use.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses, density and intensity requirements of the CGC category described in the 2045 Comprehensive Plan.

(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:

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.

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 1.1.22 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.

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 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

(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 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 within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Community / General Commercial (CGC).. The Planning Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as 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 lands for commercial development. Thus, 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 separation and buffering of vehicular use areas and sections of vehicular use areas: The site plan does not show the vehicle use buffer areas, but does address them in the written description by stating the site will meet parking standards of Part 6 with some exceptions. The exceptions do not alleviate the project from the required landscape buffers of Part 6 or Part 12 of the code.
- Compatible relationship between land uses in a mixed use project: The PUD contains uses that are found in the CCG-1 and CCG-2 Zoning Districts which are compatible with each other. The proposed PUD is buffered from the remaining Single Family Developable area west of the site through a large wetland buffer area.
- Traffic and pedestrian circulation patterns: The site will be served by an internal right-of-way network which will be comprised of both vehicle and pedestrian pathways. The proposed site plan shows the site being served by 3 entry and exit points from New Kings Road which is subject to the review and approval of FDOT.
- **Transportation Planning Division Comments:** The subject site is approximately 17.5 acres and is located northwest of the intersection between New Kings Road, an FDOT principal arterial roadway, and Dunn Avenue, a minor arterial roadway. New Kings Road between the Nassau County Line and Dunn Avenue is currently operating at 42% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 15,400 vpd.

The applicant is requesting 431,680 SF of commercial (ITE Code 820) which could produce 15,709 daily trips.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning Department finds that external compatibility is achieved by the following:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The surrounding area over time has been rezoned and developed as a mix of commercial, industrial, and residential properties. The area surrounding the site has seen major growth over the last 20 years. East of the subject site is the Dunn Village commercial shopping center which has the Rolling River Estates neighborhood, which was developed in the early 2000's directly behind it. North of the subject site is industrial and is made up of a warehouse and auto sales use. South of the subject site is undeveloped with IBP and PUD Zoning. The PUD portion directly south of the subject site is part of the 2005 PUD and is made up of the Trout River, and Little Trout River. West of the Subject site is the remaining single family portion of the original PUD.
- The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LI	IL	Warehouse / Auto Sales
South	LI/CGC	IBP/PUD	Trout River / Vacant Timber
East	CGC	PUD	Dunn Village Shopping Center
West	CGC	PUD	Vacant Timber

(6) Intensity of Development

The proposed development is consistent with the Community / General Commercial (CGC) functional land use category as a commercial development. The PUD is appropriate at this location because the PUD will provide an additional commercial area along New Kings Road near the intersection of Dunn Avenue. There is a large number of residential uses which have been approved off of Dunn Avenue and Braddock Road to the east of the site, the proposed commercial center will serve these areas and the surrounding area as a whole.

- The availability and location of utility services and public facilities and services: JEA indicates there is a 16 inch water main and a 6 inch sewer main under New Kings Road.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site will be accessed from New Kings Road, a 4 lane FDOT Principal Arterial Roadway, which has direct access to Interstate 295 approximately 2.15 miles south of the subject site.

FDOT Comments: FDOT has reviewed the project & has no comments as the existing plan is just a plot subdivision. FDOT encourages the developer to submit updates on this project as it builds out for FDOT review where more accurate traffic generation analysis can be provided.

(7) Usable open spaces plazas, recreation areas.

The proposed project is a commercial development, but will follow the open space requirements of the 2045 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 identify wetlands on-site. Any development impacting wetlands is required to 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.

In the event the Owner or a subsequent owner of the Property or a portion of the Property decides to make alterations or improvements to the Property, such alterations or improvements shall be provided in accordance with Part 6 of the Zoning Code, with the following additional and superseding provisions:

1. Parking requirements shall be applied taking into consideration all proposed uses and the entire PUD site as a whole. For individual uses, which may or may not own their sites in fee simple, required parking, including bicycle parking, may be provided “off-site” within the PUD and may be shared with other uses, as long as the PUD in its entirety provides sufficient parking for all proposed uses. Parking standards shall be applied within the PUD without regard to property ownership boundaries which may exist, currently or in the future, among individual uses.
2. The minimum and maximum number of parking spaces requirements in Part 6 of the Zoning Code are hereby waived.
3. The PUD permits a mix of surface parking, enclosed parking garages or parking structures, and attached garage parking.
4. Up to thirty-five percent (35%) of the parking spaces may be compact spaces.
5. Loading and trash removal will generally take place off-street at locations designated by the property owner(s) for such activities.

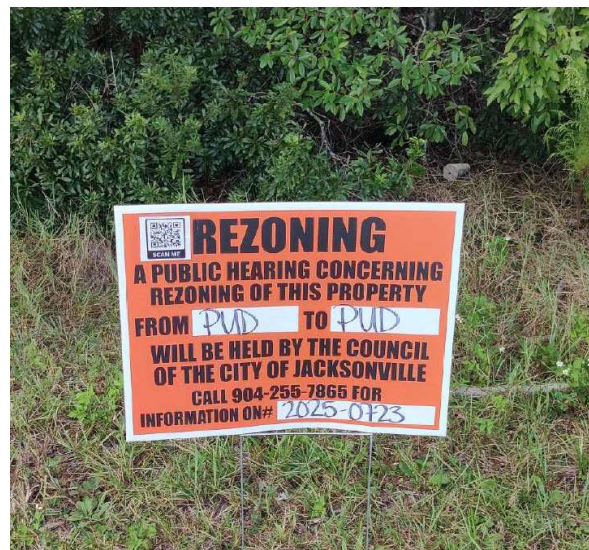
6. There shall be a minimum of two (2) bicycle parking spaces for each commercial use within the PUD. For multi-tenant buildings with multiple uses, there shall be one (1) space per 5,000 square feet of floor area, with a minimum of two (2) spaces.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

An signed sign posting affidavit was submitted by the applicant on October 8, 2025, the required Notice of Public Hearing sign was posted.



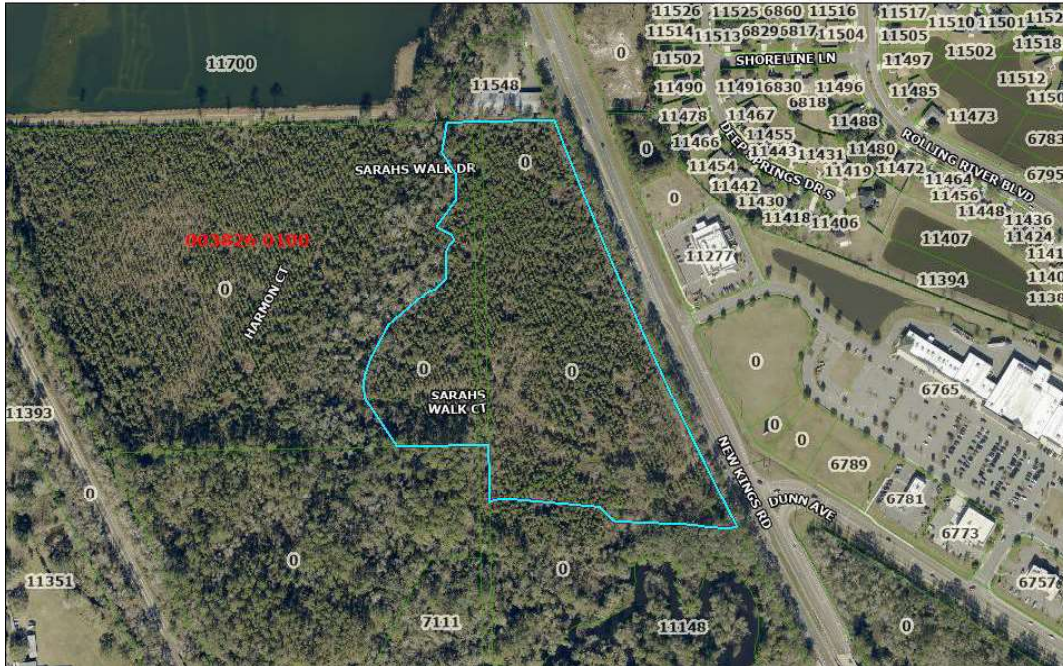
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0723** be **APPROVED with the following exhibits:**

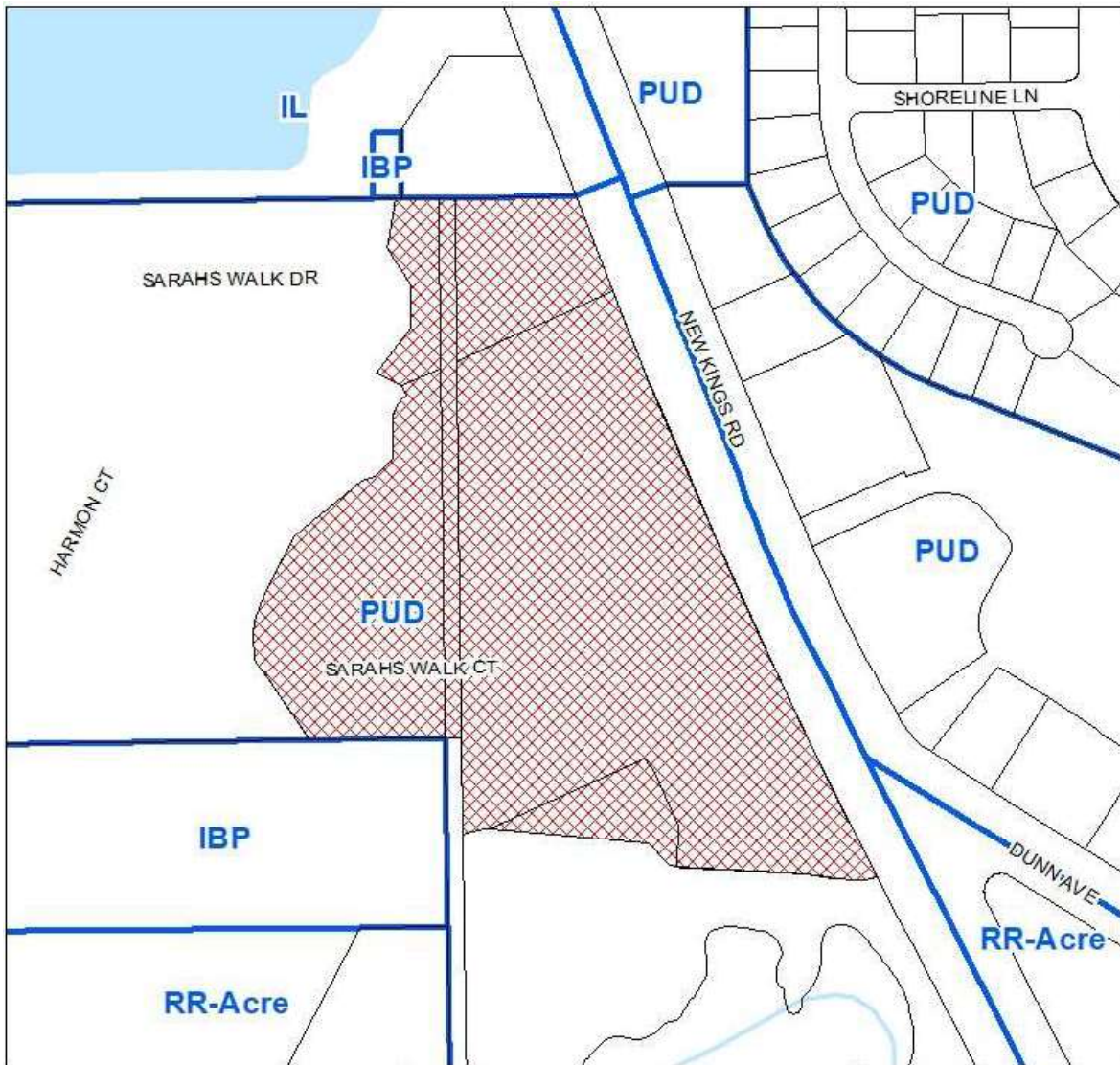
1. The original legal description dated May 21, 2025
2. The original written description dated September 5, 2025
3. The original site plan dated September 4, 2025

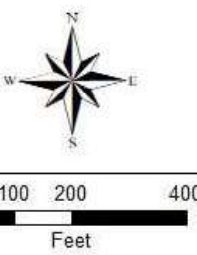
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0723** be **APPROVED with ONE CONDITION:**

1.) 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).



Aerial view of subject property



REQUEST SOUGHT: FROM: PUD TO: PUD	LOCATION MAP: 	 COUNCIL DISTRICT: 8
ORDINANCE NUMBER ORD-2025-0723	TRACKING NUMBER T-2025-6384	EXHIBIT 2 PAGE 1 OF 1

Legal Map