



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
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November 6, 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.: 2025-0754

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 Department Recommendation: **Approve**

Planning Commission Recommendation: **Approve**

Planning Commission Commentary: There were no speakers in opposition and little discussion amongst the commissioners.

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Mon'e Holder, Vice Chair	Absent
Michael McGowan, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Erin L. Abney', with a stylized, flowing script.

Erin L. Abney, MPA

Chief, Current Planning Division
Planning Department
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REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0754

NOVEMBER 6, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendations regarding Application for Rezoning Ordinance **2025-0754**.

<i>Location:</i>	0 Veronica Street, between Post Street and Edgewood Avenue
<i>Real Estate Number(s):</i>	079064-0020
<i>Current Zoning District(s):</i>	Planned Unit Development (1993-0249)
<i>Proposed Zoning District:</i>	Residential Low Density (RLD-60)
<i>Current Land Use Category:</i>	Public Buildings and Facilities (PBF)
<i>Proposed Land Use Category:</i>	Low Density Residential (LDR)
<i>Planning District:</i>	Northwest, District 5
<i>Council District:</i>	District 7
<i>Applicant/Owner</i>	Chris Middlebrooks Asher REI, LLC 3016 Alvarado Avenue Jacksonville, FL 32217
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Rezoning Ordinance **2025-0754** seeks to rezone 0.11 acres of land from the Planned Unit Development (PUD 1993-249-E) Zoning District to Residential Low Density (RLD-60) to utilize the property as a single-family residential home. The lot was originally recorded as lot #10, block #1 on the map of Sappington Subdivision of Part of Block 76 Edgewood (Plat Book 3 Page 29) in 1909. The parcel is considered a lot of record and is entitled to one single family dwelling in the RLD zoning district

The 0.11 -acre site is located at Veronica Street, between Post Street and Edgewood Avenue. According to the City's Functional Highways Classification, Veronica Street is a public

maintained roadway is a collector roadway, Edgewood Ave S is a collector roadway, and Post Street is a minor arterial roadway. Additionally, the site is located within the Urban Area in Council District 7 and Planning District 5 (Northwest).

The applicant seeks to rezone the subject site from PUD to RLD-60 alongside changing the land use from PBF to LDR. The applicant is also proposing a companion Future Land Use Map (FLUM) Land Use Amendment, **L-6069-25C (Ordinance 2025-0753)**, from Public Buildings and Facilities (PBF) to Low Density Residential (LDR). The current PUD, adopted in 1993, utilizes the current property and the property located south of this one as an adult care facility and housing for the elderly. The applicant wishes to bring his property out of the PUD ordinance so that it can be used as a single-family home. The site is already developed with a single-family dwelling, adhering to the lot and setback requirements set forth in the zoning code. The Planning Department is recommending approval of this rezoning, provided that the land use amendment to change the land use from PBF to LDR is also approved.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to Section **656.125** of the Zoning Code, an applicant for a proposed rezoning bears the burden of proving, by substantial competent evidence, that the proposed rezoning is consistent with the City's comprehensive plan for future development of the subject parcel. In determining whether a proposed rezoning is consistent with the 2045 Comprehensive Plan, the Planning and Development Department considers several factors, including (a) whether it is consistent with the functional land use category identified in the Future Land Use Map series of the Future Land Use Element; (b) whether it furthers the goals, objectives and policies of the Comprehensive Plan; and (c) whether it conflicts with any portion of the City's land use regulations. Thus, the fact that a proposed rezoning is permissible within a given land use category does not automatically render it consistent with the 2045 Comprehensive Plan, as a determination of consistency entails an examination of several different factors.

1. Is the proposed rezoning consistent with the 2045 Comprehensive Plan?

Yes. The Planning Department finds that the subject property is located in the PBF functional land use category as defined by the Future Land Use Map series (FLUMs adopted as part of the 2045 Comprehensive Plan. There is a companion Application for Small-Scale Land Use Amendment to the Future Land Use Map Series **L6069-25C (Ordinance 2025-0753)** that seeks to amend the portion of the site that is within the PBF land use category to LDR. Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series L-6069-25C be approved, provided that this rezoning application is also approved. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code.

Generally, single-family detached housing should be the predominant development typology in the LDR land use category. The maximum gross density in the Urban Area shall be 7 units/acre when centralized potable water and wastewater services are available to the site and there shall be

no minimum density. The maximum gross density shall be 2 units/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 4 units/acre, and the minimum lot size shall be ¼ of an acre if either one of centralized potable water or wastewater services are not available.

According to **Section 656.704** of the City Ordinance Code, lots that met the minimum lot requirements of the zoning district in which it was located at the time it was recorded prior to the effective date of the comprehensive plan are permitted to build one single-family dwelling. The site's status as a lot of record allows for the construction of a single-family dwelling without meeting the density requirements of the underlying land use category.

RLD-60 is a primary zoning district in the LDR land use category and is consistent with the proposed use of LDR, pursuant to Ordinance 2025-753. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code.

2. *Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?*

Yes. This proposed rezoning to Residential Low Density (RLD-60) is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element:

Development Area: Urban Area (UA):

Urban Area (UA): The UA is the second-tier Development Area and generally corresponds to the densely developed portions of the City that have been in residential or with employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Like the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also, like the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles travel. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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

- 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.
- 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.

Airport Environment Zone

Height and Hazard Zone

The site is located within the 500-foot Height and Hazard Zone for the Herlong Recreational Airport and the Jacksonville Naval Air Station (NAS Jax). 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)**.

Adaptation Action Area (AAA)

One hundred percent (100%) of the application site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

3. Does the proposed rezoning conflict with any portion of the City's land use regulations?

No. The Planning Department finds that the proposed rezoning does not conflict with against any portion of the City's land use regulations. The proposed land use amendment will change the land use from PBF to LDR. The proposed rezoning will allow a continuance of residential development in the area and provide a greater variety of housing types and services. The applicant requests one single family home, (ITE code 210) which could produce up to nine daily trips. There will be little to no impacts on the City's transportation network.

SURROUNDING LAND USE AND ZONING

The subject property is located on Garden Street with the surrounding uses, land use categories and zoning as follows:

Adjacent Properties	Land Use Category	Zoning District	Current Use
North	LDR	RLD-60	Single-Family
East	PBF	PUD (1993-0249)	Single Family
South	PBF	PUD (1993-0249)	Retirement/Nursing Home/Adult Care Facility
West	LDR	RLD-60	Single-Family

Therefore, the proposed rezoning to RLD-60 will be consistent and compatible with the surrounding residential uses in the area.

SUPPLEMENTARY INFORMATION

Upon the signed notice of public hearing sign affidavit provided by the applicant and visual inspection of the subject property on **October 8, 2025**, the required Notice of Public Hearing sign **was** posted:

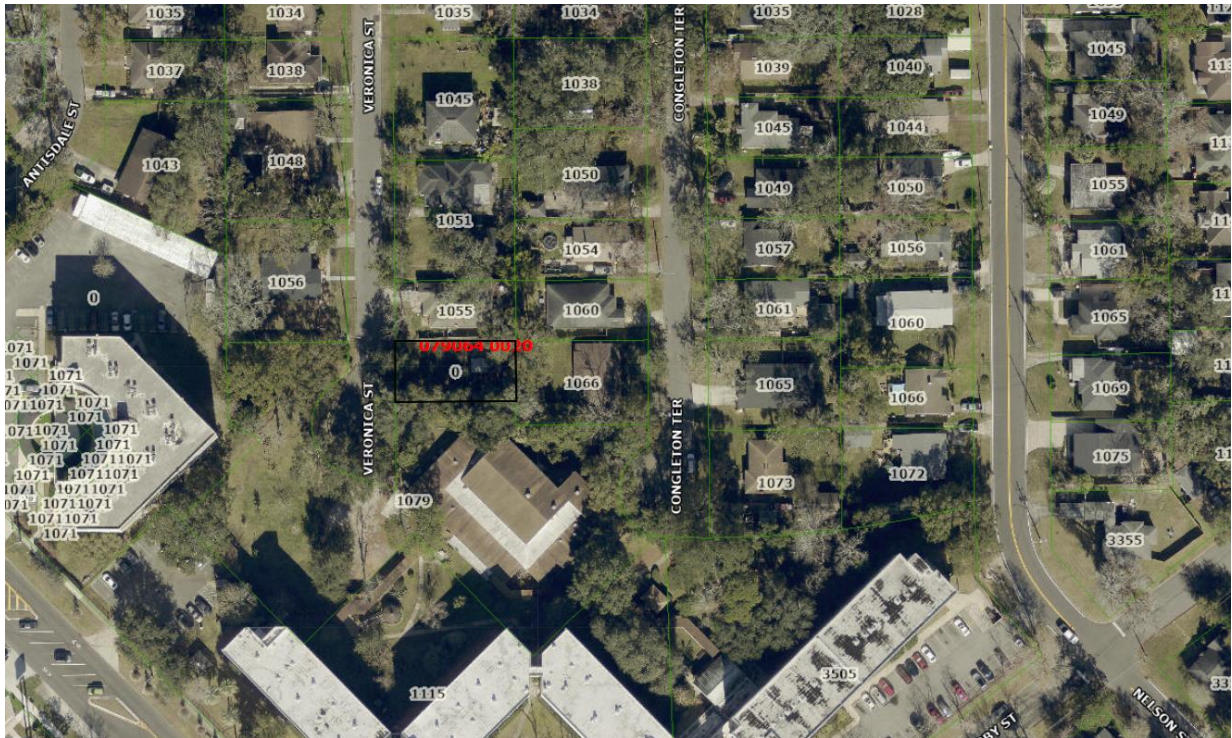
Figure A:



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0754** be **APPROVED**.

Figure B:



Source: Planning Department, 2025
Aerial View of Subject Property, Facing North

Figure C:



Source: Planning Department, 10/8/2025
View of Subject Property, Facing East

Figure D: Legal Map

