

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0006 TO
PLANNED UNIT DEVELOPMENT

FEBURARY 6, 2025

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 **2025-0006** to Planned Unit Development.

Location: 0, 8691 Commonwealth Road and 0, 8600 Stocks Road between Jones Road and Bulls Bay Highway

Real Estate Number(s): 004623-0000; 004868-0010; 004737-0000;
004549-0010; 004548-0000

Current Zoning District(s): Residential Rural-Acre (RR-Acre)
Agriculture (AGR)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: Northwest, District 5

Council District: District 12

Applicant/Agent: Cyndy Trimmer, Esq.
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Owner: George R. Gross Family Trust
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8961 Commonwealth Avenue
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Staff Recommendation: **APPROVE with CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development 2024-0006 seeks to rezone approximately 124.43 acres of land from Residential Rural-Acre (RR-Acre) and Agriculture (AGR) to PUD. The rezoning to PUD is being sought to allow a maximum of 285 Single Family Dwellings. The proposed lots will range between 40 and 50 feet in width and 4,000 and 5,000 square feet in area, and will be accessed from a single point along Commonwealth Avenue. The PUD is different from the normal code by limiting the overall number of lots to 285, while adding a further restriction that only 133 of the lots may be less the 50 feet in width. The PUD also requires buffers and fencing along the north, east, and southern property boundaries.

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 124.43-acre subject property is on the north side of Commonwealth Avenue, a collector roadway. The property is located within the Low Density Residential (LDR) land use category within the Suburban Development Area, in Council District 12, and Planning District 5 (Northwest).

Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided.

The maximum gross density in the Suburban 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; except as provided herein. 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 one-quarter of an acre if either one of centralized potable water or wastewater services are not available.

Based on the JEA availability letter submitted with the application, there is an existing 12-inch sewer force main along Commonwealth Avenue adjacent to the property, and an existing 16-inch water main along Commonwealth Avenue approximately 7,000 feet east of the property. Based on the acreage of the property and the availability of JEA services, the maximum density allowed for the site is 871 dwelling units. The development will limit the residential units to 285 single-family

dwellings which is consistent with the maximum density allowed within the Low Density Residential (LDR) land use category.

There are wetlands on the site associated with Six-mile Creek. The site plan indicates the wetlands will be avoided in the development with minimal impact. Please see detailed review of wetlands below.

The uses listed in the written description and proposed rezoning to PUD are consistent with requirements of 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 of economic benefit and 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.

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 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development

- Building orientation
- Site layout
- Parking layout

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 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 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 within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as 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 lands for a maximum of 69 townhomes. 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 streetscape: The streetscape will be similar to the traditional single family subdivision developments. The PUD site plan shows a connected internal road network with access along Commonwealth, and emergency access to and from Stock Road.
- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The Written Description indicates that the development will meet the open space and recreation space requirements of the 2045 Comprehensive Plan.
- Traffic and pedestrian circulation patterns: The PUD Site Plan shows a single access point along Commonwealth Avenue which leads to a standard neighborhood roadway design with three roads ending in Cul-De-Sacs.

Transportation Planning Division Comments: The subject site is approximately 124.43 acres and is located on Commonwealth Avenue, a collector roadway, east of Jones Road and west of Bulls Bay Highway, which are also collector roadways. Commonwealth Avenue between Imeson Road and Jones Road is currently operating at 19% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 22,400 (vpd) and average daily traffic of 4,213 vpd.

The applicant requests 285 single-family dwelling units (ITE Code 210) which could produce 2,688 daily trips.

- The use and variety of building setback lines, separations, and buffering: The PUD is using setbacks that are similar to the standards in the Zoning Code. Additionally, the smaller lot sizes will be limited to the interior of the development and the larger lots along the exterior as a buffer between the surrounding residences.
- Landscaping: Landscaping shall be provided as required pursuant to Part 12 of the Zoning Code, except that a minimum six (6) tall foot vinyl fence shall be provided along the eastern and southern boundaries and the following minimum buffers shall be required where single-family dwellings are developed: Northern Boundary 10 feet, Eastern and Southern Boundaries 20 Feet.

(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 area surrounding the site is primarily residential in nature with larger lots. There is a mix of agricultural and commercial uses, and some outdoor storage north of the site.
- 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	LDR	RR-Acre	Single family subdivision
South	LDR	RR-Acre	Single family subdivision
East	LDR	RR-Acre; PBF-1	Single family subdivision
West	LDR	RR-Acre	Single family subdivision

(6) Intensity of Development

The proposed development is consistent with the Low Density Residential (LDR) functional land use category as a townhome development. The PUD is appropriate at this location because it will offer housing options for the area.

- The availability and location of utility services and public facilities and services: JEA indicates there are an 16 inch water main and an 12 inch force sewer main along Commonwealth Avenue.
- School Capacity:

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Thomas Jefferson ES #154	1	33	537	467	87%	75%
Jean Ribault MS #212	1	14	1068	519	49%	49%
Ed White HS #248	2	22	2077	1684	81%	75%
		69				

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-.119

MS-.050

HS-.078

0.248

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (102,110) by the number of total permitted housing units (411,541) for the same year, generating a yield of 0.248.

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: Commonwealth Avenue is a Collector Roadway which leads to Interstate 295 to the east.

The City's Traffic Engineering reviewed the plan and left the following comments:

- 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).
- 2.) The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in the Land Development Procedures Manual Volume 3: Standard Details, Plate P-127.

- 3.) The centerline radius of the roadway curves shall be a minimum of 80'
- 4.) The "Emergency Access", if allowed, shall not be dedicated to the City of Jacksonville. Appropriate signage and/or pavement marking shall be used to identify this as an emergency access.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of active recreation area per 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 the site. Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.

(9) Listed species regulations

A wildlife survey for the site was conducted in July of 2024 by Beth Breeding LLC. One protected species was observed on site in the Gopher Tortoise. Any removal, disruption, or movement of the species will need to adhere with any Local, State, and Federal rules and regulations.

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

The Written Description states the site will be developed with a minimum of 2 spaces per unit. Guest parking will be provide at a rate of 1 space per three units and may be provided on-street or off-street. Loading Spaces will be provided per Part 6 of the Code.

(11) Sidewalks, trails, and bikeways

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

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on January 30, 2024, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2025-0006** be **APPROVED with the following exhibits:**

1. The original legal description dated October 3, 2024.
2. The original written description dated October 3, 2024.
3. The original site plan dated October 3, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0006** be **APPROVED with the following Conditions:**

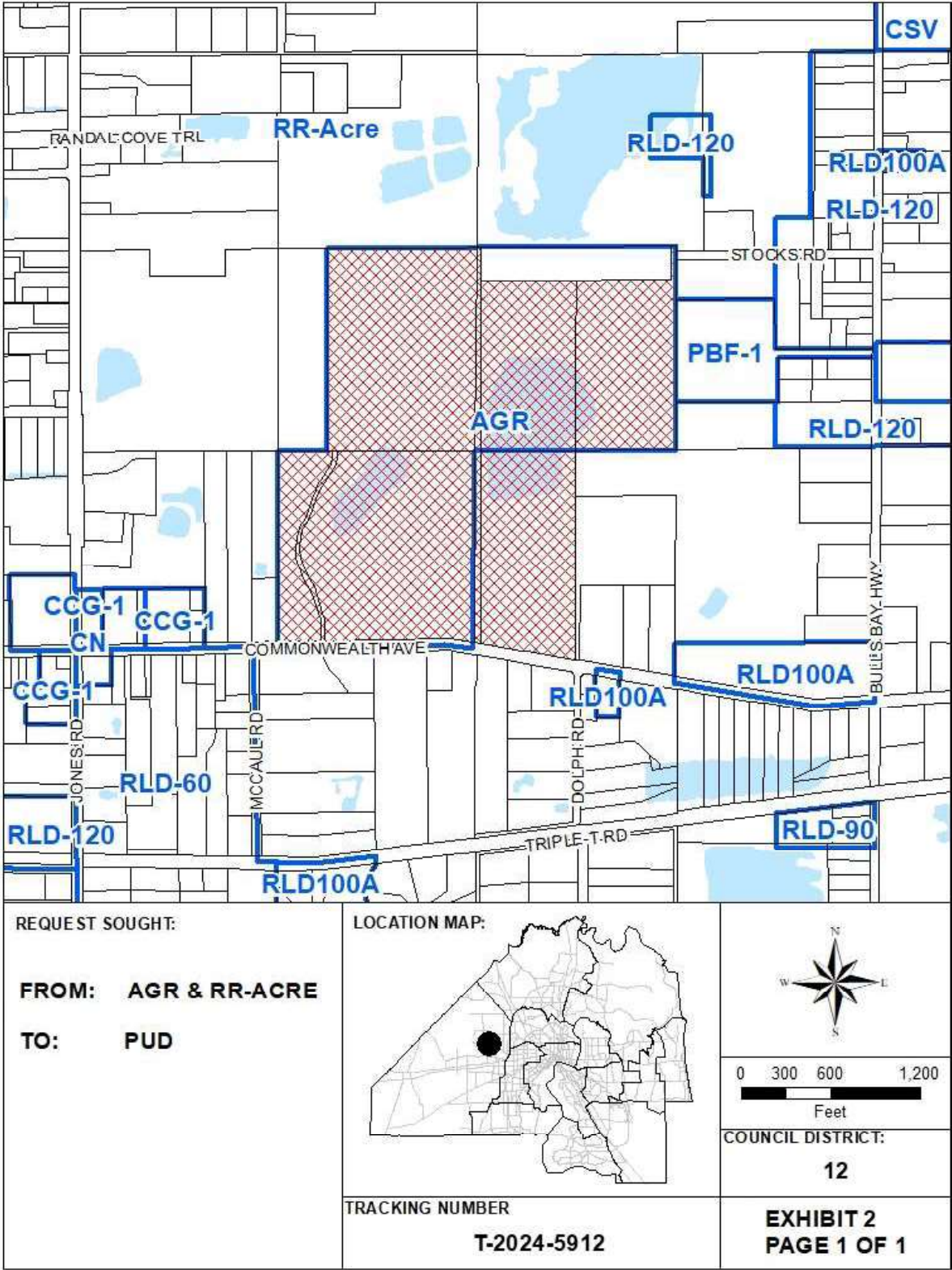
- 1.) **A traffic study shall be provided at Civil Site Plan Review. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**
- 2.) **The “Emergency Access”, if allowed, shall not be dedicated to the City of Jacksonville. Appropriate signage and/or pavement marking shall be used to identify this as an emergency access.**



Aerial View



View of the Subject Site



Legal Map