

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2026-0007 TO
PLANNED UNIT DEVELOPMENT

FEBRUARY 5, 2026

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 **2026-0007** to Planned Unit Development.

Location: 5735 & 5807 Morse Avenue and 6750 Seaboard Avenue, between Seaboard Avenue and Aline Road

Real Estate Number(s): 098253 0000, 098253 0200, 098255 0100

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

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Proposed Land Use Category: Medium Density Residential (MDR)

Planning District: District 4 – Southwest

Council District: District 14

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

Owner: Kelly Chatham
5807 Morse Avenue
Jacksonville, FL 32244

Paula Moore
6750 Seaboard Avenue
Jacksonville, FL 32244

Staff Recommendation: DENY

GENERAL INFORMATION

Application for Planned Unit Development 2026-0007 seeks to rezone approximately 9.70± acres of land from Residential Rural-Acre (RR-Acre) to a Planned Unit Development. The rezoning to PUD is being sought to allow for the development of a single-family residential subdivision. Per the submitted written description, the property will be developed with eighty-nine (89) lots with a minimum lot width of 30-feet and lot area of 2,900 square feet.

Staff is recommending denial for the rezoning due to the proposed development constituting a spot zoning and deviating from the established development pattern of the area. Analysis shows that the surrounding area is primarily developed with lot sizes ranging from 10,000 square feet to over two acres in size. While there have been several rezonings to RLD-40 and RLD-50 nearby, these developments were still within the Low-Density Residential category and did not exceed the maximum 7 units per acre. The proposed PUD seeks a companion land use amendment to Medium Density Residential, which permits up to 20 units per acre. According to the submitted site plan, the applicant seeks a total of 89 dwelling units, which is 9.2 units per acre.

There is a concurrent Small-Scale Land Use Amendment (**2026-0006/L-6068-25C**) that seeks to amend the subject site from LDR to Medium Density Residential (MDR). Staff is also recommending denial of this application.

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?

No. The applicant is proposing a rezoning to PUD to allow for an eighty-nine (89) dwelling single-family development. The permitted and permissible uses in the PUD written description are consistent with the allowed uses and densities of the proposed MDR category and the 2045 Comprehensive Plan.

According to the Category Descriptions within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, 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. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. 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. 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 the site abuts land in the LDR category. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category will be the same as allowed in Low Density Residential (LDR) without such services.

However, when applying the criteria of consistency with the 2045 Comprehensive Plan, the combined factors of the goals, objectives and policies of the plan along with the appropriate Functional Land Use Categories are used. Thus, the fact that the density of a proposed residential development does not exceed the gross density threshold of the land use category does not ensure overall consistency with the 2045 Comprehensive Plan. Therefore, the transition, compatibility, and intensity of uses are accomplished through appropriate zoning and are an important consideration to the welfare and sustainability of an area.

Therefore, while the proposed uses are consistent with the MDR category, the intensity and scale of the project is **not consistent** with the intent of the 2045 Comprehensive Plan.

(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

No. This proposed rezoning to Planned Unit Development is **inconsistent** with the 2045 Comprehensive Plan, and does not further the following goals, objectives and policies contained herein, including:

Future Land Use Element:

Policy 3.1.12 The City shall, through Land Development Regulations and land use category descriptions, require higher density residential development and supporting commercial uses to locate on or near arterial or collector roads used for mass transit routes and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

The subject property is located along Morse Avenue, which is classified as a local roadway. Staff is supportive of increased density when sites are located along collector roadways or higher, due to the capability of supporting increasing traffic.

Policy 3.1.2

Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.

The proposed rezoning from RR-Acre to PUD would disrupt the land use fabric created by the established single-family neighborhood and detract from the character of the area.

(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.

(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). There is a concurrent Small-Scale Land Use Amendment (**2026-0006/L-6068-25C**) that seeks to amend the subject site from LDR to Medium Density Residential (MDR). The Planning Department finds that the proposed PUD is **inconsistent** 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 eighty-nine (89) single-family dwellings. 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 use of existing and proposed landscaping: Per the submitted written description, landscaping will meet Part 12 of the Zoning Code.

The application was routed to the Landscaping Section of the Development Services Division and the following comments were issued:

1. In the PUD written description, Part IV. Overall Development Standards and Criteria, Section G. Landscape/Buffer and Tree Protection, plans state that part 12

of the zoning code will be followed, however, the site plan does not provide the requisite residential 20' buffer required along existing R.O.W.'s per sec. 656.1222.

2. Additionally, in the same part, Section I. Silviculture, states that silviculture is allowed to be practiced on these properties until build-out. However, none of the listed properties are shown as agriculturally exempt at the property appraiser's office and as such all protected trees on the site would be subject to tree mitigation if removed.
- The use and variety of building setback lines, separations, and buffering: Per the submitted written description, the building setbacks are twenty feet for the front, three feet for the side, and 10 feet for rear yards. The site plan depicts a retention pond along the western property boundaries.
 - The variety and design of dwelling types: Per the submitted written description and site plan, the property will be developed with eighty-nine (89) single-family dwellings with a minimum lot size of 2,900 square feet and lot width of thirty (30) feet.
 - Traffic and pedestrian circulation patterns: The subject site is approximately 9.81 acres and is located on Morse Avenue, a local roadway, which is east of Blanding Boulevard, an FDOT facility. Blanding Boulevard between 103rd Street and Morse Avenue is currently operating at 82% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 30,000 vpd.

The applicant is requesting 89 single-family dwelling units (ITE Code 210) which could produce 809 daily trips.

(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 **not achieved** by the following:

- The type, number and location of surrounding external uses: Much of the surrounding area is developed with single-family dwellings built primarily during the 1940s through 1960s on lots that range from 10,000 square feet to over an acre in size. While many of the lots do not meet the minimum size requirements of the RR-Acre zoning district, these lots were either developed prior to the consolidation of the City of Jacksonville in 1969 or are platted lots of record. Based on staff's analysis, the smallest lot in the immediate area is approximately 7,125 square feet in size (6632 Seaboard Avenue). The lots directly abutting the subject property along the west property boundary all exceed 17,000 square feet in size. To the north of the subject site is a church on a 6.86 acre lot.
- 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	New Life Baptist Church
South	LDR	RR-Acre	Single-family dwellings
East	LDR	RLD100A	Single-family dwellings
West	LDR	RR-Acre	Single-family dwellings

(6) Intensity of Development

While the proposed use of single-family dwellings is consistent with the MDR functional land use category, Staff finds the proposed PUD **to not be appropriate** at this location. The proposed development constitutes a spot zoning and deviates from the established development pattern of the area.

- The existing residential density and intensity of use of surrounding lands: Much of the surrounding area is developed with single-family dwellings built primarily during the 1940s through 1960s on lots that range from 10,000 square feet to over an acre in size. While many of the lots do not meet the minimum size requirements of the RR-Acre zoning district, these lots were either developed prior to the consolidation of the City of Jacksonville in 1969 or are platted lots of record. Based on staff’s analysis, the smallest lot in the immediate area is approximately 7,125 square feet in size (6632 Seaboard Avenue). The lots directly abutting the subject property along the west property boundary all exceed 17,000 square feet in size.
- The availability and location of utility services and public facilities and services: The JEA availability letter dated March 28, 2025 states that there are existing water and sewer mains located along Seaboard Avenue.

School Capacity: Based on the Development Standards for impact assessment, the 9.70± acre proposed PUD rezoning has a development potential of 89 dwelling 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:

Analysis based on maximum dwelling units: 82

School Type	CSA ¹	2025-26 Enrollment/CSA	Current Utilization (%)	New Student/ Development ²	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 1,2, 7&8
Elementary	2	5,637	69%	9	75%	620	3,662
Middle	2	1,700	82%	4	75%	285	1,912
High	8	2,674	85%	6	83%	871	1,342
				19			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-110

MS-045

HS-070

0.225

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 (100,095) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.225.

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.

Analysis based on maximum dwelling units: 89

SCHOOL	CSA ¹	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2025/26)	% OCCUPIED	4 YEAR PROJECTION
Timucuan ES#98	2	9	639	446	70%	75%
Lake Shore MS#69	2	4	1130	801	71%	75%
Westside HS#241	8	6	1731	1435	83%	83%
		19				

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-.110
 MS-.045
 HS-.070
 0.225
 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 (100,095) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.225.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 9.70 acres and is located on Morse Avenue a local roadway, approximately 0.25 miles east of Blanding Boulevard, an FDOT principal arterial roadway.

The following comments were issued from the Traffic Engineer. Staff 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 comments concerning Traffic.

1. Unless waiver in writing by the Chief of Traffic Engineering (or their designee), 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 Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).

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.

Recreation and open space will be provided 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 need 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.

Per the submitted written description, parking will be provided in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The project will be required to contain a pedestrian system that meets 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.

SUPPLEMENTAL INFORMATION

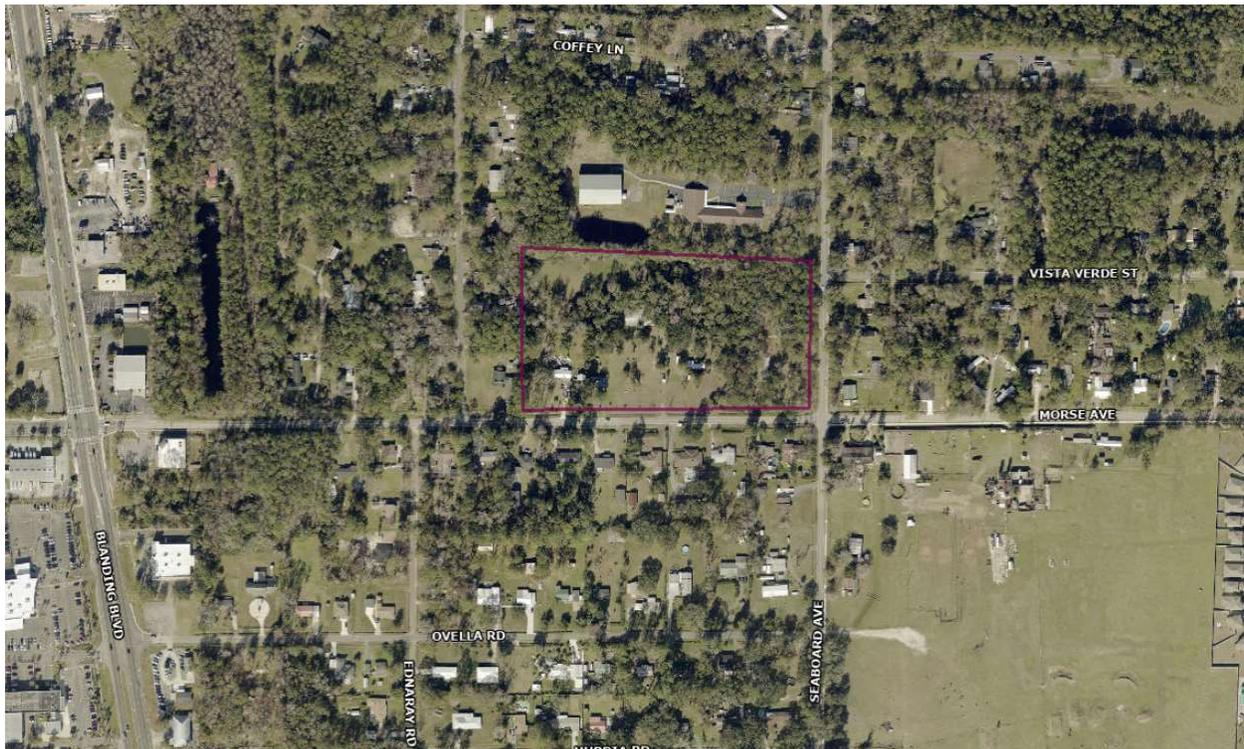
The applicant provided proof that the required Notice of Public Hearing signs were posted on January 16th, 2026.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning 2026-0007 be **DENIED with the following exhibits:**

1. The original legal description dated August 15, 2025
2. The original written description dated August 15, 2025
3. The original site plan dated August 12, 2025



Aerial view of the subject property, facing north.



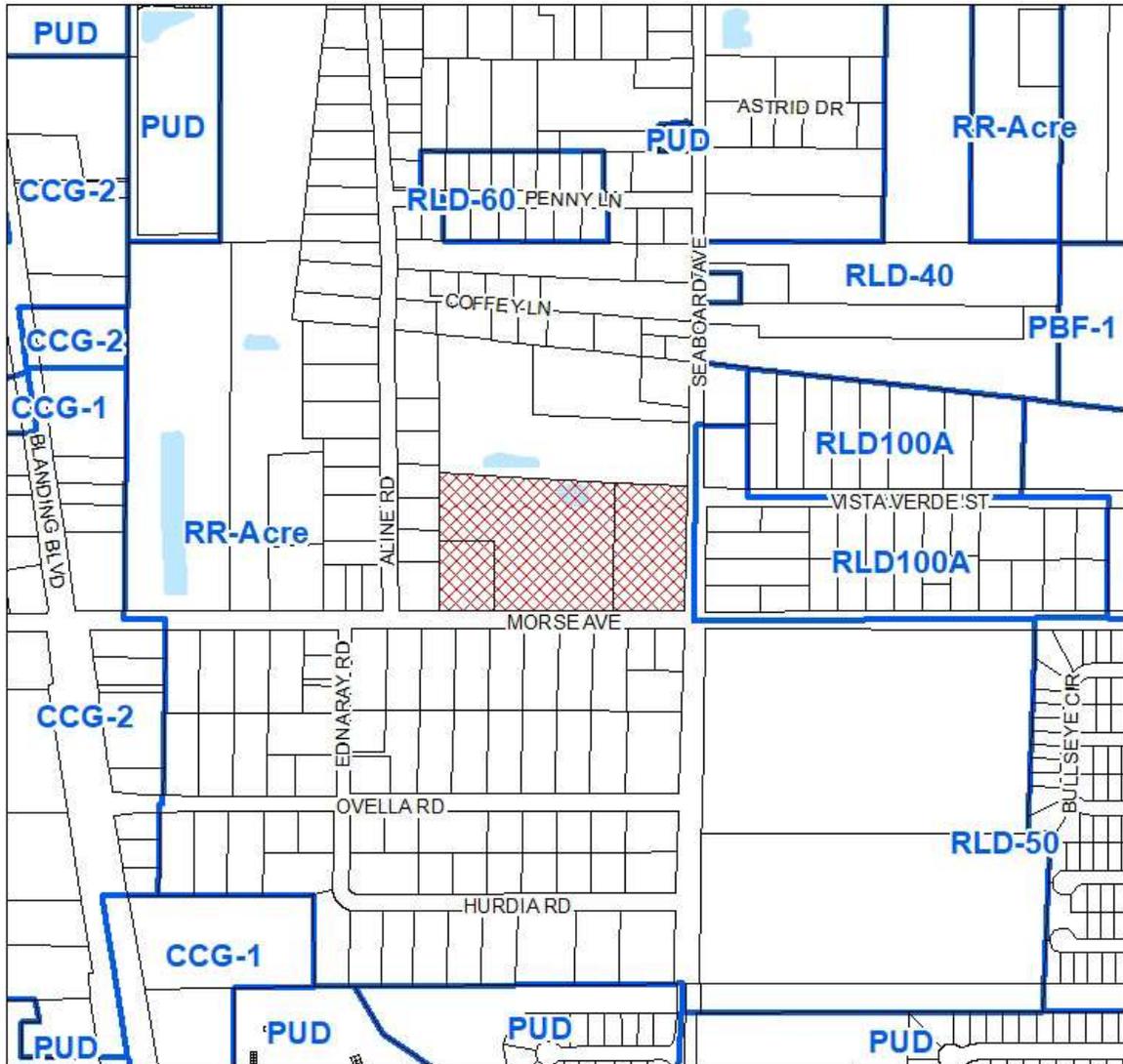
View of the subject property from Morse Avenue.



View of neighboring properties, located south of the subject site, along Morse Avenue. This block was platted as 125 foot by 300 foot wide lots (37,500 square feet) in 1950.



View of neighboring property (5829 Morse Avenue), located west of the subject site, along Morse Avenue. According to the Property Appraiser, this site is approximately 26,968 square feet in size.



<p>REQUEST SOUGHT:</p> <p>FROM: RR-ACRE</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p>	
<p>ORDINANCE NUMBER ORD-2026-0007</p>	<p>TRACKING NUMBER T-2025-6468</p>	<p>COUNCIL DISTRICT: 14</p> <p>EXHIBIT 2 PAGE 1 OF 1</p>