



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

September 5, 2024

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

RE: Planning Commission Advisory Report
Ordinance No.: 2024-533 **Application for: Highland Terrace PUD**

Dear Honorable Council President White, Honorable Council Member and LUZ Chairperson Carrico 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**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

The Original legal description dated June 5, 2023.
The Revised written description dated August 14, 2024.
The Revised site plan dated August 28, 2024.

Recommended Planning Commission Conditions to the Ordinance: **None**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

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

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Tina Meskel, Vice Chair	Absent
Mark McGowan, Secretary	Aye
Lamonte Carter	Absent
Amy Fu	Absent
Julius Harden	Aye
Mon'e Holder	Aye
Ali Marar	Aye
Jack Meeks	Absent
Lisa King (Alternate)	Aye

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

Sincerely,



Bruce E. Lewis
City Planner Supervisor – Current Planning Division
City of Jacksonville - Planning and Development Department
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-0533 TO
PLANNED UNIT DEVELOPMENT

SEPTEMBER 5, 2024

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 **2024-0533** to Planned Unit Development.

Location: 2712 Dunn Avenue; 2702 Dunn Avenue; 2656 Dunn Avenue.
Between Lem Turner Road and Dunn Avenue

Real Estate Number(s): 020379-0000; 020378-0000; 020377-0000

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

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: North, District 6

Council District: District 8

Applicant/Agent: Shalene Estes
Forestar
14785 Old St. Augustine Rd. Suite 300
Jacksonville Florida 32258

Owner: Laura Reinhardt
2656 Dunn Avenue
Jacksonville, Florida 32218

Sarah Reinhardt
2656 Dunn Avenue
Jacksonville, Florida 32218

Raymond Reinhardt
2656 Dunn Avenue
Jacksonville, Florida 32218

Hassell CO Int.

PO Box 380091
Jacksonville, Florida. 32205

Staff Recommendation:

APPROVE

GENERAL INFORMATION

Application for Planned Unit Development 2024-0533 seeks to rezone approximately 11.99 acres of land from Residential Rural-Acre (RR-Acre) to PUD. The rezoning to PUD is being sought to allow either a singly family residential development, or a paired villa townhome development with up to 84 units. The single family development is proposed to be built with minimum lot widths of 30 feet and 3,120 square feet of minimum area, while the paired villas would be developed with a minimum of 25 feet in width and 2,240 square feet in area. The proposed PUD differs from the conventional RLD Zoning District limiting the number of permitted uses, eliminating all of the standard exception uses, providing a visual barrier between the proposed use and the neighboring residential uses, and adding roof guidelines which are not part of normal zoning district categories.

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 Highland Terrace PUD is an approximately 11.99-acre project located on the southside of Dunn Avenue, west of Pine Estates Drive. The application would allow for development of a residential subdivision, including duplexes or paired villas, townhomes and/or single-family detached lots.

The 11.99-acre site is in the Suburban Development area and located on the south side of Dunn Avenue (SR-104), a minor arterial road, between Duval Road and Pine Estates Drive, both local roads. The site is in Planning District 6 (North) and Council District 8. The site is within easy access to JTA bus stops on Dunn Avenue.

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. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Travelled, and cul-de-sacs should be avoided. LDR in the Urban and Suburban areas is intended to provide for low density residential development.

Urban Area and Suburban Area Density:

The maximum gross density in the Urban and Suburban Areas 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 otherwise provided. According to the JEA letter provided by the applicant, dated April 15, 2024, there is an existing 16-inch water main along Dunn Avenue. There is also an existing 8-inch force main along Dunn Avenue. Connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, JEA-owned and maintained pump station, and a JEA dedicated force main (minimum 4-inch diameter).

The proposed PUD would allow for the construction of 84 single-family dwelling units. The acreage required for 84 units is 12 acres. The site acreage is 0.01 acres less than the 12-acre requirement. The requested number of residential units is a de minimus exceedance of the allowed number of dwelling units for LDR land use in the Suburban development area with full urban services.

All uses identified in the written description of the PUD are allowed in the LDR land use category.

(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 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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.

(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). 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 single-family subdivision. The proposed use is consistent with the LDR Land Use Category.

(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 and variety of building groupings:** The site plan shows one main road which will be accessed from Dunn Avenue, with 4 additional roads stemming off from this road. The proposed homes on the individual lots from these roads will have 5 foot minimum

setbacks which ensures that the structures will be a minimum of 10 feet apart from each other.

- **Compatible relationship between land uses in a mixed-use project:** The written description only includes uses that are allowed in the LDR Land Use Category. The proposed PUD is consistent with the allowed uses within the existing LDR Land Use Category.
- **Landscaping:** Landscaping will follow part 12 of the code, with the exception that the required amount of trees may be located outside individual property boundaries if they are placed elsewhere within the overall development. The proposed development will also provide a visual barrier along the abutting properties to act as a visual screen, which is not a normal requirement of the code as the surrounding uses are residential.
- **The use and variety of building sizes and architectural styles:** The project will either be developed with single family homes on single lots, or paired villas on individual lots. The paired villas will be required to have a single hip roof covering both units at the rear elevation.

(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:

- Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon: The perimeter of the proposed project is made up rear yards, recreation areas, or stormwater retention facilities.
- The Comprehensive Plan and existing zoning on surrounding lands:

The surrounding area consists of several RMD-A subdivisions that have similar characteristics as the proposed PUD. Some examples of these include the Leslie’s Hideaway townhome community that was rezoned to a PUD through 2005-0756, Tracie Lynn Drive Subdivision, and a PUD to the east of the subject site that allows for 32 foot wide single family dwellings. Nevertheless, the adjacent uses, zoning and land use categories are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	CGC	CCG-2	Church, Vehicle Sales, Warehouse/Storage
South	LDR	RLD-60	Single Family Dwellings
East	LDR/RPI	CO/RR-Acre/ PUD	Single Family Dwellings
West	LDR	RR-Acre	Single Family Dwellings

(6) Intensity of Development

The proposed development is consistent with the Business Park (BP) functional land use category for Business Park. The PUD is appropriate at this location given the industrial nature of the surrounding area near the Jacksonville International Airport.

- The availability and location of utility services and public facilities and services: Public Services are available at the subject site through the existing facilities under the Dunn Avenue Right of Way.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site will be accessed via Dunn Avenue which is a FDOT Minor Arterial Roadway. The entrance to the site is located 1.99+/- miles from the Dunn Avenue and I-295 Interchange.

Transportation Planning Comments: The subject site is approximately 11.96 acres and is accessible on Dunn Avenue (SR-104), a FDOT minor arterial facility. Dunn Avenue between Lem Turner Road and Biscayne Boulevard is currently operating at 61% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 22,400 (vpd) and average daily traffic of 36,600 vpd.

The applicant requests 84 single family dwelling units (ITE Code 210) which could produce 792 daily trips.

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.

Traffic Engineering Comments: 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.

All streets proposed to be dedicated to the City of Jacksonville shall terminate in a city standard cul-de-sac.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space. The site is required 0.84 acres of active recreation space. The Parks Department has stated that only areas that include recreational amenities will count towards this requirements, open lawns will not count toward the total.

(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 not identify any wetlands on-site. However, 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.

The site will be developed in accordance with Part 6 of the Zoning 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 August 29, 2024, the required Notice of Public Hearing sign was posted.

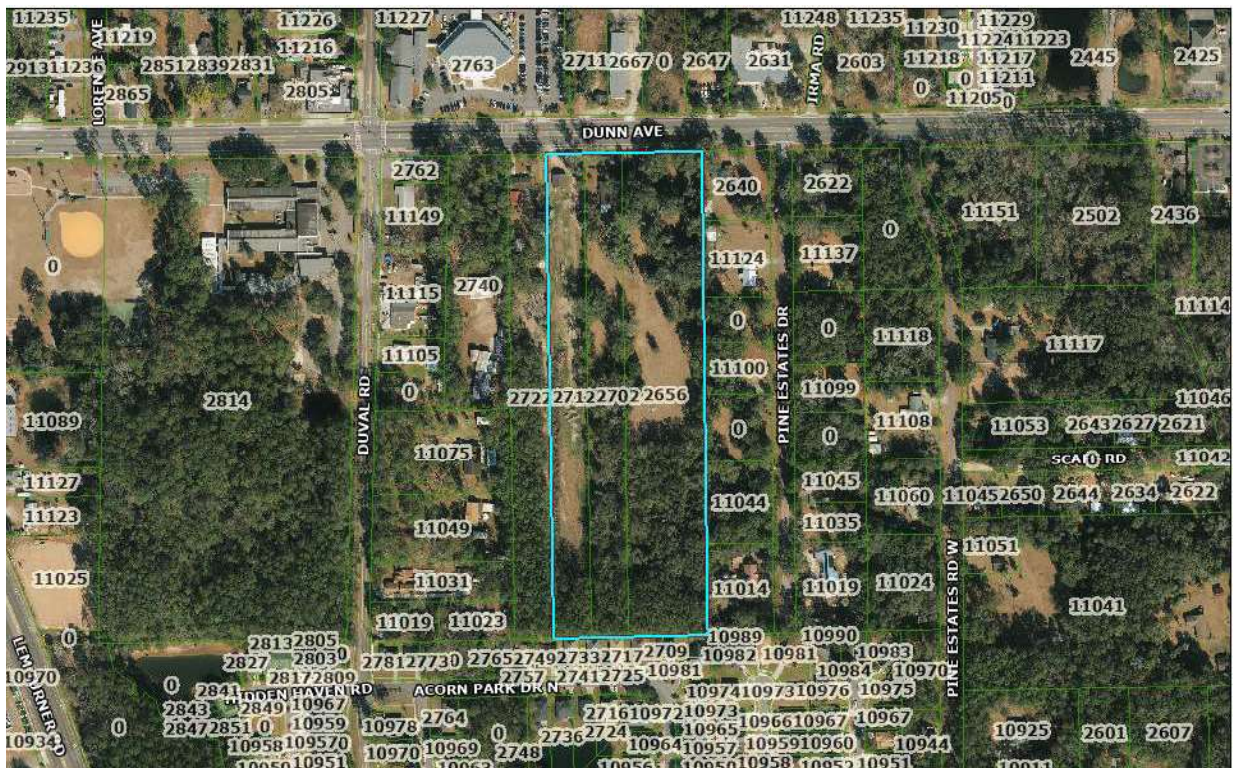


RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that the Application for Rezoning **2024-0533** be **APPROVED** with the following exhibits:

1. The Original legal description dated June 5, 2023.
2. The Revised written description dated August 14, 2024.
3. The Revised site plan dated August 28, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0533** be **APPROVED**.



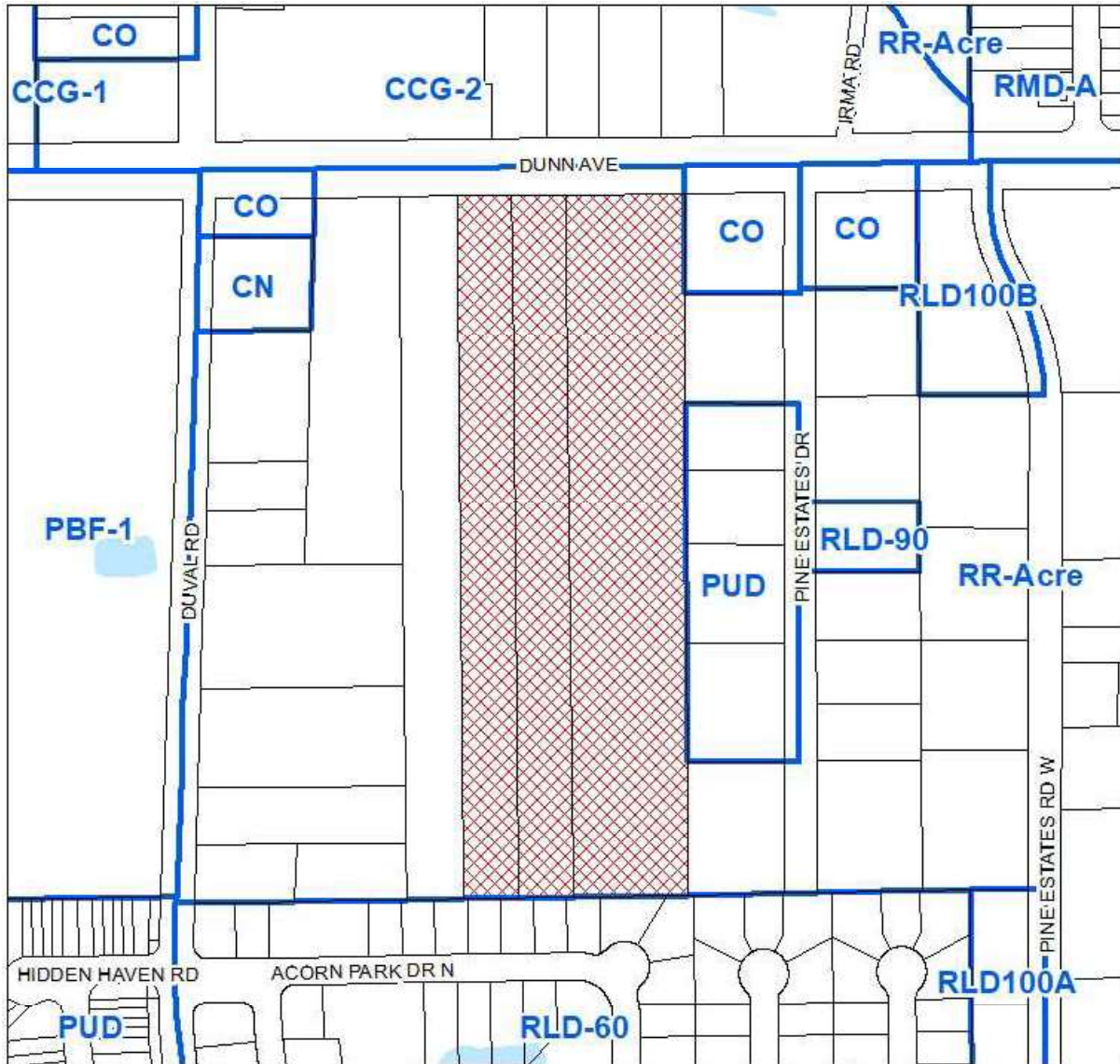
Aerial View



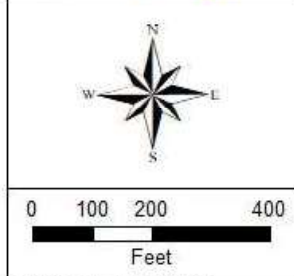
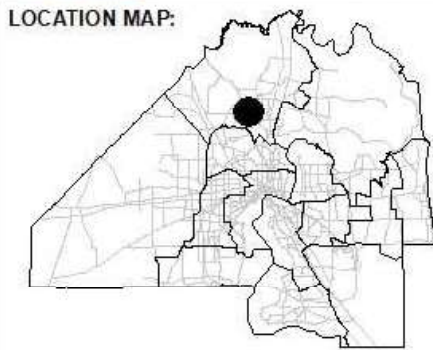
View of the Subject Site



View of the warehouse use across Dunn Avenue



REQUEST SOUGHT:
FROM: RR-ACRE
TO: PUD



COUNCIL DISTRICT:
8

ORDINANCE NUMBER
ORD-2024-0533

TRACKING NUMBER
T-2024-5410

EXHIBIT 2
PAGE 1 OF 1

Legal Map