



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
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January 23, 2025

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.: 2024-0917**                      **Application for: Residence at Richardson Rd 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:

1. The Original Legal Description dated September 25, 2024
2. The Revised Written Description dated December 19, 2024
3. The Revised Site Plan dated December 19, 2024

Planning Commission Commentary: There was 1 speaker in opposition who voiced concerns for the increase in density and traffic related to the proposed development. The commission felt this was an appropriate location for an increase in density and the development of townhomes.

Planning Commission Vote: **8-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Aye

Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Julius Harden	Aye
Ali Marar	Aye

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

Sincerely,



**Erin L. Abney, MPA**

Chief, Current Planning Division  
Planning & Development Department  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-0917 TO**  
**PLANNED UNIT DEVELOPMENT**

**JANUARY 23, 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 **2024-0917** to Planned Unit Development.

***Location:*** 6826 Richardson Road; at the northeast corner of Richardson Road and New Kings Road

***Real Estate Numbers:*** 041512-0000

***Current Zoning District:*** Planned Unit Development (PUD – Ord. 2005-0120)

***Current Land Use Category:*** Residential Professional Institutional (RPI)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Planning District:*** 5 – Northwest

***Council District:*** District 10

***Applicant/Agent:*** Michael Herzberg  
12483 Aladdin Road  
Jacksonville, Florida 32223

***Owners:*** Pepaj Properties, LLC  
11527 San Jose Boulevard  
Jacksonville, FL 32223

***Staff Recommendation:*** **APPROVE**

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0917** seeks to rezone approximately 3.36± acres of land from Planned Unit Development (PUD Ord. 2005-0120-E) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for a master planned townhome development with a maximum of 40 units. The 2005 PUD was approved for the development of 20 single-family lots with a minimum lot size of 45 feet in width and 5,000 square feet in area. The owner is seeking this PUD to amend the proposed development from 20 single-family homes to 40 townhome units.

## **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 3.36-acre subject site is located along the east side of New Kings Road, an arterial road, at the northeast corner of the Richardson Road intersection. The applicant seeks to rezone from PUD to PUD to allow for residential development. The property is located within the Residential Professional Institutional (RPI) Land Use Category.

According to the Category Descriptions within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, RPI is intended to accommodate medium to high density residential, office, and institutional uses. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of single or mixed-use developments. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services. 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. RPI within the Urban Area is intended to provide compact medium density residential development. Development which includes medium density residential and professional office uses is preferred.

#### Urban Area Density:

The maximum gross density in the Urban Area shall be 30 units/acre and there shall be no minimum density; except as otherwise provided. Development on a site that abuts LDR and/or RR may cluster density away from LDR and/or RR and shall not exceed 20 units/acre within 20 feet of the abutting property line. The Land Development Regulations shall include a process to waive or reduce these requirements in site specific cases where existing or proposed mitigation measures provide for a sufficient transition in densities.

The proposed PUD would allow for the construction of up to 40 townhomes. Medium density dwellings are a primary use under the RPI land use category, and 40 townhomes are consistent with the allowed density in the RPI land use in the Urban Area.

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

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 (FLUE):**

**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 1.1.9** - 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
- Opportunities for physical activity, active living, social connection and access to healthy food.

**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.

**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.

**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.

**Development Area:**

The Urban Area (UA) is the second tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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 similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as defined in this Plan.

***(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 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): Residential Professional Institutional (RPI). The proposed PUD would allow for the construction of up to 40 townhomes. Medium density dwellings are a primary use under the RPI land use category, and 40 townhomes are consistent with the allowed density in the RPI land use in the Urban Area. is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously 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 the subject parcels for a multifamily townhome development. Moreover, 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 with specific reference to the following:

**The treatment of pedestrian ways:** Pursuant to the provisions outlined in Chapter 654 Code of

Subdivision Regulations and the 2045 Comprehensive Plan, the proposed development will provide the required pedestrian ways.

**The variety and design of dwelling types:** The proposed site plan dated December 19, 2024 depicts 5 buildings with 8 TH units each for a total of 40 units.

**The particular land uses proposed and the conditions and limitations thereon:** The proposed project is a residential development with a maximum of 40 dwelling units.

**Compatible relationship between land uses in a mixed-use project:** Development on the site will be residential only with all units within the proposed RPI Land Use Category.

***(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 proposed development is located at the northeast corner of New Kings Road and Richardson Road. The subject property is bounded on the north and east by city owned drainageways of approximately 30 feet in width. Beyond the drainageway to the north is a church, also designated RPI/RMD-A. To the east, beyond the drainageway along that boundary, are approximately 5 single family dwellings, designated Low Density Residential (LDR) and zoned RLD-60. It would appear that these drainageways are actually intended to convey runoff from the subdivision to the west, southwest, and under New Kings Road. To the west, across New Kings Road, is a church, encompassing more than 7 acres. Finally, the parcel across Richardson Road to the south is developed as a funeral home and is designated CGC/CCG-1.

The subject property is bounded on the north and the east by drainageways, varying in width. The parcel is not within any designated flood zone and has no unique features or topography. Development is intended commence immediately upon approval of the entitlements and required permitting.

The adjacent uses, zoning and land use categories are as follows:

<b>Adjacent Property</b>	<b>Land Use Category</b>	<b>Zoning District</b>	<b>Current Use</b>
<b>North</b>	RPI	RMD-A	Easement and church
<b>South</b>	CGC/LDR	CCG-1/RLD-60	Funeral home/Single Family Dwellings
<b>East</b>	LDR	RLD-60	Easement and Single Family Dwellings
<b>West</b>	LDR	RLD-60	Church across New Kings Rd.



***(6) Intensity of Development***

The proposed development is consistent with the RPI functional land use category.

**The availability and location of utility services and public facilities and services:** The subject site will be serviced by JEA for city water and sewer. According to submitted documents, services are available under both New Kings Road and Richardson Drive.

**School Capacity:** The Duval County School Board has reviewed the proposed PUD and the proposed residential development does not reveal any deficiency for school capacity within the CSA.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** New Kings Road is a four-lane arterial roadway.

**Transportation Comments are as follows:**

The subject site is approximately 3.36 acres and is accessible by Richardson Road, a local road facility. Existing site access is located on Richardson Road. There is no proposed access to State facilities. The nearby roadways are anticipated to have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2028. FDOT does not anticipate any adverse impacts on SR15 (New Kings Road) or SR 111 (Edgewood Avenue). The applicant proposes 40 units of residential (ITE Code 215) which could produce 254 daily trips.

**Programmed Improvements:**

FDOT has programmed capacity improvements in the vicinity of the project site. SR111 (Edgewood Ave) from US90 (Beaver St) to Old Kings Rd resurfacing, with a scheduled completion date of 2025 (FPID #: 445429-1).

**Trip Generation**

Table 1 shows the trip generation based on the plan of development using ITE's *Trip Generation Manual, 11th Edition*.

**Table 1**

<b>Land Use</b>	<b>ITE Code</b>	<b>Size</b>	<b>Units</b>	<b>Daily Trips</b>	<b>AM Peak Trips</b>	<b>PM Peak Trips</b>
Single-Family Attached Housing	215	40	Dwelling Units	254	15	20

**Roadway Capacity**

Table 2 shows the maximum level of service and peak hour volume for SR 15 and SR 111 according to FDOT’s *Florida State Highway System Level of Service Report*, dated May 2024.

**Table 2**

<b>County</b>	<b>Road</b>	<b>Segment ID</b>	<b>FDOT LOS Standard</b>	<b>Maximum Service Volume</b>	<b>2022 Peak Hour Volume</b>	<b>2022 Peak LOS</b>	<b>2028 Peak Hour Volume</b>	<b>2028 Peak LOS</b>
Duval	US-1/23 / SR-15	21,045	D	3,290	2,295	C	2,416	C
Duval	US-1/23 / SR-15	21,046	D	3,290	2,025	C	2,093	C
Duval	SR-111 / Edgewood Ave	21,265	D	3,290	873	C	1,094	C
Duval	SR-111 / Edgewood Ave	21,264	D	3,290	2,835	D	2,982	D

The segment mentioned in Table 2 is anticipated to have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2028. FDOT does not anticipate any adverse impacts on SR15 or SR 111.

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.

***(7) Usable open spaces plazas, and recreation areas.***

Per Section 656.420 recreation and open space is not required for multi-family developments with less than 100 units. Based on that and the total number of units being maxed at 40, the development is not required to provide active open space.

***(8) Impact on wetlands***

Any development which would impact wetlands will be permitted in accordance with local, state, and federal 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.***

Parking will be provided at a minimum of 2 parking spaces for each lot and 1 guest spot for each 3 units for a minimum total of 13 spaces. The proposed site plan shows 14 spots in the guest parking area.

*(11) Sidewalks, trails, and bikeways*

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

**SUPPLEMENTARY INFORMATION**

Upon visual inspection by the assigned planner on January 15, 2025, The Notice of Public Hearing signs were posted.



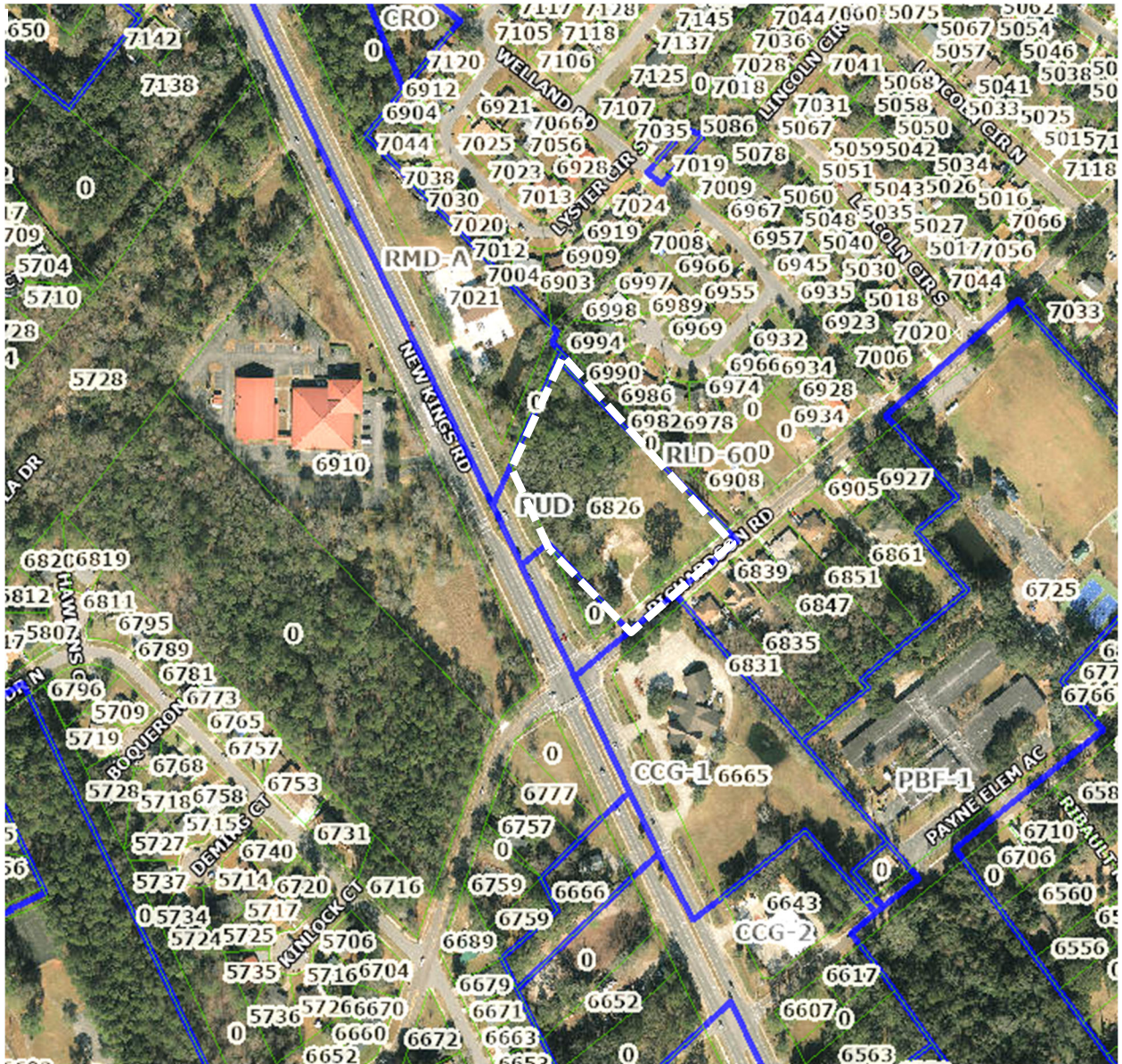
**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance 2024-0917 be **APPROVED** with the following exhibits:

1. The original legal description dated September 25, 2024.
2. The revised written description dated December 19, 2024.
3. The revised site plan dated December 19, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2024-0917 be **APPROVED**.





Aerial view of the subject site facing north





**The subject site to the right facing north at the Richardson Road and New Kings Road intersection.**



**The subject site to the right left facing east along Richardson Road.**





**The subject site facing northeast from Richardson Road.**



**City owned drainageway to the east of the property facing north from Richardson Road.**





**City owned drainageway to the north and east of the property.**



**The subuect site on the right facing west along Richardson Road.**



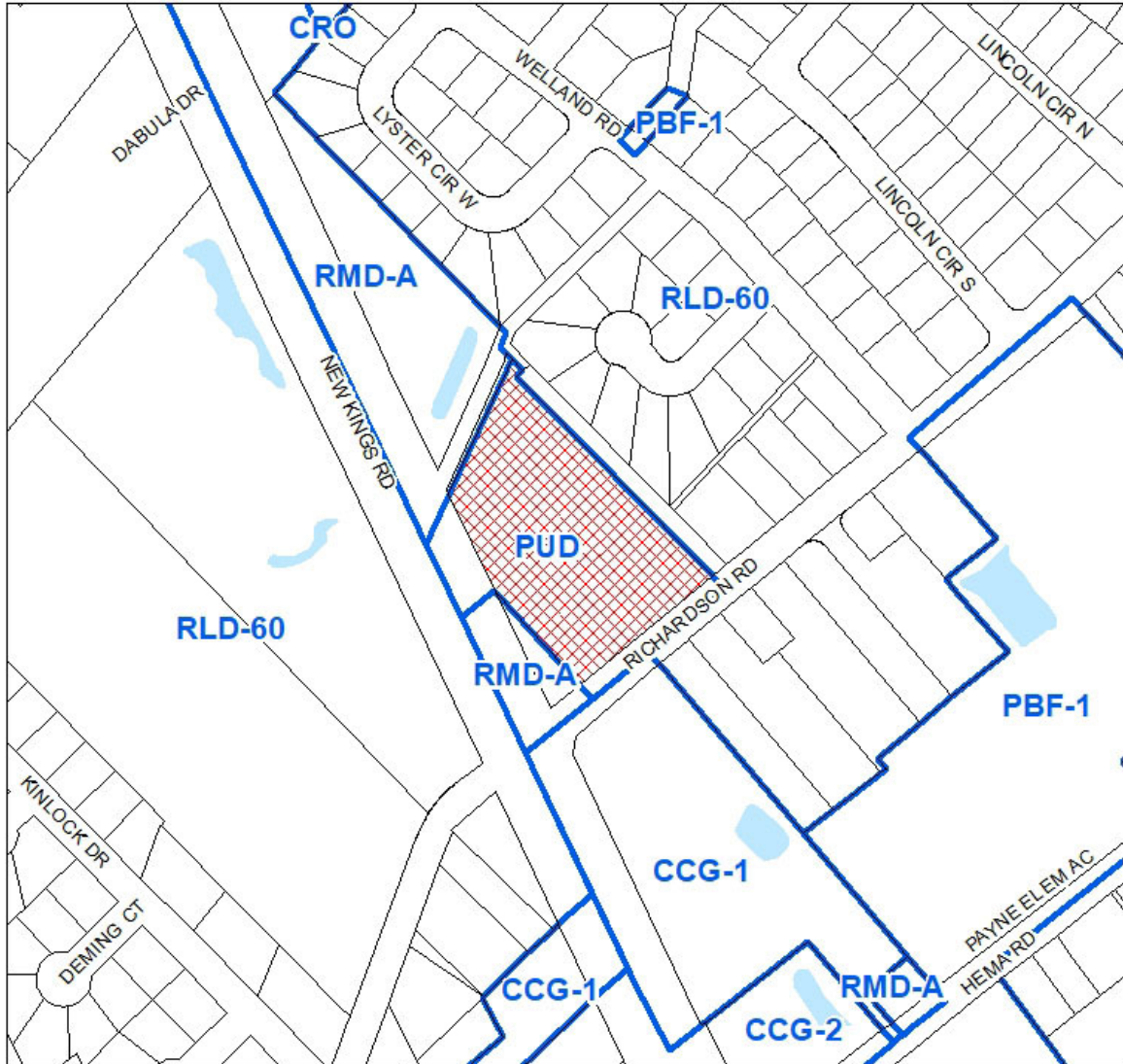


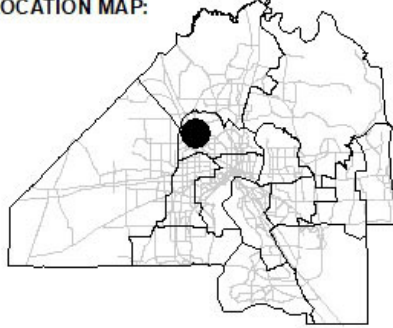

**The subuect site facing est from New Kings Road.**



**The subuect site on the left facing south along New Kings Road at the Richardson Road intersection.**





<p>REQUEST SOUGHT:</p> <p><b>FROM: PUD</b></p> <p><b>TO: PUD</b></p>	<p>LOCATION MAP:</p> 	 <p>0 100 200 400 Feet</p>
<p>ORDINANCE NUMBER ORD-2024-0917</p>	<p>TRACKING NUMBER T-2024-5859</p>	<p>COUNCIL DISTRICT: 10</p> <p><b>EXHIBIT 2</b> <b>PAGE 1 OF 1</b></p>