



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
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Jacksonville, FL 32202
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February 6, 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.: 2025-0005

Application for: Fort Caroline Townhomes 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 w/ Condition**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated May 6, 2024
2. The Original Written Description dated November 27, 2024
3. The Original Site Plan dated October 11, 2024

Planning Commission Condition:

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).

Planning Commission Commentary: There were several speakers in oppositions with concerns related to increase in density to allow townhomes when the surrounding area is primarily single-family dwellings and an increase in traffic. Property owners whose properties are located along Allenby Drive had concerns related to the condition of this roadway and potential accidents occurring at the intersection of Allenby Drive and Ft. Caroline Road. Commissioners felt a traffic study was warranted

for the project and to address the communities' concerns and recommended forwarding a condition requiring the project to provide a traffic study at civil plan review.

Planning Commission Vote: **5-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Absent
Amy Fu	Aye
Charles Garrison	Aye
Julius Harden	Aye
Ali Marar	Absent

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 flourish at the end.

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 2025-0005 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 **2025-0005** to Planned Unit Development.

<i>Location:</i>	7535 Fort Caroline Road between Allendy Drive and Buckskin Trail East
<i>Real Estate Number(s):</i>	109044-0290
<i>Current Zoning District(s):</i>	Residential Low Density-90 (RLD-90)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Planning District:</i>	Greater Arlington/Beaches, District 2
<i>Council District:</i>	District 1
<i>Applicant/Agent:</i>	Cyndy Trimmer, Esq Driver, McAfee, Hawthorne and Diebenow, PLLC 1 Independent Drive, Suite 1200 Jacksonville Florida 32202
<i>Owner:</i>	Fort Caroline Christian Church, Inc. 7535 Fort Caroline Road Jacksonville Florida 32277
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Planned Unit Development 2024-0005 seeks to rezone approximately 11.38 acres of land from Residential Low Density-90 (RLD-90) to PUD. The rezoning to PUD is being sought to allow a maximum of 69 townhomes. Each townhome lot will be a minimum of 15 feet wide and 1,500 square feet in area. The parcel is the site of an existing church which will remain on the front portion near Fort Caroline Road, the proposed townhomes will be located behind the church

and accessed from Allenby Road. The PUD seeks to adopt the majority of the RLD-TNH Zoning District regulations, but does allow for smaller 20 foot front yard setbacks, and requires a 140 foot building setback from the property boundary.

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 11.38-acre subject site is located along the north side of Fort Caroline Road, a collector roadway, between Interstate-295 (I-295) and Townsend Boulevard, in Council District 1, Planning District 2, within the Suburban Area. Fort Caroline Road serves as the boundary between the Urban and Suburban Development Area. The applicant seeks to rezone from Residential Low-Density-90 (RLD-90) to PUD to allow for the development of 69 townhome units. The subject site is located within the Low Density Residential (LDR) land use category.

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 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 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 ¼ of an acre if either one of centralized potable water or wastewater services are not available.

LDR in the Urban Area and Suburban Area is intended to provide for low density residential development. 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.

(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.

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.

(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 townhome developments. The PUD site plan shows a connected internal road network with two ingress and egress points along Allenby 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 connected road roadway with cul-de-sac turn arounds, and a central roadway which connects the two main roadways that connect to the public right of way.

Transportation Planning's Review Comments: The subject site is approximately 11.38 acres and is located on Fort Caroline Road, a collector roadway, between Buckskin Trail East and Allenby Drive, which are both local roadways. Fort Caroline Road between Townsend Boulevard and State Road 9A (SR-9A/I-295) is currently operating at 63% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 23,520 (vpd) and average daily traffic of 14,891 vpd.

The applicant requests 69 townhomes (ITE Code 215) which could produce 497 daily trips.

- The use and variety of building setback lines, separations, and buffering: The PUD is using setbacks and development standards that are similar to the standards in the Zoning Code. This provides uniformity to other developments in the area.

(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 on the north, east, and west sides of the property are zoned RLD-90 which require 9,900 square foot lots that are at least 90 feet wide. To the south of the parcel is zoned Planned Unit Development from 1993 and allows for 40-foot-wide lots that are 3,600 square feet in area.
- 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	RLD-90	Single family subdivision
South	MDR	PUD (93-749)	Single family subdivision
East	LDR	RLD-90	Single family subdivision
West	LDR	RLD-90	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 6 inch force sewer main along Fort Caroline Road.
- School Capacity:

Analysis based on maximum dwelling units: 23

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ²	SCHOOL CAPACITY ³ (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Merrië Road ES#228	3	8	851	357	42%	62%
Landmark MS#256	5	3	1672	875	52%	40%
Terry Packer HS#86	3	5	1862	1545	83%	61%
		16				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include KSE & 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: Allenby Drive is a local road, however it does intersect with Fort Caroline Road which is classified as a Collector.

The City's Traffic Engineering reviewed the plan and left the following comment: Per section V.B.2, of the written description, it states "Internal roads on the Property are intended to be privately owned and maintained; provided, however, that the Developer, its successors and assigns, reserve the ability to dedicate such Exhibit 3 Page 4 of 9 roads to the City. **Internal roads shall terminate in a standard cul-de-sac if dedicated to the City.**" There shall be no parking created on roads that are proposed to be dedicated to the City of Jacksonville.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of active recreation area.

(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 the site. 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 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.

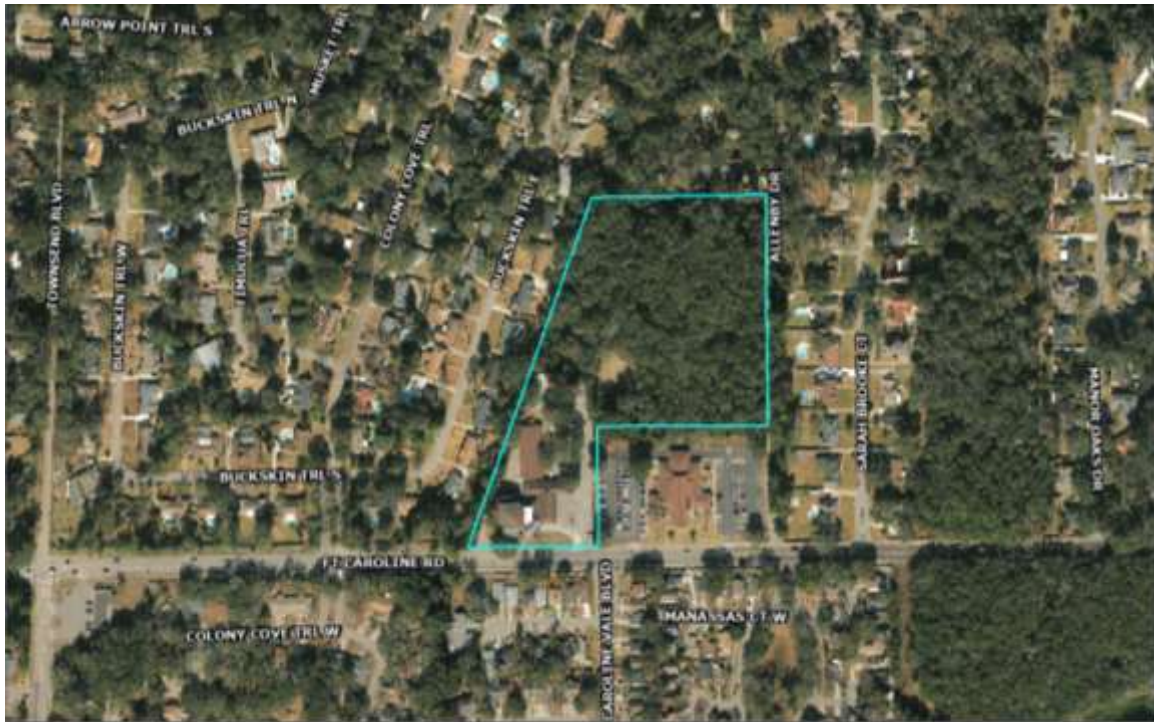


RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2025-0005** be **APPROVED with the following exhibits:**

1. The original legal description dated May 6, 2024.
2. The original written description dated November 27, 2024.
3. The original site plan dated October 11, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0005** be **APPROVED**.



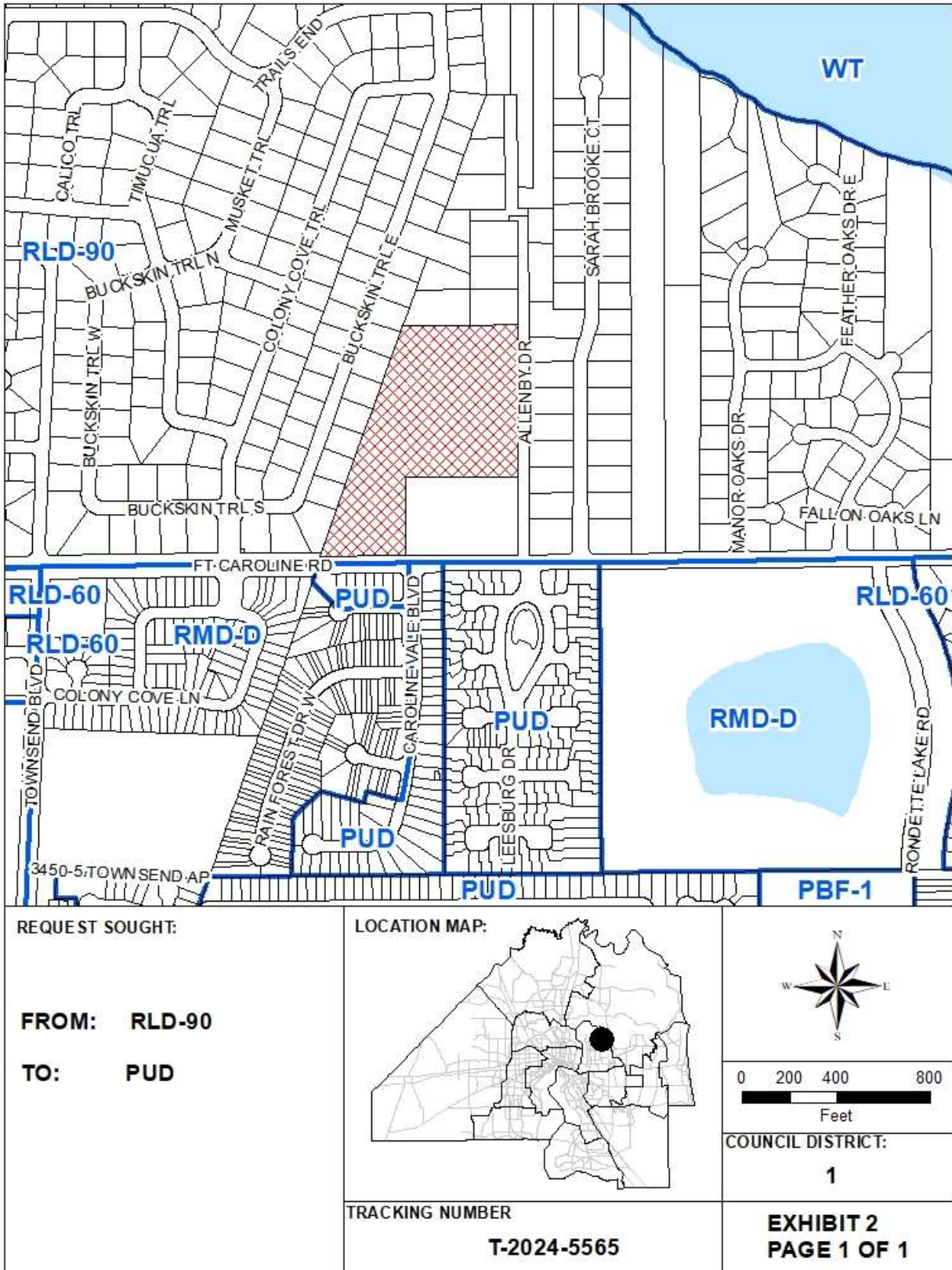
Aerial View



View of the Church on Site



View of Allenby Drive



Legal Map