

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2021-0533 TO**  
**PLANNED UNIT DEVELOPMENT**

**SEPTEMBER 9, 2021**

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 **2021-0533** to Planned Unit Development.

***Location:*** 0 Vine Street; Between Interstate-295 (SR 9A) and  
New Kings Road (SR 15)

***Real Estate Numbers:*** 021188 0000; 021187 0100; 021187 0000; 021186  
0000; 021188 0200; 021183 1300; 021183 1025;  
021183 1050; 021183 1055; 021160 0500

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

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

***Current Land Use Category:*** Low Density Residential (LDR)

***Planning District:*** District 6 – North

***Applicant/Agent:*** William Michaelis, Esq.  
Rogers Towers, P.A.  
1301 Riverplace Boulevard, Suite 1500  
Jacksonville, Florida 32207

***Owner:*** Andrew Williams  
As Trustee of the Andrew H. Williams Revocable Trust  
12478 Masters Ridge Drive  
Jacksonville, Florida 32225

Perry D. & Edna L. Highsmith  
6075 Magellan Road  
Jacksonville, FL 32222

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

## **GENERAL INFORMATION**

Application for Planned Unit Development **2021-0533** seeks to rezone approximately 40.29± acres of land from RR-Acre to PUD. The rezoning to a PUD is being sought to allow for a maximum of 125 single-family dwelling units. The proposed lots will be a mixture of 50 foot and 60 foot wide lots with an area of 5,000 and 6,000 square feet, respectively.

The need for the PUD stems the current zoning district's limitations on minimum lot requirements. Currently, RR-Acre-requires minimum lots sizes of 100 feet in lot width and 43,560 square feet in lot area, as well as a 25% maximum lot coverage by all buildings and structures. As such, the applicant is requesting a PUD in order to create a residential subdivision with lot sizes that range from 50 feet to 60 feet wide and 5,000 to 6,000 square feet in area. The proposed PUD is located in the Low Density Residential (LDR) Land Use Category, which permits a maximum of 7 units per acre when water and sewer are available.

### **Manatee Protection Plan Boat Facility Siting Zone**

The subject property is located within an area that falls within the jurisdiction of the Manatee Protection Plan Boat Facility Siting Zone. According to the Boat Facility Siting Zones of the Manatee Protection Plan, Trout River is an Unacceptable zone and allows for construction of 1 slip for every 100 feet of shoreline owned or controlled by the applicant.

### **Coastal High Hazard Area (CHHA) / Adaptation Action Area (AAA)**

At the northeast section of the amendments site, there are approximately 4.5 acres within the Coastal High Hazard Area, next to the Trout River. The site plan shows that development will be clustered away from the area.

## **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.

## **STANDARDS, CRITERIA AND FINDINGS**

Pursuant to the provisions of Section 656.131 (c) of the Zoning Code, the Planning Commission shall grant an exception only if it finds from a preponderance of the evidence that the exception meets, to the extent applicable, the following standards and criteria:

### ***1. Is the proposed zoning district consistent with the 2030 Comprehensive Plan?***

Yes. In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the Planning and Development Department finds the subject property to be located in the Low Density Residential (LDR) functional land use

category according to the Future Land Use Map series (FLUMs) adopted as part of the 2030 Comprehensive Plan.

The proposed Planned Unit Development (PUD) would allow for single family residential development. The intent of LDR in the suburban development area is to provide for low density residential development. Principal uses in the LDR land use category in the suburban development area include single family and multi-family dwellings; commercial retail sales and service establishments when incorporated into mixed use developments which utilize the Traditional Neighborhood Development (TND) concept and such uses are limited to 25 percent of the TND site area; and other uses associated with and developed as an integral component of TND.

Density in the LDR land use category in the suburban development area is limited to 7 units per acre when full urban services are available to the site and there is no minimum density.

The allowed uses in the subject PUD are consistent with the LDR land use category.

**The site includes highly sensitive Category I, II, and III wetlands on site. Additionally, a portion of the wetlands are within the boundaries of the Coastal High Hazard Area/Adaptation Action Area (CHHA/AAA). Further review is provided below.**

Staff finds the proposed rezoning to be consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Zoning Code.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2030 Comprehensive Plan?***

This proposed rezoning to Planned Unit Development is consistent with the 2030 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

**Future Land Use Element (FLUE):**

**Policy 1.2.9**

Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area may be permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

The subject property is located in the Suburban Development Area and according to the attached JEA Availability Letter, **2021-2313**, the proposed development shall connect to City water and sewer.

**Policy 3.1.6**

The City shall provide 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.

The proposed rezoning to a PUD would allow for residential infill on traditionally vacant and underutilized parcels along Splendora Lane and Peebles Lane. The PUD will also allow for a greater variety of residential lots—which directly will address the housing needs of City residents.

**Recreation and Open Space Element (ROSE):**

**Policy 2.2.2**

The City shall require that all new single family and multi-family developments (residential developments) dedicate land for public parkland (active recreation parks) or provide monetary contribution to the appropriate department.

The proposed rezoning shall adhere to the policy mentioned herein. The proposed rezoning is for the development of 125 single-family homes – which requires at least one acre of useable uplands or every 100 lots or 5 percent of the total useable uplands area to be platted, whichever is less to be dedicated as active recreation. The applicant will not be able to contribute a recreation and open space fee due to exceeding the maximum lot requirement.

***(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 2030 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 currently within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). Nonetheless, Staff finds the proposed rezoning to Planned Unit Development is consistent with the 2030 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 single-family dwelling development. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2030 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

**(4) Internal compatibility**

This proposed PUD is consistent with the internal compatibility factors with specific reference to the following:

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** As indicated in the written description, the proposed development will comply with Policy 2.2.4 of the Recreation and Open Space Element of the 2030 Comprehensive Plan and Section 656.420 of the Zoning Code, which requires dedicated common area and active recreation due to the amount of lots proposed in the PUD.

**The use of existing and proposed landscaping:** The subject site will be developed in accordance with Part 12 of the Zoning Code.

**The treatment of pedestrian ways:** Pursuant to the provisions outlined in Chapter 654 Code of Subdivision Regulations and the 2030 Comprehensive Plan, the proposed development will provide bicycle and pedestrian connectivity.

**(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 between Interstate-295 and New Kings Road where single-family dwellings are the predominate use. As such, the subject site will preserve the residential character of the area by offering a greater assortment of lot sizes and housing product. Nonetheless, 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 Property Use</b>
North	LDR	RR-Acre	Single-Family Dwellings
South	LDR	RR-Acre	Single-Family Dwellings
East	LDR	RR-Acre	Single-Family Dwellings
West	LDR	RR-Acre	Single-Family Dwellings

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

The proposed development is consistent with the Low Density Residential (LDR) 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. Additionally, in an updated memo provided by JEA dated August 23, 2021, the proposed project design shall meet the JEA Design Standards in effect at the time of construction plan approval.

**School Capacity:**

Based on the Development Standards for impact assessment, the 40.29± acre proposed PUD rezoning has a development potential of 125 single-family 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:

**School Impact Analysis**  
**PUD 2021-0533**  
**Development Potential: 125 Single-Family Units**

School Type	CSA	2020-21 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats - CSA	Available Seats - Adjacent CSA 2&7
Elementary	1	11,133	60%	20	67%	6,179	2,695
Middle	1	7,607	89%	9	98%	617	606
High	1	8,520	84%	11	76%	956	1,166
<b>Total New Students</b>				<b>40</b>			

*Total Student Generation Yield: 0.333*

*Elementary: 0.167*  
*Middle: 0.073*  
*High: 0.093*

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.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded)	SCHOOL CAPACITY (Permanent/ Portables)	CURRENT ENROLLMENT 20 Day Count (2020/21)	% OCCUPIED	4 YEAR PROJECTION
Rutledge H. Pearson ES #95	1	20	469	191	41%	54%

Jean Ribault MS #212	1	9	1041	747	72%	69%
Jean Ribault HS #96	1	11	1683	1415	84%	85%

- Does not include ESE & room exclusions
- Analysis based on a **maximum 125 dwelling units** – PUD 2021-0533

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** Trout River Boulevard, from New Kings Road to Sibbald Road, is the directly accessed functionally classified roadway in the vicinity. Trout River Boulevard is a 2-lane undivided collector in this vicinity, and is currently operating at 39.78% of capacity. This Trout River Boulevard Parkway segment has a maximum daily capacity of 11,232 vpd and a 2020 daily traffic volume of 4,468 vpd.

This development is for 125 units of ITE Code 210 Single Family Residential which will generate **1,180** daily trips.

The following comments were issued from the Traffic Engineer: Staff supports the Engineer’s findings and forwards to you the following:

- Splendora Lane Extension shall terminate in a city standard Cul-de-sac.
- Provide a traffic study to include a traffic signal warrant analysis and to determine the need for a left and right turn lane and at the intersection of Allene Road and Trout River Blvd. If needed, the left and right turn lane deceleration length shall meet FDOT Standards based on the posted speed limits. The queue lengths shall be based on the study but the left turn lane shall be a minimum of 50’. If a signal is not required, a queue length for the right turn lane will not be required either. The traffic study shall also determine if southbound left and right turn lanes are required on Allene Road at Trout River Blvd and if so, the lengths needed. Finally, the traffic study shall include a traffic impact analysis for the intersection of Trout River Blvd and New Kings Road.

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

The submitted site plan does not show any active recreation or common area – however, due to the development being over 100 lots, the project is required to meet Section 656.420 of the Zoning Code and Policy 2.2.4 as applicable of the Recreation and Open Space Element of the 2030 Comprehensive Plan. The applicant will be required to provide at least one acre of useable uplands for every 100 lots (and any fraction thereof), or 5 percent of the total useable uplands area to be platted, whichever is less, to be dedicated as common area and set aside for active recreation.

***(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 confirmed the presence of Category I, II, and III wetlands



on site. The submitted site plan shows approximately 5.31 acres of wetlands, with 1.70 acres of wetlands being impacted. Nonetheless, the written description has indicated that any impacts to wetlands will be permitted for in accordance with the rules and regulations of the St. Johns River Water Management District.

For more information regarding wetlands, please see the attached memo from Community Planning Division.

***(9) Listed species regulations***

The subject property is less than fifty acres and does not require a listed species survey.

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

The subject 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 2030 Comprehensive Plan and Chapter 654 of the Code of Ordinances.

**SUPPLEMENTARY INFORMATION**

Upon visual inspection of the subject property on **August 26, 2021** by the Planning and Development Department, 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 2021-0533 be **APPROVED WITH CONDITIONS** with the following exhibits:

- The original legal description dated June 21, 2021**
- The original written description dated June 14, 2021**
- The original site plan dated April 22, 2021**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2021-0533** be **APPROVED WITH THE FOLLOWING CONDITION:**

- 1. A common area and active recreation space meeting Section 656.420 of the Zoning Code and Policy 2.2.4 of the Recreation and Open Space Element of the 2030 Comprehensive Plan shall be provided.**

**Figure A:**



*Source: Planning & Development Dept, 09/02/21*

**Aerial view of the subject site and parcel, facing north.**



**Figure B:**



*Source: Planning & Development Dept, 09/02/21*

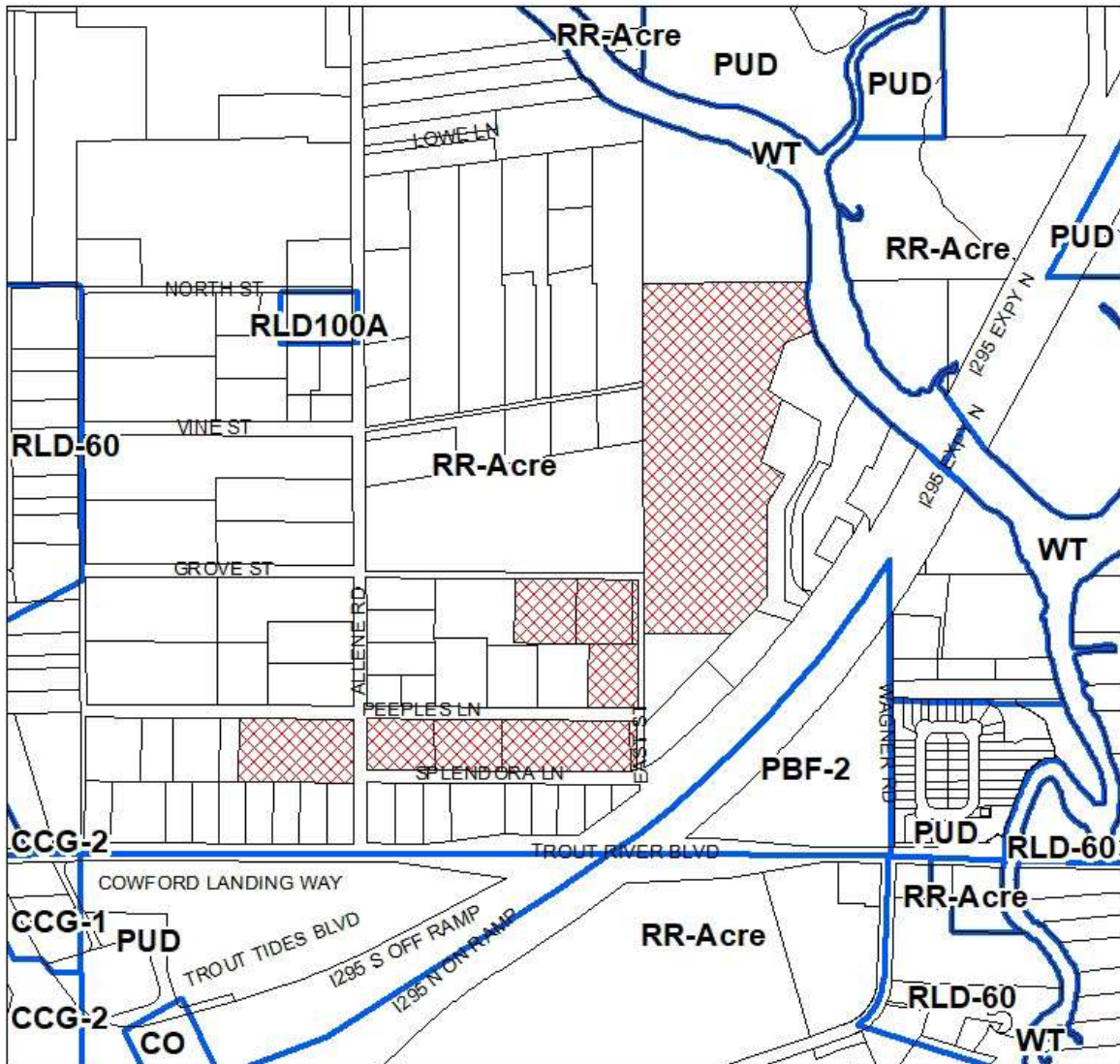
**View of the subject property.**

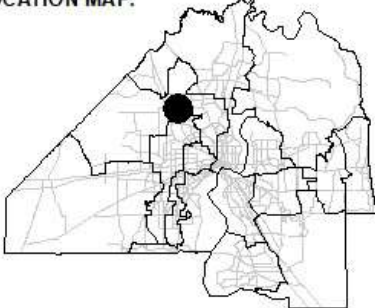
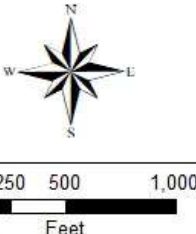
**Figure C:**



*Source: Planning & Development Dept, 09/02/21*

**View of the subject property.**



<p>REQUEST SOUGHT:</p> <p>FROM: RR-ACRE</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>8</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2021-0533</p>	<p>TRACKING NUMBER</p> <p>T-2021-3606</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>