



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
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Jacksonville.gov

January 9, 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.: 2024-0920 Application for: Forest Trails 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 October 16, 2024
2. The Original Written Description dated September 1, 2024
3. The Revised Site Plan dated December 10, 2024

Planning Commission Commentary: There were no speakers in opposition and little discussion amongst the commissioners.

Planning Commission Vote: **5-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye

Charles Garrison	Aye
Julius Harden	Absent
Ali Marar	Absent

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 2024-0920 TO
PLANNED UNIT DEVELOPMENT

JANUARY 9, 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 **2024-0920** to Planned Unit Development.

Location: 2115 Forest Boulevard
Between Leahy Road and Live Oak Drive

Real Estate Numbers: 123468 0010

Current Zoning Districts: Residential Low Density-60 (RLD-60)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: Greater Arlington/Beaches, District 2

Council District: District 4

Applicant/Agent: Folks Huxford
Folks M Huxford LLC
10230 Manorville Drive
Jacksonville, FL 32221

Owner: Holstar, LLC
10103 Ecton Lane
Jacksonville, FL 32246

Staff Recommendation: **APPROVE**

GENERAL INFORMATION

Application for Planned Unit Development **2024-0920** seeks to rezone approximately 15.96± acres of land from Residential Low Density-60 to Planned Unit Development (PUD). The rezoning to a PUD is being sought to allow for a maximum of 86 multi-family units in the form of duplexes. The current Land Use category for the subject property is Low Density Residential, which permits densities up to 7 units per acre when connected city water and sewer. Based on the acreage, the proposed project will have a density of 5 units per acre.

The PUD differs from the conventional zoning code by permitting a multi-family development in the LDR land use category (as it meets the density requirements of LDR), and clustering development to protect the existing wetlands on site.

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 Planning and Development Department finds that the subject property is in the Low Density Residential (LDR) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2045 Comprehensive Plan.

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.

Suburban Area Density:

The maximum gross density in the Suburban Area 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 August 20, 2024, there is an existing 8-inch water main along Forest Boulevard. Additionally, there is an existing 8-inch gravity sewer main along Leahy Road, east of the Forest Blvd intersection, as well as an existing 4-inch force main along Bradley Road at the Chandlers Walk Lane intersection. 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 86 multi-family dwelling units. Since the minimum acreage for 86 units is 12 acres, the provided 15.96 acres meets the requirements of the LDR land use category. 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. The proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

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 1.1.7

Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

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.

Flood Zones

Approximately 1.89 acres of the subject site located in the eastern portion of the property is within the AO Flood Zone. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AO Flood Zone are areas of relatively shallow flooding within the 100-year floodplain or SFHA. Flood insurance is mandatory within the AO flood zone. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

The PUD site plan proposes that development is to be placed within the AO Flood Zone thereby creating floodwater displacement. Floodwater displacement and stormwater runoff must be mitigated within the planned stormwater management facility.

(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 category 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). The agent/owner will be required to submit a Mobility application & a CRC application to the Concurrency Office's.

This development is subject to mobility fee review.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to permit the development of 86 multi-family units in the form of 46 duplex structures. 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. An evaluation of the internal compatibility of a proposal Planned Unit Development shall be based on the following factors:

The treatment of pedestrian ways: Sidewalks shall be provided as required in the 2045 Comprehensive Plan and the Subdivision Regulations, Chapter 654, Ordinance Code.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Active recreation will be provided pursuant to Policies 2.2.3 of the Recreation and Open Space Element of the Comprehensive Plan and Section 656.420 of the Zoning Code.

The use of existing and proposed landscaping: This application was forwarded to the City’s landscape section and the following comments were received:

- Ordinance 2024-0920 Forest Trails Written Description makes the following statement: “H. Landscaping/Fencing/Screening. The development will comply with all provisions of Part 12 of the Zoning Code.” This provision should be retained through to final approval.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced using Forest Boulevard.

The subject site is approximately 15.96 acres and is located on Forest Boulevard, a 2-lane collector roadway. This segment of Forest Boulevard between Live Oak Drive and Beach Boulevard is currently operating at 15% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 17,920 (vpd) and average daily traffic of 2,619 vpd.

The applicant requests 86 townhomes (ITE Code 215) which could produce 619 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 achieved by the following:

The type, number and location of surrounding external uses: The proposed development is in an area with residential properties as the prevailing use developed with single-family dwellings to the north, west, and east. While single-family dwellings are the predominant use, there is a multi-family complex (Forest Meadows East) located approximately 675 feet north of the subject property. Approval of the request for rezoning to allow for duplexes would not be out of character for the surrounding 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-60	Single-family dwellings, multi-family dwellings
South	LDR	RLD-60	Church, single-family dwellings
East	LDR	RLD-60	Single-family dwellings
West	LDR	RLD-60	Single-family dwellings

(6) Intensity of Development

The proposed development is consistent with the LDR functional land use category and will allow for the development of 86 residential units. The PUD is appropriate at this location because it is

consistent with the surrounding residential uses while allowing for a greater variety of housing types.

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. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

Additional service and design elements will be addressed following applicant's construction plan review submittal.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 15.96 acres and is located on Forest Boulevard, a 2-lane collector roadway. This segment of Forest Boulevard between Live Oak Drive and Beach Boulevard is currently operating at 15% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 17,920 (vpd) and average daily traffic of 2,619 vpd.

The applicant requests 86 townhomes (ITE Code 215) which could produce 619 daily trips.

(7) Usable open spaces plazas, recreation areas.

Active recreation will be provided pursuant to Policies 2.2.3 of the Recreation and Open Space Element of the Comprehensive Plan and Section 656.420 of the Zoning Code.

(8) Impact on wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City's GIS analysis that indicates the location, size, quality, and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.



Wetlands Characteristics:

Approximate Size:

4.11 Acres

General Location(s):

The wetlands are a portion of a larger isolated pocket located to the north and south of the application site.

Quality/Functional Value:

The wetlands have a high functional value for water filtration attenuation and flood water capacity and is located in flood zones but do not have a direct impact on the City's waterways.

Soil Types/
Characteristics:

(22) Evergreen-Wesconnett complex – The Evergreen and Wesconnett series consists of nearly level, very poorly drained, soils. The Evergreen soils formed in decomposed organic materials underlain by thick sandy marine sediments while the Wesconnett soils formed in thick sandy marine sediments. Both soils are in depressions and are moderately permeable and moderately slowly permeable. The high water table is at or above the soil surface for very long periods.

(87) Dorovan muck, depressional – The Dorovan series consists of nearly level, poorly drained, organic soils. This soil is formed in decomposed organic materials. They are located in depressions and are moderately permeable. Generally, the high water table is at or above the surface for very long periods.

Wetland Category:	Category III
Consistency of Permitted Uses:	Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	According to the St. Johns River Water Management District website no Environmental Resource Permit issued or applied for at this time.
Wetlands Impact:	According to the application site plan all 4.11 acres of wetlands are to be eliminated by development. Therefore, the 4.11 high functional valued wetlands is required to be mitigated.
Associated Impacts:	A portion of the wetlands of the application site is within the AO Flood Zone.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

1. Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:
 - a. Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture
Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.
 - b. Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture
Such activities are to be in compliance with Chapter 40C-44, F.A.C.
2. Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(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.

Off street parking will be provided in accordance with Part 6 of the City's Zoning Code.

(11) Sidewalks, trails, and bikeways

Sidewalks shall be provided as required in the 2045 Comprehensive Plan and the Subdivision Regulations, Chapter 654, Ordinance Code.

The following are comments received by the Transportation Division of the Planning and Development Department:

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.

SUPPLEMENTARY INFORMATION

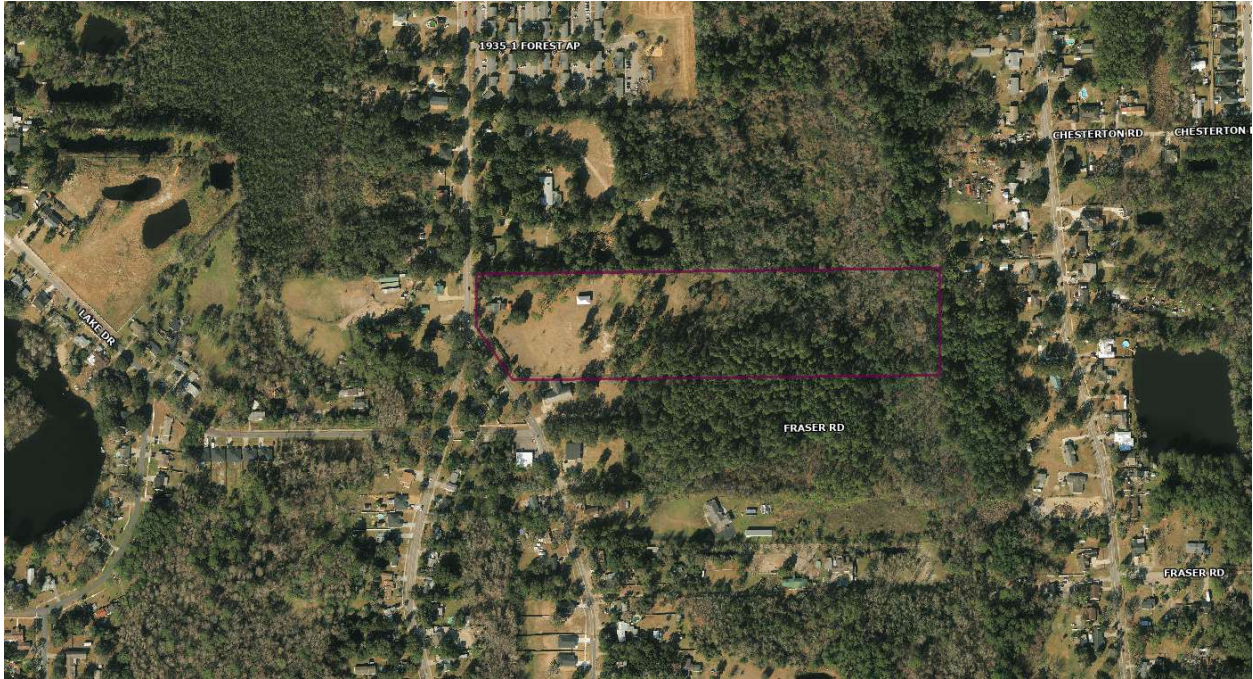
Upon visual inspection of the subject property on **January 2, 2025**, by the Planning and Development Department, the Notice of Public Hearing signs **were not** posted. Staff has reached out to the applicant to have them posted prior to the public hearing.

RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2024-0920** be **APPROVED with the following exhibits:**

- 1. The original legal description dated October 16, 2024**
- 2. The original written description dated September 1, 2024**
- 3. The revised site plan dated December 10, 2024**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0920** be **APPROVED.**



Source: JaxGis

Aerial view of the subject property, facing north.



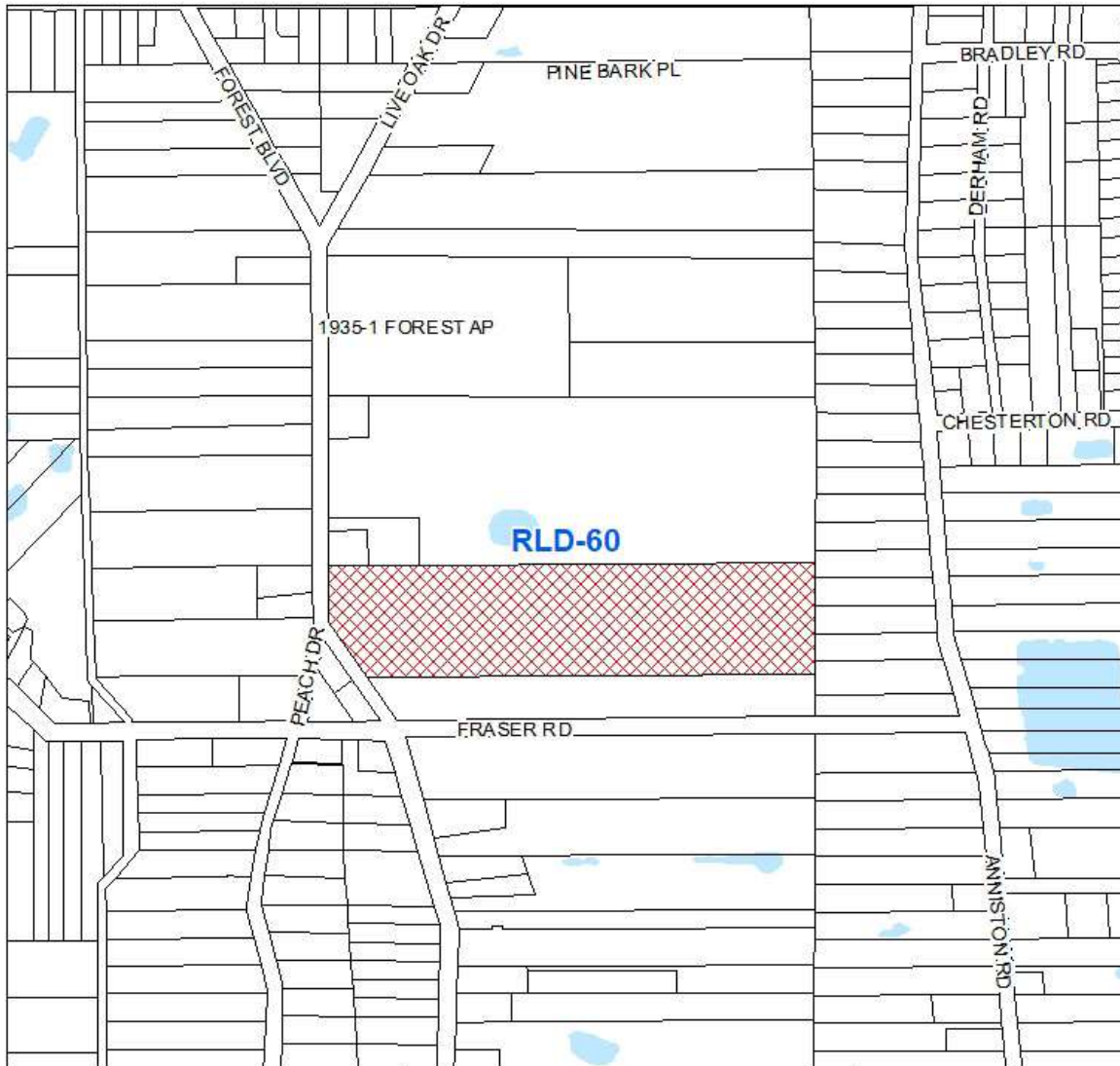
Source: Planning & Development Department, 1/2/2025

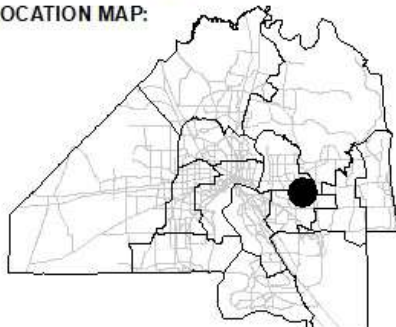

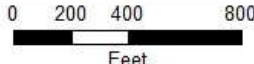
View of the subject property from Forest Boulevard.



Source: Planning & Development Department, 1/2/2025

View of the nearby multi-family development, Forest Meadows East, located north of the subject property.



<p>REQUEST SOUGHT:</p> <p>FROM: RLD-60</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	  <p>COUNCIL DISTRICT:</p> <p>4</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2024-0920</p>	<p>TRACKING NUMBER</p> <p>T-2024-5919</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>