



A NEW DAY.

# City of Jacksonville, Florida

**Donna Deegan, Mayor**

Planning and Development Department  
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March 21, 2024

The Honorable Ronald B. Salem, Pharm. D., President  
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.: 2024-145**

**Application for: Aveline Trail PUD**

Dear Honorable Council President Salem, 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 January 4, 2024.**

**The original written description dated January 24, 2024.**

**The original site plan dated January 23, 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 11 speakers in opposition. Their concerns were with increased traffic, loss of privacy, building height, no other multi-family in area, drainage and loss of trees and wildlife. The Commissioners discussed that townhomes were single family attached units, Girvin Road is operating below capacity, the 35 foot height is standard for residential dwellings, and the subdivision to the west was woods in 2004.

Planning Commission Vote: **7-1**

Charles Garrison, Chair **Aye**

Tina Meskel, Vice Chair **Aye**

Mark McGowan, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Julius Harden	Aye
Mon'e Holder	Absent
Ali Marar	Aye
Jack Meeks	Nay

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  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-145 TO**  
**PLANNED UNIT DEVELOPMENT**

**MARCH 21, 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 **2024-145** to Planned Unit Development.

<b><i>Location:</i></b>	12636 & 12640 Ivylena Road between Southern Road Drive and Girvin Road
<b><i>Real Estate Number(s):</i></b>	162213-0000, 162213-0010
<b><i>Current Zoning District(s):</i></b>	Residential Rural-Acre (RR-Acre)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Low Density Residential (LDR)
<b><i>Proposed Land Use Category:</i></b>	Medium Density Residential (MDR) Conservation (CSV)
<b><i>Planning District:</i></b>	Greater Arlington/Beaches, District 2
<b><i>Council District:</i></b>	District 3
<b><i>Applicant/Agent:</i></b>	Josh Cockrell The Stellarea Group P.O. Box 28327 Jacksonville Florida 32226
<b><i>Owner:</i></b>	Tatyana Paly Cortez Pointe, Inc. 7643 Gate Parkway, 104-584 Jacksonville Florida 32256
<b><i>Staff Recommendation:</i></b>	<b>APPROVE</b>

### **GENERAL INFORMATION**

Application for Planned Unit Development 2024-145 seeks to rezone approximately 5.29 acres of land from Residential Rural-Acre (RR-Acre) to PUD. The rezoning to PUD is being sought to allow a maximum of 65 townhomes. Each townhome lot will be 16 feet wide and 1,500 square feet in area. The parcels are a former plant nursery with a residential dwelling and several outbuildings.

### **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 located 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. However, there is a companion Application for Small Scale Land Use Amendment to the Future Land Use Map Series L-5876-23C (Ordinance 2024-144) that seeks to amend the portion of the site that is within the Low Density Residential (LDR) land use category to Medium Density Residential (MDR) and Conservation (CSV). Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. MDR in the Suburban Development Area permits residential densities at a minimum of 7 units per acre and up to 20 units per acre. Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series L-5876-23C be approved. The PUD will have a density of 12.2 units/acre, below the maximum of 20 units/acre allowed in the MDR land use category. 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.

**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

**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). There is a companion Application for Small Scale Land Use Amendment to the Future Land use Map Series L-5876-23C (Ordinance 2024-144) that seeks to amend the portion of land that is within the Low Density Residential (LDR) land use category to Medium Density Residential (MDR) and Conservation (CSV). 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 65 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 single family subdivision to the west which has a single road with driveways accessing the road. The PUD site plan shows a single road with townhomes having access off one road.

- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The Written Description indicates that 0.82 acres of recreation will be provided. The Site plan shows this recreation area in the southwest corner of the site.
- The use of topography, physical environment and other natural features: The land use application removes approximately 0.05 acres in the PUD to the Conservation land use category.
- Traffic and pedestrian circulation patterns: The PUD Site Plan shows a single road ending in a “T”. This layout provides an economical design.
- 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: There are six different zoning districts in the immediate area. There are 1 acre lots, 80 foot wide lots, 60 foot wide lots, and 40 foot wide lots. The proposed PUD will provide additional housing options for the area.
- The Comprehensive Plan and existing zoning on surrounding lands: 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>	LDR MDR	RR-Acre RMD-A	Hickory Creek plant nursery Single family subdivision
<b>South</b>	LDR	PUD (04-521)	Single family subdivision
<b>East</b>	LDR	RR-Acre	Single family dwellings, undeveloped
<b>West</b>	LDR	PUD (04-521)	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 8 inch water main and an 8 inch gravity sewer main along Ivylena Road.

The Duval County School District indicates that the development will result in a total of 15 students for the affected Elementary, Middle and High Schools. There appears to be sufficient capacity in all schools for the development.

- The amount and size of open spaces, plazas, common areas and recreation areas: The PUD Written Description indicates 0.8 acres of recreation will be provided.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: Ivylena Road is a local road, however it does intersect with Girvin Road which is classified as a Collector. According to the Transportation Planning Division, Girvin Road is operating at 22% capacity. This segment currently has a maximum daily capacity of 37,300 vehicles per day (vpd) and average daily traffic of 8,107 vpd. The applicant requests 65 dwelling units of town home (ITE Code 215), which could produce 468 daily trips.

***(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 identified 0.05 acres of wetlands which are located along the eastern boundary and northeast corner of the property and is portion of a larger narrow wetland system that buffers Mt. Pleasant Creek that drains north into Tiger Pond Creek. The Category II wetland has a high functional value for water filtration attenuation and flood water capacity and has a direct impact on the City's waterways. This area will be placed in the Conservation (CSV) land use category. 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 in accordance with Part 6 of the Zoning Code. Section 656.604 (a)(2) states that townhomes are required to provide 1 guest space for every three townhomes. According to the site plan, 19 guest spaces are required for 65 townhomes, however the site plan shows 16 guest spaces.

***(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 March 12, 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 **2024-145** be **APPROVED** with the following exhibits:

1. The original legal description dated January 4, 2024.
2. The original written description dated January 24, 2024.
3. The original site plan dated January 23, 2024.



Aerial view of subject property





Retention pond adjacent to subject property



Plant nursery across from subject property

