



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
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April 18, 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.: 2024-230**                      **Application for: Francis Pointe 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:

1. **The original legal description dated December 19, 2023.**
2. **The original written description dated February 8, 2024.**
3. **The original site plan dated January 4, 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 three speakers in opposition whose concerns were if there would be an HOA, and other potential uses. There was little discussion among the Commissioners.

Planning Commission Vote: **5-0**

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

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  
City of Jacksonville - Planning and Development Department  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-0230 TO**  
**PLANNED UNIT DEVELOPMENT**

**APRIL 18, 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 **2024-0230** to Planned Unit Development.

<b><i>Location:</i></b>	0 Francis Road and 0 Edgewood Avenue Between Edgewood Ave and Cleveland Road
<b><i>Real Estate Numbers:</i></b>	041450-0010; 041449-0020
<b><i>Current Zoning District:</i></b>	Commercial Residential Office (CRO) Commercial Community General-1 (CCG-1)
<b><i>Current Land Use Category:</i></b>	Residential-Professional-Institutional (RPI) Community/General Commercial (CGC)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Planning District:</i></b>	5 – Northwest
<b><i>Council District:</i></b>	District 10
<b><i>Applicant/Agent:</i></b>	Shalene Estes Forester 14785 Old St. Augustine Road, Suite 300 Jacksonville, Florida 32258
<b><i>Owners:</i></b>	Mary Van Kempen St. Johns Trading Company, Inc. 9250 Baymeadows Road, #400 Jacksonville, FL 32256
<b><i>Staff Recommendation:</i></b>	<b>APPROVE</b>

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0230** seeks to rezone approximately 10.22± acres of land from Commercial Residential Office (CRO) and Commercial Community General-1 (CCG-1) to PUD. The rezoning to a new PUD is being sought in order to allow for a master planned townhome development with a maximum of 88 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 10.22-acre subject site is located along the north side of minor arterial roadway Edgewood Avenue West (SR-111), between Cleveland Road and Bagley Road, in Council District 11, Planning District 5. The applicant seeks to rezone from CCG-1 and CO to PUD to allow for the development of townhomes.

Residential Professional Institutional (RPI) is a category primarily 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.

Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns.

In the Urban Development Boundary, the RPI land use category has a maximum density of 30 dwelling units per acre. The CGC land use category has a maximum density of 40 dwelling units to the acre. The CGC land use requires that single use residential developments only be permitted when 50% or more of the contiguous CGC land use category is developed for non-residential uses. The nearby CGC properties exceed this requirement. At these densities, the development would be permitted up to 351 dwelling units. The developer proposes only 90.

The proposed PUD is consistent with the CGC and RPI land use categories.

#### ***(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):**

**Policy 1.2.8**

Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

**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 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) and Community/Commercial General (CGC). Furthermore, Staff finds the proposed rezoning to Planned Unit Development 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 mixed-use 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 January 4, 2024 depicts multi-family dwellings in the form of eighty-eight (88) Townhome Units in 13 separate buildings.

**The particular land uses proposed and the conditions and limitations thereon:** The proposed project is a residential development with a maximum of 88 dwelling units. The conceptual site plan, together with these uses, provides for a compact development that maximizes the preservation of natural areas.

**Compatible relationship between land uses in a mixed-use project:** Development on the site will be residential only in both of the existing Land Use Categories.

***(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 near the intersection of Edgewood Avenue and Cleveland Road. There are commercial uses located to the south and west of the property site and residential located to the north. The subject site will preserve the residential character of the area.

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

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LDR/RPI	RLD-60/CRO	Single Family Dwellings
South	CGC	CCG-1	Medical / Retail Stores
East	CGC/LDR	CRO/RLD-60	Medical / Single Family Dwellings
West	RPI	CCG-1/ CRO	Medical / School

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

The proposed development is consistent with the CGC and RPI functional land use categories.

**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 Francis Road and Cleveland Road.

**School Capacity:** A request for review by the Duval County Public School was submitted on April 2, 2024, but a review has not been received as of April 11<sup>th</sup>. When a review is submitted it will be included in the rezonings official file.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The application was forwarded to the Florida Department of Transportation and the following were comments issued:

The Frances Pointe PUD project proposes the development of a residential community of up to 88 townhomes. The project site is a total of 10.22 acres. Access to the site is provided from Francis Road. There is no direct access to a state facility.

There are sidewalks alongside Francis Road and proposed sidewalks within the development. There are no dedicated bicycle facilities on Francis Road or within the proposed project site.

FDOT has a programmed capacity improvement in the vicinity of the project site. SR111 (Edgewood Ave) lighting, scheduled for completion in 2024 (FPID # 442848-1).

**Trip Generation**

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

**Table 1**

Land Use	ITE Code	Size	Units	Daily Trips	AM Peak Trips	PM Peak Trips
Single-Family Attached Housing	215	88	Dwelling Units	620	40	49

### Roadway Capacity

Table 2 shows the maximum level of service and peak hour volume for SR 111 and US 1/23 according to FDOT's Florida State Highway System Level of Service Report, dated July 2022.

**Table 2**

County	Road	Segment ID	Segment	FDOT LOS Standard	Maximum Service Volume	2021 Peak Hour Volume	2021 Peak LOS	2027 Peak Hour Volume	2027 Peak LOS
Duval	SR111 / Edgewood Ave	420	US 1/23 / New Kings Road to SR 115 Lem Turner Rd	D	3,580	1,392	C	1,565	C
Duval	US 1/23	479	Edgewood Ave to Soutel Dr	D	3,580	2,153	C	2,423	C
Duval	US 1/23	4,479	Clifford Ln to Edgewood Ave	D	5,390	2,334	C	2,618	C

The segments mentioned in Table 2 will have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2027. FDOT does not anticipate any significant adverse impacts to SR 111 or US 1/23.

The City's Traffic Engineer has reviewed the proposed project and left the following comments:

- The typical street cross section for a right of way proposed to be dedicated to the City of Jacksonville shall match that found in City Standard Details for City of Jacksonville, Plate P-127.
- If the roads are to be dedicated to the City of Jacksonville, there shall be no parking spaces created in the right of way.

**Transportation Planning Division CONDITIONS the following:**

Per conditions set forth in Transportation Memorandum: Francis Pointe PUD 2024-0230 dated 4/9/24, which repeat the Traffic Engineers Comments above.



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

Recreation and open space may be provided. Such area if developed, shall be owned and maintained by an Owners' Association.

***(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 for each home as required by Part 6 of the City of Jacksonville Zoning Code.

***(11) Sidewalks, trails, and bikeways***

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

**SUPPLEMENTARY INFORMATION**

The applicant provided proof of sign posting via the sign posting affidavit which is dated April 4<sup>th</sup>. 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 **2024-0230** be **APPROVED** with the following exhibits:

1. The original legal description dated December 19, 2023.
2. The original written description dated February 8, 2024.
3. The original site plan dated January 4, 2024.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0230** be **APPROVED**.



Aerial Photo

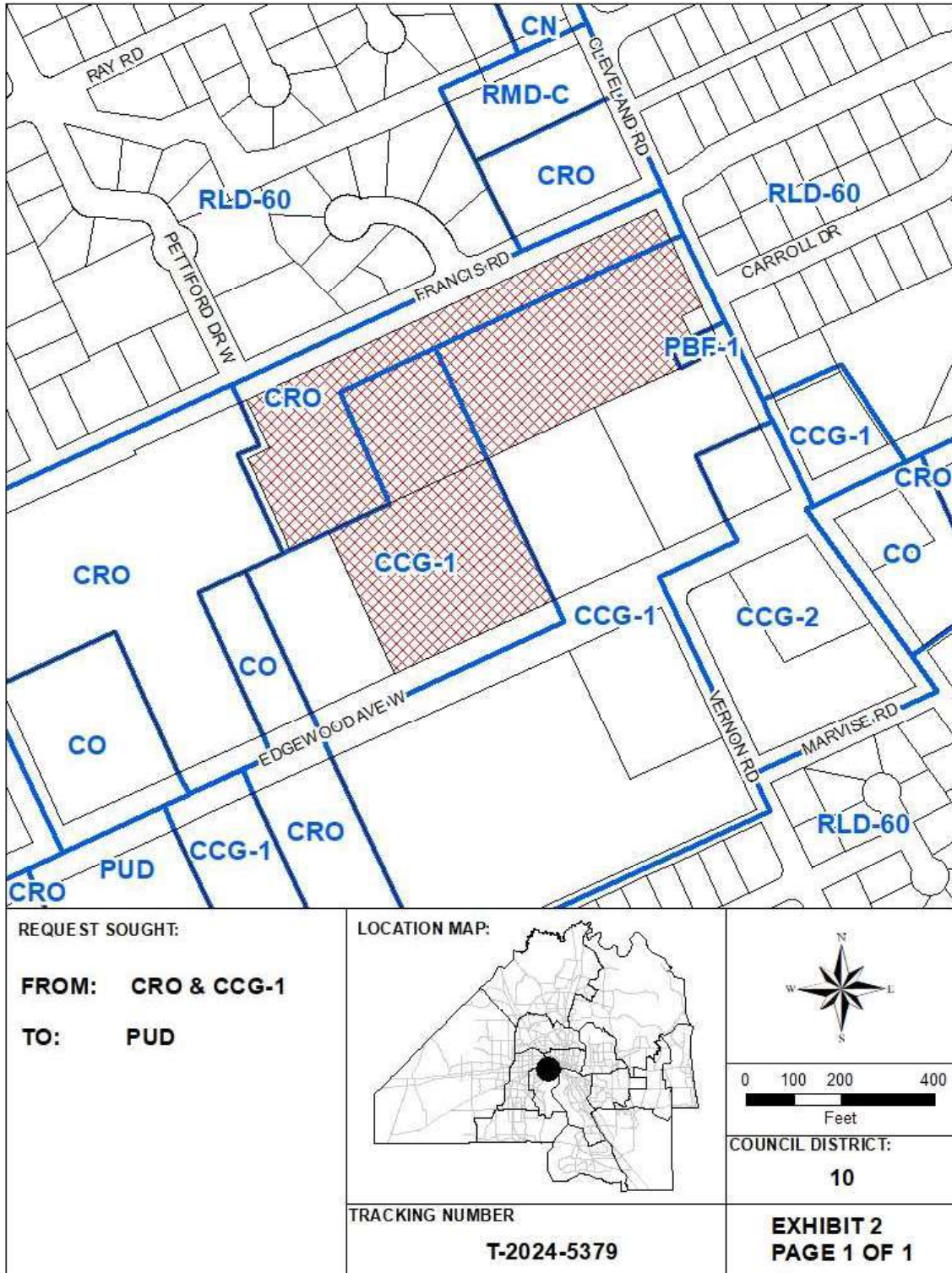




**View of the Subject Site from Edgewood Avenue**



**View of the Subject Site from the corner of Francis Road and Cleveland Road**



Legal Map