



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

December 5, 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.: 2024-860

Application for: Cedar River Station 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 with Conditions**

Planning Commission Recommendation: **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated August 21, 2024**
- 2. The original written description dated October 21, 2024**
- 3. The original site plan dated October 22, 2024**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The development shall provide a minimum of fifty-eight (58) guest parking spaces.**
- 2. Per the written description Section III.A.2, "The gated emergency access shown on the southwestern area of the PUD map will be equipped with an entry key switch (i.e. KNOX) and made accessible to the fire department and first responders in the need of an emergency." If this road is to be used as emergency only, it will otherwise act as a**

“dead end” and shall be terminated properly with an acceptable roadway termination. If it will be open at all times, a traffic study shall be provided at Civil Site Plan Review to determine the need for turn lanes on Lenox Avenue. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).

3. Internal subdivision sidewalks shall be required per Section 654.133 (e) and (f) of City of Jacksonville Code of Ordinances.

Planning Department conditions:

1. The development shall provide a minimum of fifty-eight (58) guest parking spaces.
2. Per the written description Section III.A.2, “The gated emergency access shown on the southwestern area of the PUD map will be equipped with an entry key switch (i.e. KNOX) and made accessible to the fire department and first responders in the need of an emergency.” If this road is to be used as emergency only, it will otherwise act as a “dead end” and shall be terminated properly with an acceptable roadway termination. If it will be open at all times, a traffic study shall be provided at Civil Site Plan Review to determine the need for turn lanes on Lenox Avenue. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
3. Internal subdivision sidewalks shall be required per Section 654.133 (e) and (f) of City of Jacksonville Code of Ordinances.

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **7-0**

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

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
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7820
blewis@coj.net

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-860 TO
PLANNED UNIT DEVELOPMENT

DECEMBER 5, 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 **2024-860** to Planned Unit Development.

Location: West side of Lane Avenue South between Lenox Avenue and Normandy Boulevard

Real Estate Number(s): 011778-0055

Current Zoning District(s): Residential Medium Density-D (RMD-D)
Commercial Community General-1 (CCG-1)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Medium Density Residential (MDR)
Community General Commercial (CGC)

Proposed Land Use Category: Medium Density Residential (MDR)

Planning District: Southwest, District 4

Council District: District 9

Applicant/Agent: Shalene Estes
Forestar
14785 Old St. Augustine Road, Suite 300
Jacksonville, Florida 32258

Owner: Kathleen Zimmerman
IPS Enterprises, Inc.
2115 West Pike Boulevard
Weslaco, Texas 78596

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development 2024-860 seeks to rezone approximately 14.03 acres of land from RMD-D and CCG-1 to PUD. The rezoning to PUD is being sought to allow a maximum of 182 townhomes units. The proposed PUD differs from conventional zoning by eliminating uses usually allowed by right and by exception and only permitting

There is a companion Land Use Amendment, 2024-0859 (L-5972-24C). This companion Application for Small-Scale Land Use Amendment to the Future Land Use Map seeks to amend the portion of the site that is within the Community General Commercial (CGC) land use category to Medium Density Residential (MDR). Staff is recommending approval.

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 Community General Commercial (CGC) and Medium Density Residential (MDR) functional land use categories 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-5972-24C (Ordinance 2024-859) that seeks to amend the portion of the site that is within the Community General Commercial (CGC) land use category to Medium Density Residential (MDR).

Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as 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. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Development within the category should be compact and connected and should support multi-modal transportation. The maximum gross density for MDR in the UPA is 30 units per acre when the site does not abut land in Low Density Residential (LDR) or Rural Residential (RR); except for sites within the Coastal High Hazard Area (CHHA) where the maximum gross density shall be 20 units per acre, unless appropriate mitigation is provided consistent with the City's CHHA policies.

Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series L-5972-24C be approved. 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
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

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.

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.

Policy 3.1.12 The City shall, through Land Development Regulations, require higher density residential development and supporting commercial facilities to locate on major arterial or collector roads used for mass transit routes, and in proximity to major employment areas in order to ensure the efficient use of land, public facilities, and services, and transportation corridors.

(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): Medium Density Residential (MDR) and Community General Commercial (CGC). There is a companion Application for Small Scale Land Use Amendment to the Future Land use Map Series L-5972-22C (Ordinance 2024-859) that seeks to amend the portion of land that is within the Community General Commercial (CGC) land use category to Medium Density Residential (MDR). 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 townhome development consisting of 182 units. 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 written description and site plan will ensure the proposed streetscape will be similar to other townhomes developments in the city.
- The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The site plan shows a recreation area with parking for the residents.
- Traffic and pedestrian circulation patterns: The site plan shows one point of egress/ingress 525 feet from the intersection of Lane Avenue and Lenox Avenue. A second emergency point of ingress/egress is shown on the western portion of the property.

The subject site is approximately 14.0 acres and is located on the northwest corner of Lane Avenue (SR-103), a minor arterial roadway, and Lenox Avenue, a collector roadway. Lane Avenue between San Juan Avenue and Normandy Boulevard is currently operating at 48% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 17,400 vpd. Lenox Avenue between Old Middleburg Road and Lane Avenue is currently operating at 11% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 35,435 (vpd) and average daily traffic of 3,857 vpd.

The applicant requests 186 multifamily dwelling units (ITE Code 220) which could produce 1,254 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: There is a small retail center and filling station to the east, another small retail center to the southeast and a vacant retail building to the south. To the southeast are the Palomas Apartments, which are the closest multi-family units. Additional multi-family units at this location will help to support the existing commercial uses in the 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	CGC	PUD (92-170)	Commerical uses, Heart Utility Service
South	CGC	CCG-1 (PUD 22-396)	Vacant building Single family dwelling, undeveloped
East	CGC LI	CCG-1 CCG-2	Commercial uses, restaurant Filling station, car wash
West	MDR	RMD-D PBF-1	Undeveloped, wetlands JFRD Station

(6) Intensity of Development

The proposed development is consistent with the Community General Commercial (CGC) functional land use category as a multifamily townhome development for 182 units. The PUD is appropriate at this location because it will provide alternate forms of housing for the immediate area.

- The existing residential density and intensity of use of surrounding lands: There are no residential developments that surround the subject parcel. There is a multifamily development in the southeast quadrant of Lane and Lenox Avenues.
- The availability and location of utility services and public facilities and services: JEA indicates that water mains are along both Lenox Ave. and Lane Ave. and a sewer main is on Lenox Ave,
- The amount and size of open spaces, plazas, common areas and recreation areas: The written description states the development will provide a minimum of 27,900 sq. ft. of active recreation area, which meets the minimum standards in the Zoning Code.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: Lane Ave is a Minor Arterial Road and Lenox Ave is a classified as a Collector Road. Both streets have the capacity to accommodate the expected traffic.

Traffic Engineering has the following comments per memo dated November 19, 2024:

- Per the written description Section III.A.2, “The gated emergency access shown on the southwestern area of the PUD map will be equipped with an entry key switch (i.e. KNOX) and made accessible to the fire department and first responders in the need of an emergency.” If this road is to be used as emergency only, it will otherwise act as a “dead end” and shall be terminated properly with an acceptable roadway termination. If it will be open at all times, a traffic study shall be provided at Civil Site Plan Review to determine the need for turn lanes on Lenox Avenue. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January

- 2024).
- The “Emergency Access” show on the site plan does not access a public right of way. Permission for using this access shall come from the site owner.
 - Per the written description Section III.A.3, “Pedestrian access shall be provided as demonstrated on the PUD Site Plan.” The site plan does not show any internal sidewalks. Sidewalks internal to the subdivision shall meet the requirements given in the City of Jacksonville Code of Ordinances Section 654.133 (e) and (f).
 - Lane Avenue South is an FDOT right of way. Permitting for access to this ROW shall be through FDOT.

FDOT has indicated there are several resurfacing projects in the vicinity scheduled for 2025, 2026 and 2027. FDOT does not anticipate any significant adverse impacts Lane Ave (SR 103).

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area. 150 sq. ft of active recreation area per 182 units.

(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-site. However, 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.

Although the written description indicates that guest parking will not be provided, 58 spaces are shown on the site plan. Due to the dense nature of townhomes, additional parking cannot be accomplished by on street parking. Guest parking is imperative to ensure the sustainability of the project. **Staff is recommending a condition to require a minimum of 58 guest parking spaces.**

(11) Sidewalks, trails, and bikeways

There are existing sidewalks along both Lane Ave and Lenox Ave frontages. The project will contain a pedestrian system that meets the 2045 Comprehensive Plan. While the Site Plan does not indicate internal sidewalks the property will be required to provide sidewalks internal to the

subdivision meeting the standards of Section 654.133 (e) and (f) of City of Jacksonville Code of Ordinances.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on November 20, 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 2024-860 be **APPROVED with the following exhibits:**

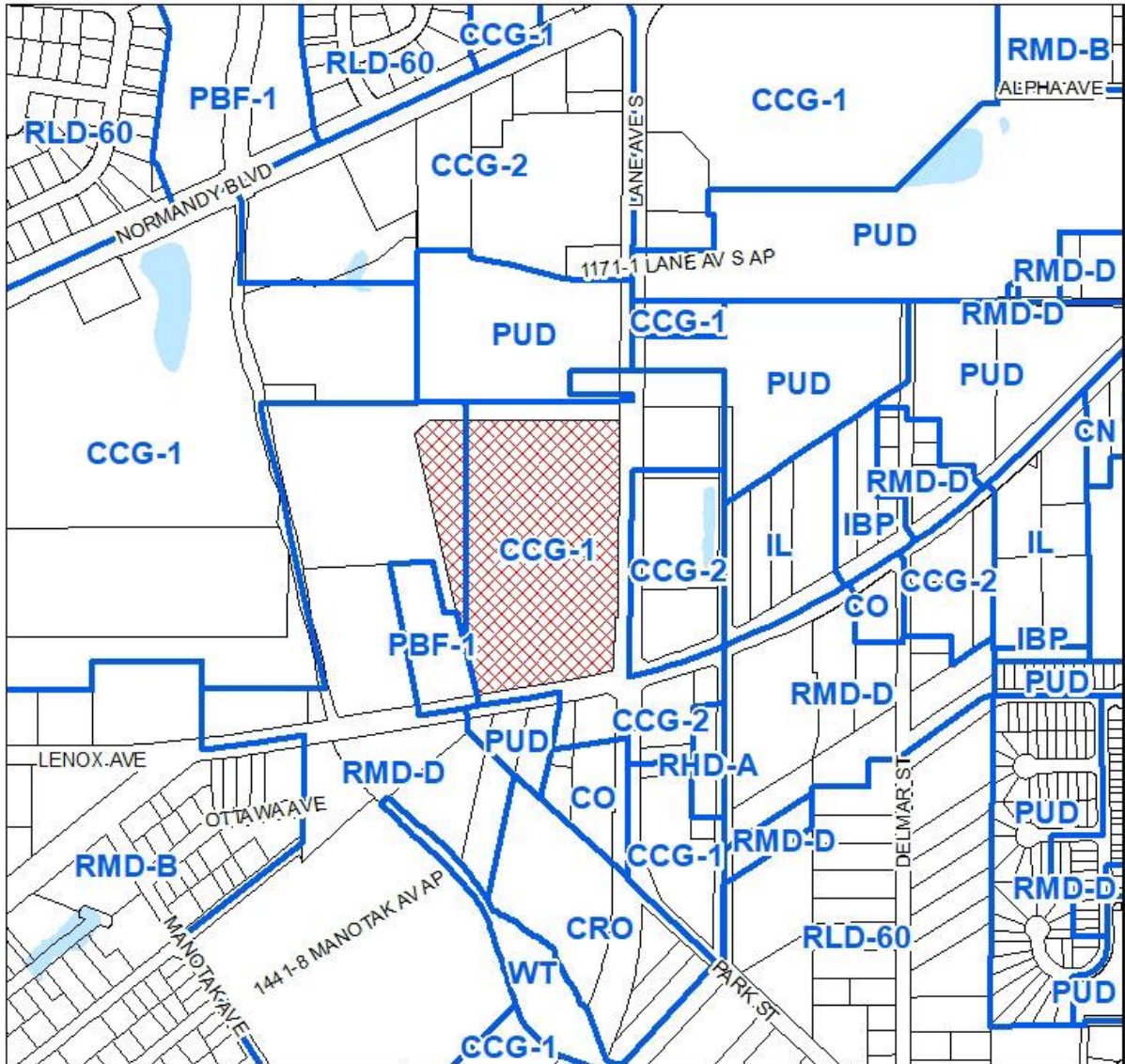
1. The original legal description dated August 21, 2024
2. The original written description dated October 21, 2024
3. The original site plan dated October 22, 2024

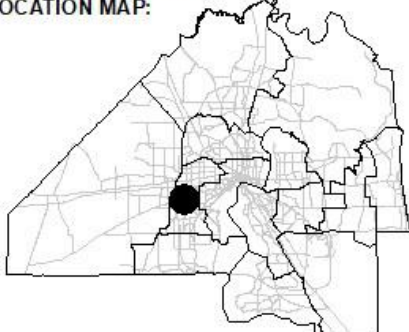
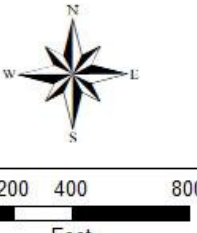
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2024-860 be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

1. The development shall provide a minimum of fifty-eight (58) guest parking spaces.
2. Per the written description Section III.A.2, "The gated emergency access shown on the southwestern area of the PUD map will be equipped with an entry key switch (i.e. KNOX) and made accessible to the fire department and first responders in the need of an emergency." If this road is to be used as emergency only, it will otherwise act as a "dead end" and shall be terminated properly with an acceptable roadway termination. If it will be open at all times, a traffic study shall be provided at Civil Site Plan Review to determine the need for turn lanes on Lenox Avenue. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).
3. Internal subdivision sidewalks shall be required per Section 654.133 (e) and (f) of City of Jacksonville Code of Ordinances.



Aerial view of subject property



<p>REQUEST SOUGHT:</p> <p>FROM: CCG-1 & RMD-D</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	
<p>ORDINANCE NUMBER</p> <p>ORD-2024-0860</p>	<p>TRACKING NUMBER</p> <p>T-2024-5777</p>	<p>COUNCIL DISTRICT:</p> <p>9</p> <p>EXHIBIT 2 PAGE 1 OF 1</p>