

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**

**APPLICATION FOR REZONING ORDINANCE 2014-0254**

**TO PLANNED UNIT DEVELOPMENT**

**AUGUST 4, 2014**

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 **2014-0254** to Planned Unit Development.

***Location:*** South of Old St. Augustine Road  
Northeast quadrant of the intersection of Plummer Grant Road and Joda Lane.

***Real Estate Number:*** 157245 0165

***Current Zoning District:*** Residential Rural - Acre (RR-ACRE)  
Residential Low Density -90 (RLD-90)

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

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

***Planning District:*** Southeast, District 3

***City Council District:*** The Honorable Matt Schellenberg, District 6

***Applicant/Agent:*** Paul M. Harden  
Law Office of Paul M. Harden  
501 Riverside Avenue, Suite 901  
Jacksonville, Florida 32202

***Owner:*** Lewis Ritter  
Grace Farms Investments, LLC  
8833 Perimeter Park Boulevard, Suite 1001  
Jacksonville, Florida 32216

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

### **GENERAL INFORMATION**

Application for Planned Unit Development **2014-0254** seeks to rezone approximately 17.57± acres of land from RR-ACRE and RLD-90 to PUD. The rezoning to PUD is being sought for the purpose of developing a 67 unit Single-family subdivision on 60 feet wide lots, plus the existing estate home on site. The property is currently developed with a horse farm and is surrounded by similar rural residential to the north, east, and south. Single-family subdivisions that are built with 90 and 80 feet wide lots are present to the west, northwest, and southwest of the property. The applicant proposes to develop the subject site with one central storm water pond facility and one full access street to Plummer Grant Road.

### **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.

*(1) Is the proposed zoning district consistent with the 2030 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 2030 Comprehensive Plan. The LDR functional land use category permits housing developments in a gross density range of up to seven (7) dwelling units per acre when full urban services are available to the site. The proposed PUD proposes a gross density of 3.8 dwelling units to the acre and will have full urban services available to the site. As conditioned, the proposed rezoning will be consistent with the FLUMs adopted as part of the 2030 Comprehensive Plan pursuant to Chapter 650 Comprehensive planning for future development of the Ordinance Code.

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

Yes. The evaluation of the goals, objectives and policies of the Comprehensive Plan can be found later in this report.

*(3) Does the proposed rezoning conflict with any portion of the City's land use Regulations?*

No. The written description and the site plan of the intended plan of development meet all portions of the City's land use regulations and further their intent by providing specific development standards.

*(1) Consistency 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 subject property is within the following functional land use categories as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR).

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

FLUE 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.

FLUE Policy 1.1.10 Promote the use of Planned Unit Developments (PUDs), cluster development, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, state and federal regulations.

It is the purpose and intent of the conditions to ensure that the character of the established neighborhood is protected from any and all potential undesirable influences, and to enhance the surrounding neighborhood.

FLUE Policy 1.1.20 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.

FLUE Policy 3.1.10 The City shall require new residential areas to be designed to include an efficient system of internal circulation and connection to adjacent developments and neighborhoods.

Therefore, proposed rezoning to Planned Unit Development, as conditioned, is consistent with the 2030 Comprehensive Plan, and further the following goals, objectives and policies contained therein.

*(2) Consistency with the Concurrency and Mobility 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 Management System Office (CMSO) prior to development approvals.

*(3) Allocation of residential land use*

This proposed Planned Unit Development intends to utilize lands for a single-family residential

development. 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 use of existing and proposed landscaping:

The project will be required to meet the minimal standards set forth in Section 656, Part 12.

The treatment of pedestrian ways:

Limited amounts of delineated pedestrian ways are shown on the site plan where not all properties will benefit from having direct sidewalk access. It appears that many pedestrians will share their walking experience with proximate automobile traffic in some portions of the development. The Planning Department requires the Developer to install a pedestrian sidewalk system that meets the requirements of the 2030 Comprehensive Plan.

Traffic and pedestrian circulation patterns:

The property is proposed to be accessed from one full access driveway centrally located along Plummer Grant Lane. Internal traffic circulation consists of walks along the internal roadways and three planned cul-de-sacs and the terminal ends of certain roadways. A review of the proposed project by the Development Services Division (in their attached memorandum dated April 17, 2014) recommended the following transportation management improvements:

- 1. Roadways shall meet design standards of Section 3 of the Land Development Procedures Manual. 24' of pavement is required except for the 3 small cul-de-sacs (west of Lot 40, west of Lot 6 and north of Lot 27).**
- 2. Provide sidewalks in accordance with the 2030 Comprehensive Plan and Land Development Procedures Manual. This includes frontage on Plummer Grant Road and Joda Lane North. This site is within the Suburban Development Area on Map T-4 of the Comp Plan.**

A review by the Comprehensive Planning Section in their memorandum dated April 22, 2014 stated... "The PUD calls for 67 single-family homes which are within the development potential of LDR. The LDR Land use category for the suburban development area recommends that 'new subdivisions meet a standard of connectivity...and cul-de-sacs should be avoided...".

The Planning Department recommends the Developer align two access roads to existing roadways Carriage Crossing Drive and Brannon's Walk Court for better connectivity and traffic management into and out of the development.

The use and variety of building setback lines, separations, and buffering:

Applicant proposes standard RLD-60 setbacks for all proposed single-family lots. However, maximum lot coverage will be capped at 45 percent and maximum height will be capped at 30 feet, which are less than the conventional Zoning Code requires for RLD-60.

The variety and design of dwelling types:

The Written Description does not describe the variety and design of dwelling types. The submitted site plan shows 67 single-family lots no greater than 60 feet in width and 100 feet in depth. The property abuts property to the north which is zoned Rural Residential and where large numbers of horses are present. The southern property boundary abuts Joda Lane North where there are several large lot single-family RR-ACRE zoned properties south and southeast along the length of Joda Lane North. The Planning Department recommends a development plan with a mixture of lot sizes that include 60, 70, and 80 feet wide lots.

Signage:

Proposed signage is consistent with the requirements for RLD zoned properties found within the Zoning Code – one single faced or double faced signs not to exceed twenty-four (24) square feet in area and eight (8) feet in height. Signs may be internally or externally illuminated.

*(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:

Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon:

The proposed PUD does not consider the existing intensity of residential use of the abutting rural residential properties, and those lands east of Plummer Grant Road.

The type, number and location of surrounding external uses: The proposed development is located in an area that is mixture of large-lot single-family development, residential subdivisions with 90 and 80 feet wide lots, and rural residential uses and horse related uses. Single-family development at this location, if compatible with the existing and established pattern of development in the area, can serve as a transition to more densely developed properties with smaller lots located south and east along Old Saint Augustine Road.

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(s)
North	LDR	RR-ACRE	Single-family with horses
East	LDR	RR-ACRE	Large lot Single-family
South	LDR	RR-ACRE	Large lot Single-family
West	LDR	PUD (1987-0668-E)	Single-family

Any other factor deemed relevant to the privacy, safety, preservation, protection or welfare of lands surrounding the proposed PUD which includes any existing or planned use of such lands:

Because there exists more rural residential uses and accompanying horse related uses that are permitted by right on those lands zoned RR-ACRE east along Plummer Grant Road, the Planning Department proposes conditions to the PUD that buffer and protect those permissible uses. The Developer shall construct an eight feet tall privacy fence along the northern property line and along the eastern most portion of the common boundary line between the subject property and 12335 Plummer Grant Road. The Developer shall also plant one minimum 4” caliper tree per single-family lot that abut the north property line, in the rear yard within 15 feet of the rear property line in order to buffer noise and light from adjacent single-family homes onto rural-residential property.

*(6) Intensity of Development*

The PUD is appropriate at this location with specific reference to the following:

The proposed development is consistent with the LDR functional land use category and is a single-use, single-family development, which is not to exceed 67 dwelling units. The PUD is appropriate at this location with specific reference to the following:

The location of various proposed uses within the proposed PUD and the degree of compatibility of such uses with each other and with surrounding uses:

If approved as conditioned, the Developer will be permitted construction of at least three single-family lot types, 60 feet wide lots, 70 feet wide lots, and 80 feet wide lots.

The subject property contains approximately 17.5 acres and is developed with a farm. The property is zoned Residential Rural-Acre (RR-ACRE), a zoning district allowing residential development at a density of one acre per dwelling unit. The property was zoned Open Rural (OR) prior to the adoption of the current Zoning Code and Zoning Atlas in 1991. OR was similar to RR-ACRE but required a minimum of 1.5 acres per dwelling unit.

Aerial photographs from 1968 indicate that the historical use of properties along Plummer Grant Road were woodlands on the west side and a mixture of farms and woodlands on the east side.

In 1985 and 1986, lands now developed with the Blueberry Woods subdivision were rezoned

(Ordinances 85-942 and 86-574) from OR to RS-D, a zoning district now called Residential Low Density-90. Minimum lot width is 90 feet; minimum land area is 9,000 square feet.

In 1986, lands now developed with Brannon's Walk subdivision were rezoned (Ord 86-114) from OR to RS-D, now called RLD-90 as described above.

In 1987, lands now developed with the Carriage Crossing subdivision were rezoned (Ord 87-668) from ORR to Planned Unit Development (PUD). The PUD allows development consistent with the RLD-60 zoning district (minimum lot width 60 feet, minimum land area 6,000 square feet). The PUD allows a mixture of single-family detached homes and patio homes. For conventionally shaped lots (numerous odd lots due to wetlands), the majority of the lots are either 65 feet or 80 feet wide.

In 1993, lands now developed with the Saddlebrook subdivision were rezoned (Ord- 93-1495) from PUD to PUD using 44 acres from the PUD containing the Carriage Crossing subdivision. The PUD allows development consisted with the RLD-60 zoning district (minimum lot width 60 feet, minimum land area 6,000 square feet) and the RLD-70 (minimum lot width 70 feet, minimum land area 8,500 square feet). The majority of the conventionally shaped lots are either 60 feet or 65 feet wide.

In 2004, lands now developed with the Arbor Glade subdivision were rezoned ( Ord 2004-351) from RR-ACRE to PUD. The PUD allows a minimum lot width of 60 feet and minimum land area of 7,200 square feet. The majority of the conventionally shaped lots are 60 feet wide.

In 2006, lands now developed with the Silverthorn subdivision was rezoned (Ord 2006-728) from RR-ACRE to PUD. The PUD allows development consistent with the RLD-60 zoning district. The majority of the conventionally shaped lots are 60 feet wide.

The amount and type of protection provided for the safety, habitability and privacy of land uses both internal and external to the proposed PUD:

Lots are individually owned providing homeowner privacy. Street pattern and proposed roadway widths will slow traffic adequately; lack of through traffic provides privacy and security.

The existing residential density and intensity of use of surrounding lands:

If approved as conditioned, the development is consistent with the residential density and intensity of surrounding lands. The majority of surrounding lots are one acre or more (mostly east of Plummer Grant Lane), with a smaller majority of lots between one third acre to one acre in size (mostly west of Plummer Grant Lane), and varying in depth from 100 to 650 feet. The smallest lots are northwest of the property: 65 feet in width by 110 feet in depth, though few in number.

The availability and location of utility services and public facilities and services:

The site will be served by city sewer and water.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:

Plummer Grant Road is classified as a collector roadway. There are no mass transit stops along this stretch of Plummer Grant Road. Vehicular traffic down Plummer Grant Road and Joda Lane is of a residential nature.

Any other factor deemed relevant to the limitation of the intensity of the development for the benefit of the public health, welfare and safety:

The Developer shall be required to add a covenant statement to the property deed that includes the complete prohibition on the use of firecrackers or fireworks in order to buffer surrounding rural residential and horse related uses.

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

The site plan does not show any proposed active open space or recreation area. The Developer will be required to pay into the appropriate Parks and Recreation fund and meet all applicable Parks and Recreation Department active and passive open space requirements.

*(8) Impact on wetlands*

Surveying of a 1995 Geographical Information Systems shape file did not identify any wetlands on-site. 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 site is required to be developed in accordance with Part 6 of the Zoning Code.

*(11) Sidewalks, trails, and bikeways*

The project will be required to contain an internal pedestrian and external pedestrian system that meets the 2030 Comprehensive Plan.



### SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on April 25, 2014, the required Notice of Public Hearing sign was posted.



*Source: City of Jacksonville Planning and Development Department  
Date: April 25, 2014*

### RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning 2014-0254 be **APPROVED with the following conditions:**

- 1) **The subject property is legally described in the original legal description dated March 24, 2014.**
- 2) **The subject property shall be developed in accordance with the revised written description dated March 19, 2014.**
- 3) **The subject property shall be developed in accordance with a site plan that meets the requirements found within the submitted Written Description dated March 19, 2014 and with the applicable conditions listed below.**
- 4) **The subject property shall be developed in accordance with the Development Services Division Memorandum dated April 17, 2014 or as otherwise approved by the Planning and Development Department.**
- 5) **The Developer shall construct an eight feet tall privacy fence along the common boundary line between the subject property and 12335 Plummer Grant Road.**

- 6) Lots abutting Plummer Grant Road shall be a minimum of 80 feet wide, 100 feet in depth, and 8,000 square feet in area.**
- 7) Lots abutting Joda Lane North shall be a minimum of 70 feet wide, 100 feet in depth, and 7,000 square feet in area.**
- 8) The Developer shall plant one minimum 4" caliper tree per single-family lot on the northern periphery. Said trees shall be planted within 15 feet of the rear property line.**
- 9) There shall be one access point to Plummer Grant Road and it shall be built to align with either Carriage Crossing Drive or Brannon's Walk Court. There shall be no access point on Joda Lane North.**
- 10) Single-family homes abutting 12335 Plummer Grant Road shall be limited to one story.**
- 11) The Developer shall be required to add a covenant statement to the property deed that includes the complete prohibition on the use of firecrackers or fireworks within the PUD.**
- 12) There shall be a non-access easement recorded along all through lots that abut Joda Lane North and along Plummer Grant Lane.**



**Property is currently developed as a horse farm.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



**Submitted site plan shows existing entrance to the property to be utilized as the only entry for all 67 home sites.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



**Existing house to remain after project completion.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



**Carriage Crossing Drive and Brannon's Walk Court entryways  
across Plummer Grand Road to the west.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



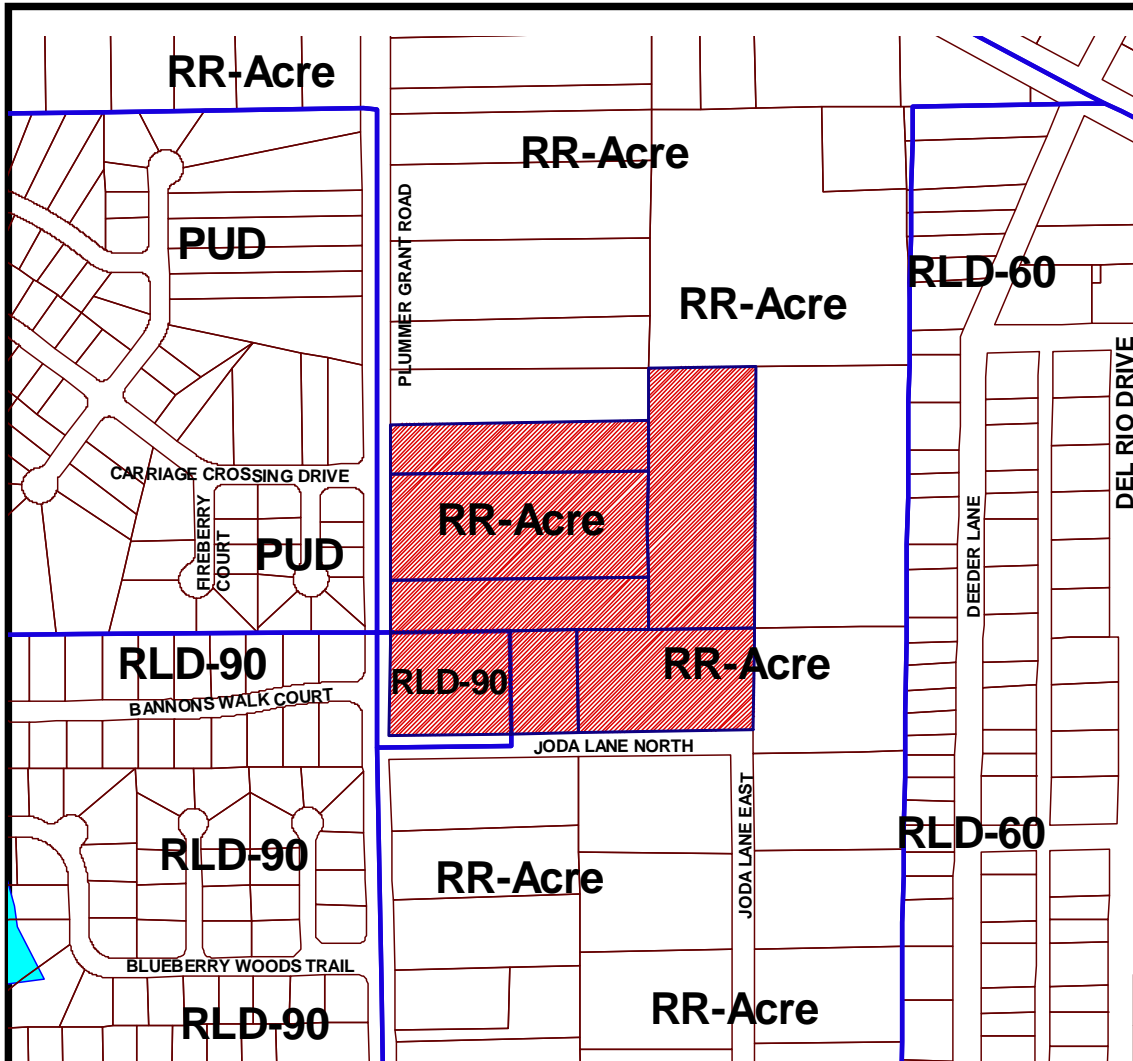
**Typical adjacent large lot single-family development.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



**Horse related uses can be found directly north of the property.**

*Source: City of Jacksonville Planning and Development Department  
Date: July 18, 2014*



<p>REQUEST SOUGHT:</p> <p>FROM: RR-Acre &amp; RLD-90</p> <p>TO: PUD</p>		
<p>ORDINANCE_2014_0254</p>	<p>COUNCIL DISTRICT:  <b>6</b></p> <p>FILE COPY</p>	