



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

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

August 21, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report

Ordinance No.: 2025-0498 Application for: Beach Boulevard/ San Pablo Road PUD

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairperson Carlucci 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 Department Recommendation: **Approve with Conditions**

1. **There shall only be one vehicle access to and from the Eunice Road and the Subject Property.**
2. **The location and design of any proposed vehicle access is subject to review and approval of the Traffic Engineer and the COJ Development Services Division.**
3. **The Developer shall be responsible for any pedestrian safety improvement along their frontage as may be recommended by Traffic Engineering and the Development Services Division.**

Planning Commission Recommendation: **Approve with Conditions**

1. **There shall only be one vehicle access to and from the Eunice Road and the Subject Property.**
2. **The location and design of any proposed vehicle access is subject to review and approval of the Traffic Engineer and the COJ Development Services Division.**
3. **The Developer shall be responsible for any pedestrian safety improvement along their frontage as may be recommended by Traffic Engineering and the Development Services Division.**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated May 5, 2025.
2. The Original Written Description dated June 5, 2025.
3. The Original Site Plan dated May 2, 2025.

Planning Commission Commentary: There were speakers in opposition, including the property owners of 3315 and 3325 Eunice Road, who expressed concerns regarding the proposed driveway connection to Eunice Road. Their concerns focused on increased traffic in the neighborhood and vehicle headlights shining into their windows as cars exit the shopping center. The Commissioners noted that the new entrance would provide a much needed improvement to the shopping center and would make it easier for the neighborhood to access the site in light of the roadway improvements along Beach Boulevard.

Planning Commission Vote: **6-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Absent
Amy Fu	Aye
Charles Garrison	Aye
Ali Marar	Aye
Dorothy Gillette	Aye

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 Department
214 North Hogan Street, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0498 TO
PLANNED UNIT DEVELOPMENT

AUGUST 21, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0498** to Planned Unit Development.

Location: 14420 & 14444 Beach Blvd; between San Pablo Rd S
& Eunice Rd

Real Estate Numbers: 177033-0200 & 177032-1000

Current Zoning Districts: Planned Unit Development (PUD) 1988-0442

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)

Planning District: Southeast, District 3

Council District: District-13

Applicant/Agent: Hayden Phillips, Esq.
Rogers Towers, P.A.
1301 Riverplace Blvd, Suite 1500
Jacksonville, FL 32207

Owner: Intracoastal Plaza, LLC
7880 Gate Parkway, LLC
Jacksonville, FL 32256

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2025-0498** seeks to rezone approximately 23± acres of land from Planned Unit Development (PUD) Ord.#1988-0442 to Planned Unit Development (PUD). The rezoning to PUD is being sought primarily to update the permitted uses to be consistent with current Zoning Code uses, add a new access point on Eunice Road, waive the distance limitation requirements set forth in Section 656.805 of the Zoning Code and provide a new PUD

Conceptual Site Plan. The subject property was first developed in 1993 as a multi-tenant neighborhood shopping center (up to a maximum of 150,665 square feet) including multiple out-parcels which are operating today as a bank and fast-food restaurants.

As previously mentioned the PUD is requesting a waiver of minimum distance for on and off-premises consumption of alcohol, beer and/or wine, as detailed in Section 656.805 of the Zoning Code. When it comes to requesting to waive Part 8 requirements staff conducted an analysis and found the request meets the following criteria used to determine an approval for Waiver of Liquor Distance.

- *The alcoholic beverage use is not directly visible along the line of measurement defined in Section 656.806 and is physically separated from the church or school thereby negating the distance requirement as a result of the extra travel time; and*
- *There are other existing liquor license locations of a similar nature in the immediate vicinity of the proposed location; provided however, that no waiver shall be granted pursuant to this criterion if the proposed liquor license location is closer to the church or school than other existing locations.*

The current PUD, 1988-0442, allows for uses similar to CCG-1 with a list of prohibited uses and additionally buffering along the southern property boundary. The PUD also restricted access to or from Eunice Road.

PUD Ord. 1988-0442-E was approved with the following conditions:

- A. The Subject property shall be developed in accordance with the revised sketch plan dated 06/22/88 on file in the office of the Planning Department.
- B. The written description of the intended plan of development shall be amended to delete item A. Permitted Uses (8) i.e. automobile service station and item C. Special Features (4) i.e. tree protection which shall be governed by the provisions of Condition C. hereinafter.
- C. A Final landscape plan shall be submitted subject to the review and approval of the Planning Department which shall:
 - a. Meet the requirements of Ordinance 88-668, i.e. Jacksonville Tree Protection and Landscape Regulations as may be amended.
 - b. Provide a buffer along Eunice Road of not less than one hundred (100) feet of which the landscape/mitigation area shall encroach no closer than fifty (50) feet to Eunice Road at any point and supplemental tree planting shall occur in any void area(s) in the remaining portion of the buffer.
 - c. Provide for landscaping and/or supplemental tree planting in the area between the southerly most driveway on San Pablo Road and the property line located immediately south thereof.
- D. There shall be no more than two (2) driveways on Beach Boulevard and two (2) driveways on San Pablo Road which shall provide access to Outparcels "A", "B", "C", and "D".

The Planning Department has reviewed the conditions of the enacted ordinance and issues the following comments:

- A. A new Site Plan has been submitted with the proposed PUD therefore the department does not recommend forwarding this condition.
- B. The updated Written Description has incorporated these conditions to remove the use of automobile service stations as a permitted use by right therefore the department does not recommend forwarding this condition.
- C. The updated Written Description includes language keeping the existing buffers which runs along the eastern and southern boundaries of the PUD will remain in its current state with the exception of the new Eunice Road access point, as shown on the Site Plan. With these changes in the written description the department does not recommend forwarding this condition.
- D. Vehicular access to the PUD will be as shown on the Site Plan which includes two entrances along Beach Blvd, two along San Pablo Road South and one along Eunice Road.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 23-acre subject property is located along Beach Boulevard between San Pablo Road South and Eunice Road. According to the City's Functional Highways Classification Map, Beach Boulevard is an FDOT Principal Arterial Roadway, San Pablo Road South is a Minor Arterial Roadway, and Eunice Road is a local roadway. The property is located within the Community / General Commercial (CGC) land use category, the Urban Development Area, Council District 13, and Planning District 3 (Southeast). While the subject site is a part of the Urban Development Area that runs along the commercial corridor of Beach boulevard, it is generally surrounded on three sides by the Suburban Area. Additionally, the site abuts Planning District 2 (Greater Arlington and Beaches) to the north, and Council District 3 to the west.

The applicant seeks to rezone the site from Planned Unit Development (PUD) to Planned Unit Development (PUD) to update the permitted and permissible uses to be consistent with the Zoning Code. Additionally, they seek to update the conceptual site plan for the property and add a new access point on Eunice Road. Furthermore, they seek to waive the alcohol distance limitation requirements set forth in Sec. 656.805 of the Zoning Code.

According to the Category Descriptions of the Future Land Use Element (FLUE), 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. CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential use is encouraged to provide support for commercial and other uses. Plan amendment requests for new CGC designations are preferred in locations which are supplied with

full urban services, and which abut a roadway classified as a collector or higher on the Functional Highway Classification Map.

The maximum gross density for CGC in the Urban Area shall be 40 units/acre and there shall be no minimum density; unless otherwise stated in the Comprehensive Plan. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Medium Density Residential (MDR) without such services. Residential uses are included as a permissible use by exception in the PUD written description. A JEA Availability of Services Letter and a Binding Letter submitted with the PUD rezoning application indicate that the site will be served by JEA water and sewer.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses, density and intensity requirements of the CGC category described in the 2045 Comprehensive Plan.

(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.

Development Area-Urban Area (UA):

The UA is the second tier Development Area and generally corresponds the densely developed portions of the City that have been in residential or with employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics as further described in each land use plan category.

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.

Policy 1.1.22

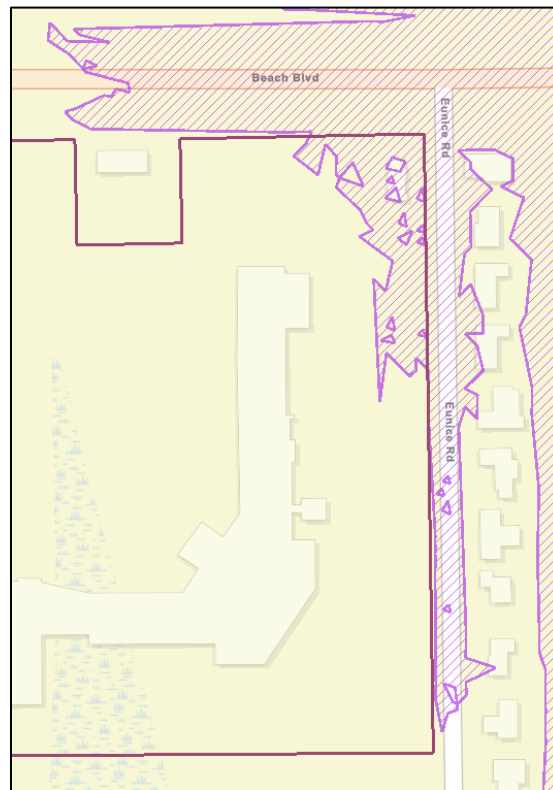
Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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.

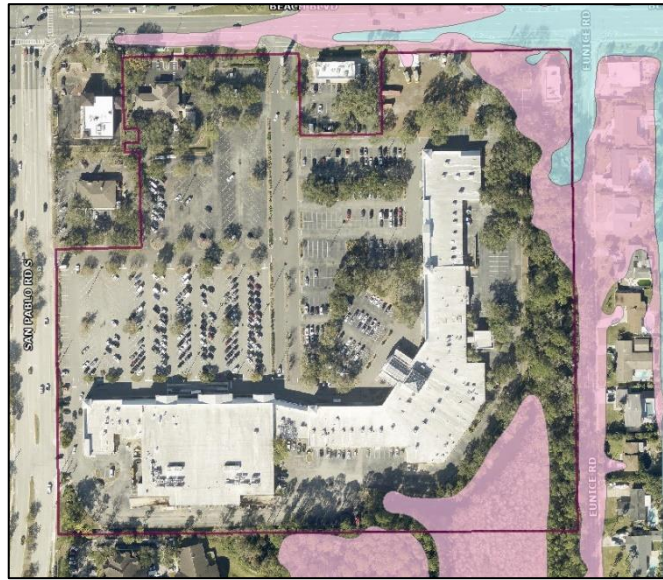
COASTAL HIGH HAZARD AREA (CHHA)

Approximately 0.87 of an acre in the northeastern corner of the property is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model as established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) Map (2021) and Hurricane Evacuation Zones Map.



FLOOD ZONES

Approximately 0.12 of an acre is within the AE Flood Zone and 2.05 acres is located in the 0.2 Percent Chance Annual Hazard Area (X 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. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.



AE Flood Zones are areas within the 100-year floodplain or SFHA where flood insurance is mandatory. This flood zone is associated with the Intracoastal Waterway. The 0.2 PCT Annual Chance Flood Hazard area is within the 500-year floodplain and outside of the SFHA. Flood insurance is not mandatory within these flood zones. These areas are deemed to be subject to moderate flood hazards.

(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 category as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (A) and (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 future development approvals.

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.

(3) Allocation of residential land use

This proposed Planned Unit Development request permits the development commercial uses similar to CCG-1. 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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Recreation and open space shall be provided as required by the 2045 Comprehensive Plan. In the event the Owner or a subsequent owner of the Property or a portion of the Property decides to make alterations or improvements to the Property, any open space changes associated with such alterations or improvements shall be made in compliance with the 2045 Comprehensive Plan considering the PUD property in its entirety.

The use of existing and proposed landscaping: Landscaping shall be provided as required pursuant to Part 12 of the Zoning Code. In the event the Owner or a subsequent owner of the Property or a portion of the Property decides to make alterations or improvements to the Property, such alterations or improvements shall be provided in accordance with Part 12 of the Zoning Code.

Application was reviewed by the Landscape Architect within Development Services who issues the following comments:

- This PUD application has been reviewed by landscape. We would suggest some additional verbiage in the PUD Written Description, IV. Overall Development Standards and Criteria, Part D. Landscaping. The first sentence, "The existing trees on the Property may be pruned, trimmed and maintained, as necessary, for visibility and safety," should include, "per ANSI A-300 standards and Part 12 of the Zoning Code." We have had issues lately with some aggressive pruning on commercial properties and want to make sure that the language within the PUD sets enforceable standards. Otherwise, we have no additional comments

about this PUD.

The treatment of pedestrian ways: Sidewalks shall be provided as required in the 2045 Comprehensive Plan.

Traffic and pedestrian circulation patterns: As demonstrated on the attached site plan, the proposed traffic circulation system will be serviced via existing entrances along Beach Blvd and San Pablo Road South and a new proposed entrance along Eunice Road.

A new median and new turn lanes have recently been constructed on Beach Boulevard at the intersection of Beach Boulevard and Eunice Road. With the new configuration, drivers leaving the north end of Eunice Road and turning onto Beach Boulevard are no longer able to make a westbound left turn onto Beach Boulevard. As such, the new Eunice Road access point will serve as a much safer and quicker access point to the PUD for residents of the neighborhoods east of the PUD.

Application was forwarded and review by Traffic Reviewer with Development Services and Transportation Division and issued the following comments:

- The PUD can allow one vehicle access to be built to Eunice Road.
- The location and design of any proposed vehicle access is subject to review and approval of the Traffic Engineer and the COJ Development Services Division.
- The Developer shall be responsible for any pedestrian safety improvement along their frontage as may be recommended by Traffic Engineering and the Development Services Division.

The subject site is approximately 23 acres and is located southeast of the intersection between Beach Boulevard, an FDOT principal arterial roadway, and San Pablo Road, a minor arterial. Beach Boulevard between San Pablo Road and 20th Street N is currently operating at 76% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 54,100 (vpd) and average daily traffic of 41,132 vpd. San Pablo Road between Beach Boulevard and WM Davis Parkway is currently operating at 86% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 37,300 (vpd) and average daily traffic of 32,198 vpd.

The applicant requests a maximum of 160,690 SF of commercial (ITE Code 820) which could produce 5,948 daily trips.

The use and variety of building setback lines, separations, and buffering: The Site Plan illustrates an existing buffer which runs along the eastern and southern boundaries of the PUD and currently contains natural vegetation at varying depths from Eunice Road, landscaped areas, a wall, retention/detention ponds and related drainage facilities. This buffer area will remain in its current state with the exception of the new Eunice Road access point.

The separation and buffering of vehicular use areas and sections of vehicular use areas: Parking be applied taking into consideration all proposed uses and the entire PUD site as a whole.

The existing shopping center is developed with multiple vehicle use areas but landscaping and buffering are developed according to the requirements of Part 12.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning Department finds that external compatibility is achieved by the following:

The type, number and location of surrounding external uses: The 23-acre subject property is located along Beach Boulevard between San Pablo Road South and Eunice Road. According to the City's Functional Highways Classification Map, Beach Boulevard is an FDOT Principal Arterial Roadway, San Pablo Road South is a Minor Arterial Roadway, and Eunice Road is a local roadway. The property is located within the Community / General Commercial (CGC) land use category, the Urban Development Area, Council District 13, and Planning District 3 (Southeast). This section of Beach Boulevard is a heavily commercialized corridor with parcels zoned CCG-1 and CCG-2 with a wide range of commercial uses. The existing shopping center has several tenants including a Publix grocery store, retail stores, doctor's offices and fitness centers.

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	BP	PUD	Student Housing
East	LDR	PUD 1996-0006	Single Family Subdivision
South	BP	IBP	Vacant Timberland
West	BP	IBP	UNF Hicks Hall

(6) Intensity of Development

The proposed development would be consistent with the Community General Commercial (CGC) functional land use category and the proposed development commercial uses similar to CCG-1. The PUD is appropriate at this location because it is consistent with the surrounding uses.

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

Essential services including gas, telephone, water, sewer, cable, and electricity as required to serve the PUD shall be permitted on the site. Water, sanitary sewer, and electricity will be provided by JEA.

(7) Usable open spaces plazas, recreation areas.

Recreation and open space shall be provided as required by the 2045 Comprehensive Plan.

(8) Impact on wetlands

Review of City's GIS data and the Environmental Resource Permit issued by the St. Johns River

Water Management District indicates the potential existence of wetlands on the subject site and as such, 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:	0.51 of an acre
General Location(s):	The wetland is a portion of a larger isolated wetland pocket located in the southeast portion of the application site. The wetland was created as a freshwater marsh along with the adjacent stormwater pond facility to control water runoff and filtration from development. However, because of eutrophication, small tree growth is now established replacing the freshwater marsh plants.
Quality/Functional Value:	The wetland has an extremely high functional value for water filtration attenuation and flood water capacity since the wetland and the adjacent stormwater facility was created for stormwater runoff control. The wetland does not directly impact the City's waterways.
Soil Types/ Characteristics:	(2) Arents: Arents soils are completely manmade or altered and in this site's case the original Hurricane and Ridgewood soils complex (non-wetland soils) was excavation down to the high water table. This allowed the establishment of wetland vegetation. Analysis of aerial photographs in the City's GIS data indicates the presence of wetland vegetation.
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 web site, no application has been submitted

for a Wetland Boundary Determination and/or an Environmental Resource Permit.

Wetlands Impact: According to the PUD site plan, the wetland is not to be touched for development.

Associated Impacts: Adaptation Action Area and the 0.2 Percent Chance (Flood Zone X) Area.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

(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 requirements shall be applied taking into consideration all proposed uses and the entire PUD site as a whole. Parking standards shall be applied within the PUD without regard to property ownership boundaries which may exist, currently or in the future, among individual uses. The minimum and maximum number of parking spaces requirements in Part 6 of the Zoning Code are hereby waived. According to the proposed site plan the existing development has approximately 742 spaces shared amongst the multiple parcels and tenants.

(11) Sidewalks, trails, and bikeways

Pedestrian access shall be installed in accordance with the 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **July 28, 2025** to the Planning Department, that the Notice of Public Hearing signs were posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0498** be **APPROVED** with the following exhibits:

1. The Original Legal Description dated May 5, 2025.
2. The Original Written Description dated June 5, 2025.
3. The Original Site Plan dated May 2, 2025.

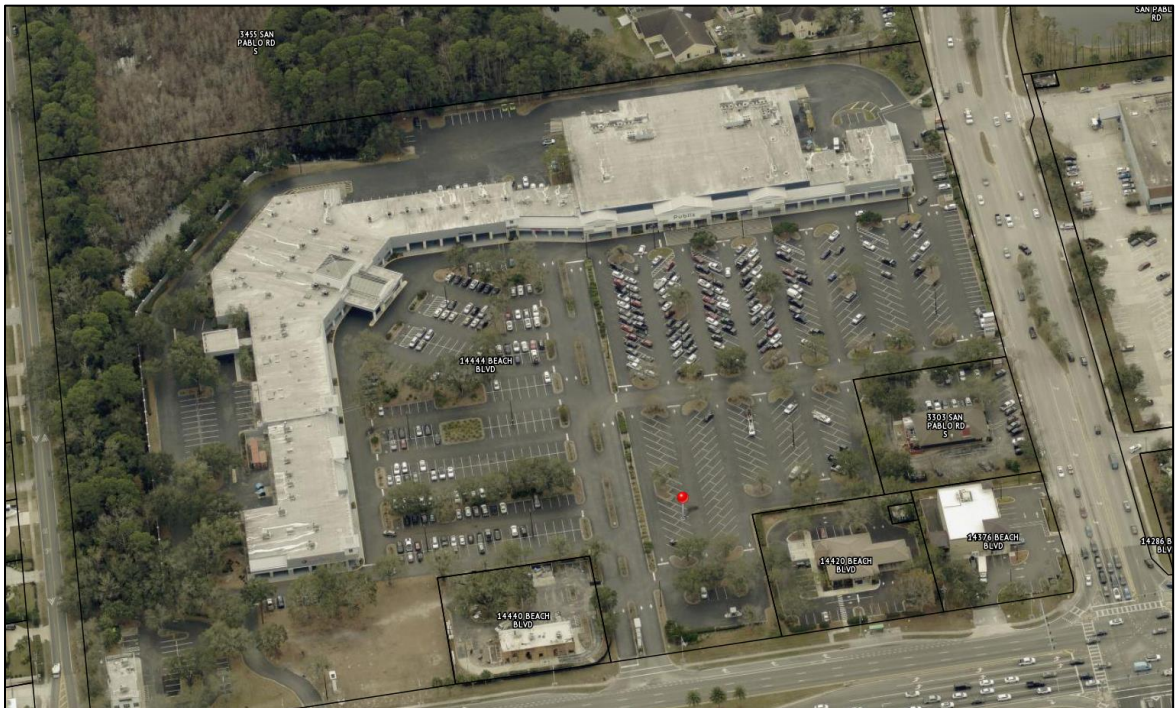
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0498** be **APPROVED** with Conditions.

1. The PUD may be allow one vehicle access to be built to Eunice Road.
2. The location and design of any proposed vehicle access is subject to review and approval of the Traffic Engineer and the COJ Development Services Division.
3. The Developer shall be responsible for any pedestrian safety improvement along their frontage as may be recommended by Traffic Engineering and the Development Services Division.



Aerial View of Subject Property

Source: JaxGIS Maps



View of Subject Property

Source: JaxGIS Maps (January 2025)



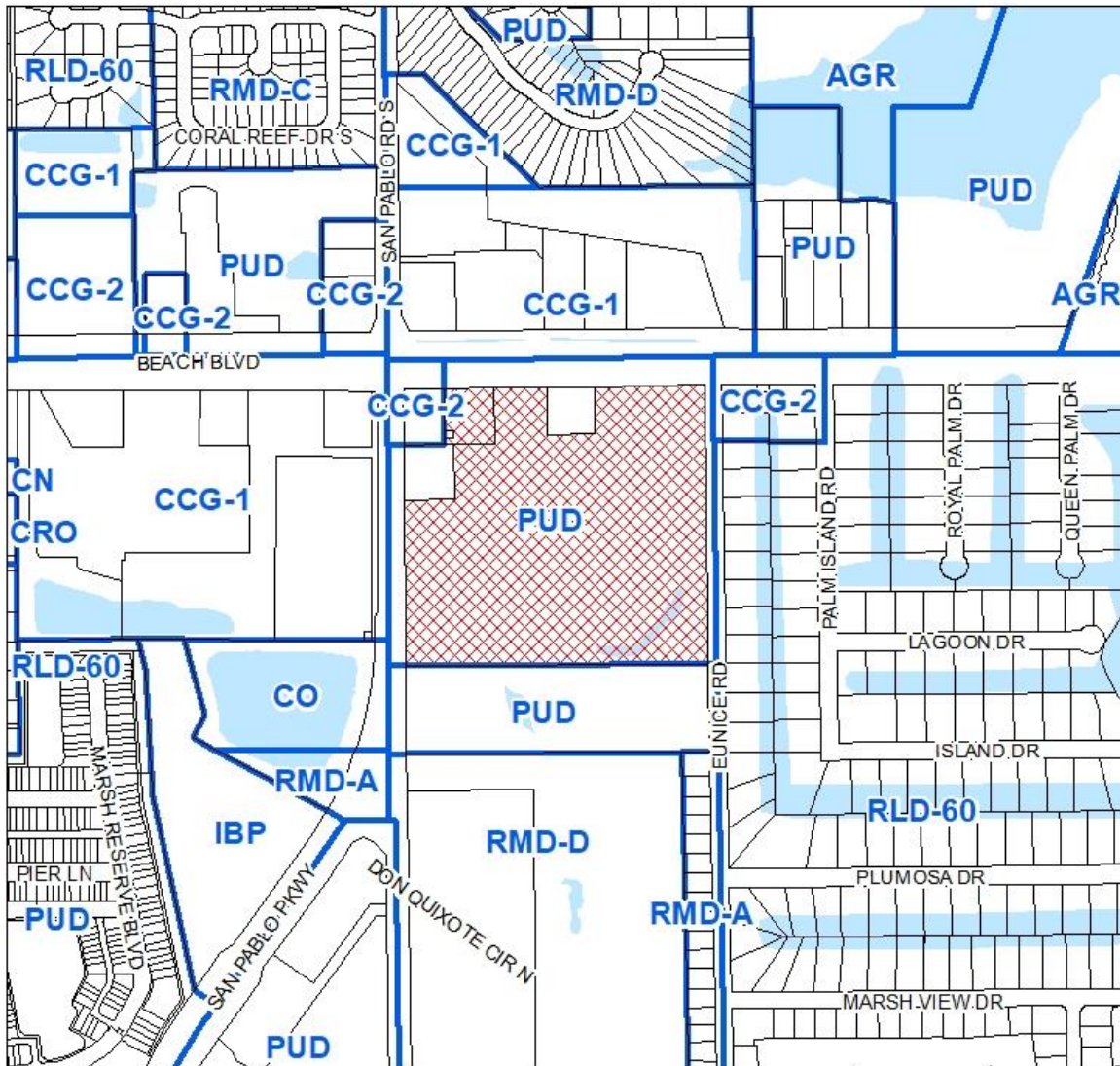
Location of proposed Entrance from Eunice Road

Source: GoogleMaps (June 2024)



Intersection of Beach Blvd and Eunice Road

Source: JaxGIS Maps (January 2025)

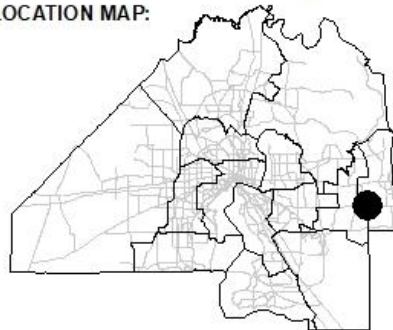


REQUEST SOUGHT:

FROM: PUD

TO: PUD

LOCATION MAP:



0 200 400 800

Feet

COUNCIL DISTRICT:

13

TRACKING NUMBER

T-2025-6060

EXHIBIT 2
PAGE 1 OF 1