



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

May 8, 2025

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.: 2025-0249      Application for: Costco 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 w/ Condition**

1. A traffic circulation study shall be provided at Civil Site Plan Review to determine internal impacts. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).

Planning Commission Recommendation: **Approve w/ Condition**

1. A traffic circulation study shall be provided at Civil Site Plan Review to determine internal impacts. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated June 27, 2024.
2. The Original Written Description dated June 27, 2024.
3. The Original Site Plan dated April 26, 2024.

Planning Commission Commentary: There was one speaker in opposition who voiced concerns related to traffic that would be generated by the fuel facility along with the existing congestion within

the Town Center. The commission felt the proposed condition to conduct a traffic study would be adequate to determine the impacts on the subject property and had no concerns on the proposed use.

Planning Commission Vote: **6-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Absent
Charles Garrison	Aye
Julius Harden	Absent
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 & Development Department  
214 North Hogan Street, 3<sup>rd</sup> Floor  
Jacksonville, FL 32202  
(904) 255-7817; EAbney@coj.net

**REPORT OF THE PLANNING DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2025-0249 TO**  
**PLANNED UNIT DEVELOPMENT**

**MAY 8, 2025**

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendations regarding Application for Rezoning Ordinance **2025-0249** to Planned Unit Development.

<b><i>Location:</i></b>	4901 Gate Parkway NE Corner of Gate Pkwy & J. Turner Butler Blvd
<b><i>Real Estate Numbers:</i></b>	167727-1700
<b><i>Current Zoning Districts:</i></b>	Planned Unit Development (PUD) 2000-0228
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Community General Commercial (CGC)
<b><i>Planning District:</i></b>	3-Southeast
<b><i>Council District:</i></b>	District-3
<b><i>Applicant/Agent:</i></b>	Edward McDonald Thomas Engineering Group 1502 W. Fletcher Avenue STE 101 Tampa, FL 33612
<b><i>Owner:</i></b>	Margaret McCulla Costco Wholesale Corp. 49450 Horseshoe Drive, STE 150 Sterling, VA 20166
<b><i>Staff Recommendation:</i></b>	<b>APPROVE WITH CONDITION</b>

**GENERAL INFORMATION**

Application for Planned Unit Development **2025-0249** seeks to rezone approximately 13.91± acres of land from Planned Unit Development (PUD) Ord.2000-0228 to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of a members only fuel facility for fuel sales for Costco members in conjunction with the existing Costco retail store.

**PUD Ord. 2000-0228-E was approved with the following conditions:**

1. Full access to Gate Parkway shall be permitted until such time as St. Johns Bluff Road is constructed. After completion of construction, westbound left turns from the proposed driveway to Gate Parkway shall not be permitted, either by physically restricting this movement or as otherwise approved by the City Traffic Engineer.
2. A southbound left turn lane and northbound right turn lane, including pavement markers, shall be provided on Gate Parkway, subject to the review and approval by the Traffic Engineer.

The Planning Department has reviewed these conditions and does not recommend forwarding the previous two conditions as the development has been fully constructed and reviewed by the City Traffic Engineer. Any new construction will be reviewed during Civil Plan submittal.

**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 Planning Department finds that the subject property is located in the Community / General Commercial (CGC) 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.

According to the Category Descriptions of the Future Land Use Element (FLUE), 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. Community/ General Commercial (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.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses and intensity requirements of the CGC category and 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, including:

**Goal 1**

To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment 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 1.2.8**

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.

***(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 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) & (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.

**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 is to add an additional use, allowing for the development of a member-only fuel facility for fuel sales to Costco members. 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 the 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.

**Traffic and pedestrian circulation patterns:** As demonstrated on the submitted Site Plan the property will be accessed via Gate Parkway with internal cross access points to neighboring parcels. The Transportation Division reviewed the proposed Fuel Facility addition and offers the following comments:

- The Transportation Management Area (TMA) is out of trips and will be required to apply for Mobility and should do a traffic circulation study to identify the internal impacts.

**The use of existing and proposed landscaping:** Landscaping will be constructed and maintained in accordance with the requirements set forth in Part 12 of the Zoning Code except for the following:

- (i) There will not be any perimeter landscaping along the northern property line due to the fact that the area will ultimately be extended northward when the property to the north is developed (the property to the north and Costco property will share access as described in detail above);
- (ii) Landscape buffers shall be maintained within the first thirty (30) feet of the western boundary setback, within the first ten (10) feet of the eastern boundary setback, and

within the first twenty (20) feet of the southern boundary setback. The landscape buffer areas will be irrigated.

**The use and variety of building setback lines, separations, and buffering:** Setbacks will remain the same as was allowed in the previous PUD including:

- Western Setback: 80 feet
- Eastern Setback: 50 feet
- Northern Setback: 60 feet
- Southern Setback: 40 feet

**The use and variety of building sizes and architectural styles:** Conceptual schematic architectural elevations are submitted as “Exhibit J” to this PUD which shows the proposed design of the Costco Wholesale fuel facility.

#### **(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:

**Those areas of the proposed PUD located on or near its perimeter and the conditions and limitations thereon:** The new Fuel Facility will be located within existing parking near the eastern property boundary. Per the attached site plan there will be a 70-foot setback from the eastern property boundary to the fuel facility. The eastern property line borders a retention pond.

**The type, number and location of surrounding external uses:** The 13.91-acre subject property is located north of JTB Boulevard and east of Gate Parkway. The site is an existing Costco, accessed via Skinner Lake Drive. The subject site is within Council District 3 and Planning District 3 (Southeast). The subject property is located within the St. Johns Town Center which is a mix of uses ranging from commercial retail, restaurants, office complexes and multi-family residential.

**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 2007-1124	Retail
East	CGC	PUD 2007-1124	Retention Pond; Retail
South	RPI	CO	JTB; Office Complex
West	CGC	PUD 2011-0013	Restaurant; Gas Station

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

The proposed development would be consistent with the Community / General Commercial (CGC) functional land use category. 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***

Any development that occurs within wetland areas, if any, is required to 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.***

Pursuant to the requirements of the TMA and the Planning Department, the Costco parcel and the Outparcels will have cross access agreements/easements which will permit cross circulation between the parking lots. Development of the property will otherwise comply with the City's off-street parking and loading space requirements set forth in Part 6 of the Zoning Code. Approximately 123 parking spaces will be impacted with the new fuel facility leaving a total of 655 spaces. Part 6 of the zoning code requires a minimum of 3 spaces per 1000 square feet totaling the need for the site to provide 454 spaces. Parking will meet the minimums standards of Part 6.

***(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 and sign affidavit on **April 7, 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 **2025-0249** be **APPROVED with the following exhibits:**

1. **The Original Legal Description dated June 27, 2024.**
2. **The Original Written Description dated June 27, 2024.**
3. **The Original Site Plan dated April 26, 2024.**

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0249** be **APPROVED W/ CONDITION.**

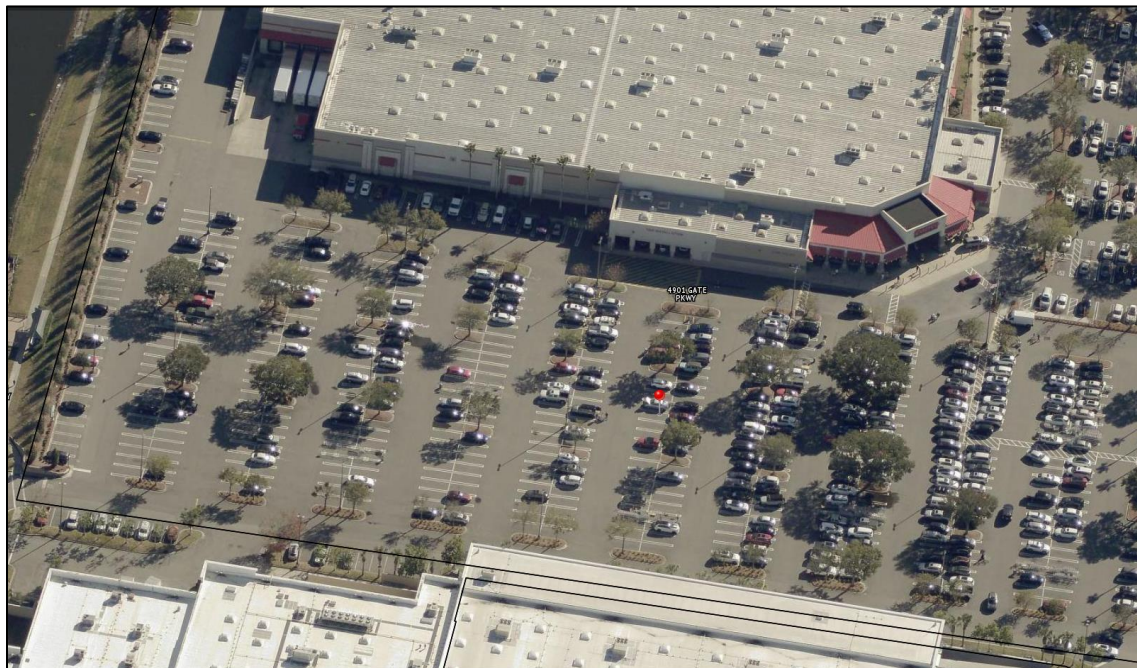
1. **A traffic circulation study shall be provided at Civil Site Plan Review to determine internal impacts. The traffic study shall meet the requirements of the Land Development Procedures Manual Section 1.1.11 (January 2024).**





**Aerial View of Subject Property**

*Source: JaxGIS Maps*



**View of Subject Property**

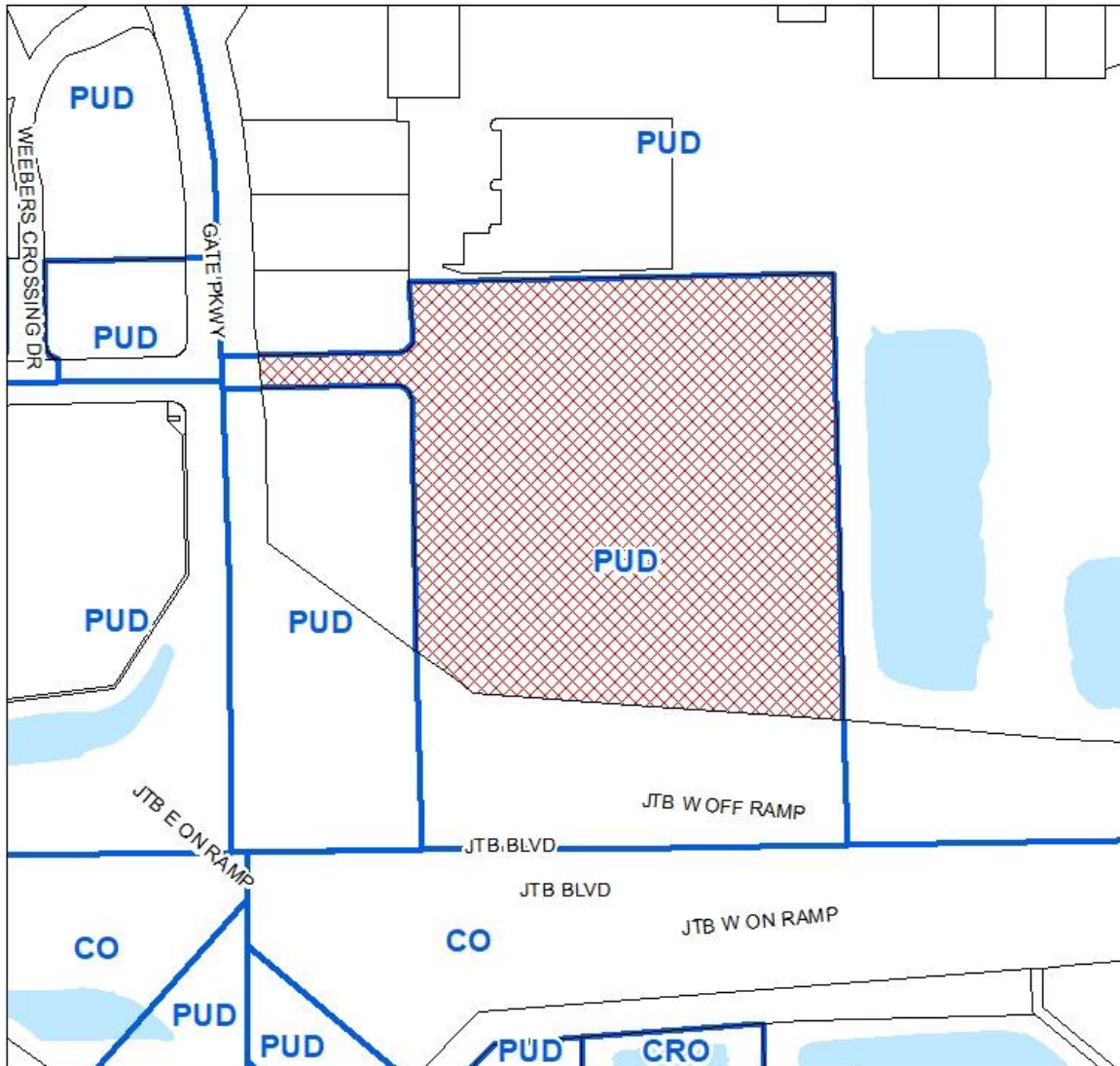
*Source: JaxGIS Maps*



**Location of Proposed Fuel Facility**

*Source: GoogleMaps*



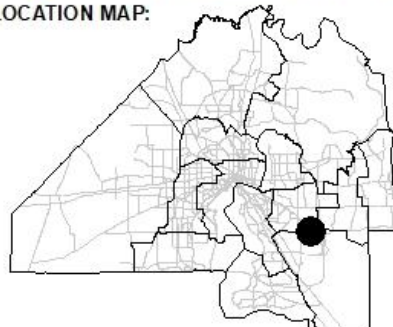


REQUEST SOUGHT:

FROM: PUD

TO: PUD

LOCATION MAP:



0 100 200 400  
Feet

COUNCIL DISTRICT:

3

TRACKING NUMBER

T-2024-5689

**EXHIBIT 2**  
**PAGE 1 OF 1**