



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

July 1, 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.: 2025-0367      Application for: The Avenues 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**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated May 1, 2025.
2. The Original Written Description dated April 16, 2025.
3. The Original Site Plan dated April 15, 2025.

Planning Commission Commentary:      There were no speakers in opposition and little discussion amongst the commissioners.

Planning Commission Vote: **5-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Absent
Lamonte Carter	Absent
Amy Fu	Absent

Charles Garrison	Aye
Julius Harden	Absent
Ali Marar	Absent
Dorothy Gillette	Aye
Lara Diettrich (Alternate)	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Erin L. Abney', with a stylized, flowing script.

**Erin L. Abney, MPA**

Chief, Current Planning Division  
Planning 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 2025-0367 TO**  
**PLANNED UNIT DEVELOPMENT**

**JUNE 20, 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 **2025-0367** to Planned Unit Development.

***Location:*** 10300 Southside Boulevard; 0 Avenues Boulevard; on the north side of Philips Highway between Southside Boulevard and Interstate 95.

***Real Estate Numbers:*** 155494-0000, 155494-1000, 155494-1055, 155494-1060, 155494-2000 & 155494-2100

***Current Zoning Districts:*** Planned Unit Development (PUD Ord. 2001-0366)

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

***Current Land Use Category:*** Regional Commercial (RC)

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

***Council District:*** District – 11

***Applicant/Agent:*** Babette Ashley, Esq.,  
Brennan Manna Diamond, PL  
5210 Belfort Road, Suite 400  
Jacksonville, Florida, 32256

***Owner(s):*** Jacksonville Avenues Limited Partnership  
225 W. Washington Street  
Indianapolis, Indiana 46204

Mall of the Avenues 6 Limited Partnership  
2030 Hamilton Place Boulevard, Suite 500  
Chattanooga, Tennessee, 37421

Store 2430, LLC  
6501 Legacy Drive  
Plano, Texas 75024

Dillards, Inc.  
4501 N. Beach Street  
Ft Worth, Texas 76137

Belk, Inc.  
2801 W. Tyvola Road  
Charlotte, North Carolina 28217

***Staff Recommendation:***

**APPROVE**

### **GENERAL INFORMATION**

Application for Planned Unit Development **2025-0367** seeks to rezone approximately 94.6± acres of land from Planned Unit Development (PUD) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for the development of up to 266 multi-family residential units on the proposed multi-family parcel to be established to the north of the Dillard's parking garage. The PUD differs from the conventional zoning code by permitting the development of multi-family allowed within the Regional Commercial land-use category, but the current PUD zoning district does not permit residential uses. The PUD also sets parking standards different from Part 6 of the zoning code at a minimum of 1.30 parking spaces per unit.

### **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 Regional Commercial (RC) 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.

The property is the site of the Avenues Mall, originally approved as a Planned Unit Development (PUD) and Development of Regional Impact (DRI) in 1986. The DRI has since expired. The entire site has the following land use designations: Community/General Commercial (CGC), Conservation (CSV), and Regional Commercial (RC). However, the portion of the site that is amended by the PUD is only within the RC land use. The RC land use designation on this site predates a 2020 amendment to the RC category which requires a site-specific policy listing permitted uses, densities, and intensities (Ordinance 2020-044-E). Because this RC category predates the site-specific policy requirements, the density and intensity allowed per the land use category are equal to those allowed within the CGC category in the Urban Development Area. For

multi-family uses, the density allowed in CGC in the Urban Development Area is 40 units per acre, with some exceptions listed within the Comprehensive Plan but not applicable to this site.

According to the Category Descriptions of the Future Land Use Element (FLUE), for Regional Commercial (RC) designations which predate Ordinance 2020-044-E, the uses should serve the City and outlying communities, and combined service populations generally exceed 80,000 people or 30,000 dwelling units. In size and scale, regional commercial development will meet generally the standards and guidelines for DRIs pursuant to Section 380.06 F.S. Regional commercial nodes will generally be located with convenient access to transit corridors, and within a 30-minute drive time of the service population. Regional commercial uses may only be developed: (1) in a nodal pattern, and (2) within the commercial and commercially dominated mixed use plan categories. This type of development offers a full range of shopping goods. Community and neighborhood commercial uses and projects may be developed as part of a regional commercial node. Business and professional offices, financial institutions, other service, commercial, entertainment, recreational, institutional and residential uses may be developed within the area of a regional commercial node, or as autonomous office-professional use projects. Regional commercial uses should abut a roadway classified as a principal arterial or higher facility on the City's highway functional classification system map. Sites with two (2) or more boundaries on transportation rights-of-way classified as principal arterials or higher will be considered preferred locations.

The proposed PUD includes 266 multi-family units, and an additional commercial outparcel. All uses and the unit count for the multi-family are consistent with the uses, densities, and intensities of the RC land use category and requirements of 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 1.1.9**

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.

*The proposed PUD limits residential density to a maximum of two hundred sixty-six (266) dwelling units on a 3.46-acre portion of the 94.6-acre site. That ratio is approximately 2.8 units per acre, much less than the forty (40) units per acre permitted within the RC land use category for the Urban Development Area.*

**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.

*The proposed rezoning at the subject site would directly address the projected growth for the surrounding area by providing for a greater variety of housing options for local citizens.*

**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.

*The developer will be connecting to the JEA sewer and water system.*

**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.

**Objective 3.2**

Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

***(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) has evaluated and considered 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): Regional Commercial (RC). The Planning 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 request permits the development of a maximum of 266 multifamily dwelling units. 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:** The developer proposes 18,500 square feet of Recreation and Open Space through open-air courtyards with a pool and a 5,000 square foot clubhouse with fitness center.

**The use of existing and proposed landscaping:** Due to the fact that the Multi-Family Parcel is part of the integrated Avenues PUD and is being built on what is currently an existing impervious asphalt-paved surface parking lot for the Mall Site, with limited and isolated parking islands, each tree that will be removed will be replaced by the Multi-Family Parcel owner, at its expense, on the Multi-Family Parcel and on other property within the PUD owned by the Developer as agreed between parties.

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

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan, the existing internal traffic circulation system will be serviced via Southside Boulevard and Philips Highway.

Comments from Traffic & Transportation Planning include:

The subject site is approximately 94.66 acres and is located on Avenues Apartments Road, a private roadway, north of Philips Highway and west of Southside Boulevard, both of which are principal arterials. Philips Highway between Interstate 95 (I-95/SR-9) and Interstate 295 (I-295) is currently operating at 63% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 54,100 (vpd) and average daily traffic of 34,000 vpd. Southside Boulevard between Philips Highway and Deercreek Club Road is currently operating at 59% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 21,500 vpd.

The applicant requests 266 multifamily residential units (ITE Code 221) and 12,780 SF of commercial (ITE Code 876) which could produce 2,057 daily trips.

**The use and variety of building setback lines, separations, and buffering:** Due to the fact that the Multi-Family Parcel is part of the integrated Avenues PUD and is being built on what is currently an existing impervious asphalt-paved surface parking lot for the Mall Site, there are no setback proposed for the multifamily development, other than those via the site plan.

## **(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 94.60-acre subject site is located east of I-95 (an FDOT interstate), and north of Philips Highway, a FDOT principal arterial roadway, and west of Southside Boulevard (also a FDOT principal arterial roadway) within Council District 11 and Planning District 3 (Southeast). The entire site has the following land use designations: Community / General Commercial (CGC), Conservation (CSV), and Regional Commercial (RC). However, the portion of the site that is amended by the PUD is only within the RC land use. The parcel to the north is zoned PUD (ord. 2004-0774) with retail/commercial and office/professional uses.

**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	Retail/commercial and office/professional uses
East	ROW	ROW	Southside Boulevard right-of-way
South	ROW	ROW	Philips Highway (US 1) right-of-way
West	ROW	ROW	Interstate-95 (I-95) right-of-way



**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:** The site will be developed as an infill parcel on an impervious surface parking area that is surrounded by The Avenues Mall, with indoor shopping, commercial and restaurant facilities. This multi-family development will provide residential solutions for employers in the area, is located in close proximity to arterial roads, is supplied with full urban services, and will have direct access to and be served by the JTA Rapid Transit bus station for the Green Line.

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

The proposed development would be consistent with the Regional Commercial (RC) functional land use category and the proposed development of with a maximum of 266 multifamily dwelling units. 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.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The Avenues PUD project is proposing to amend the existing PUD to allow for the development of 266 multi-family residential units on the project site. The total PUD covers a 94.6 acre area, with a proposed 3.5 acre site targeted by this amendment. Associated parking, stormwater facilities, and utilities are proposed for the site. Vehicular access to the property shall be from the internal “outer ring” road, as shown on the site plan, on Avenues Apartments Road, a private roadway, north of Philips Highway and west of Southside Boulevard, both of which are principal arterials. Philips Highway between Interstate 95 (I-95/SR-9) and Interstate 295 (I-295) is currently operating at 63% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 54,100 (vpd) and average daily traffic of 34,000 vpd. Southside Boulevard between Philips Highway and Deercreek Club Road is currently operating at 59% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 21,500 vpd.

The applicant requests 266 multifamily residential units (ITE Code 221) and 12,780 SF of commercial (ITE Code 876) which could produce 2,057 daily trips.

### **FDOT Comments –**

Programmed Improvements - FDOT has a programmed capacity improvement in the vicinity of the project site. SR115 from US1 to SR202 (Butler Blvd) Resurfacing, scheduled for completion in 2027 (FPID #: 445340-1).

### **Trip Generation**

Table 1 shows the trip generation based on the plan of development using ITE’s Trip Generation Manual, 11th Edition.

**Table 1**

<b>Land Use</b>	<b>ITE Code</b>	<b>Size</b>	<b>Units</b>	<b>Daily Trips</b>	<b>AM Peak Trips</b>	<b>PM Peak Trips</b>
Multifamily Housing (Mid-Rise) – Not Close to Rail Transit	221	266	Dwelling Units	1222	105	104

Roadway Capacity

Table 2 shows the maximum level of service and peak hour volume for SR 5 and SR 115 according to FDOT’s Florida State Highway System Level of Service Report, dated April 2025.

**Table 2**

<b>County</b>	<b>Road</b>	<b>Segment ID</b>	<b>FDOT LOS Standard</b>	<b>Maximum Service Volume</b>	<b>2023 Peak Hour Volume</b>	<b>2023 Peak LOS</b>	<b>2029 Peak Hour Volume</b>	<b>2029 Peak LOS</b>
Duval	US-1 / SR-5 / Philips Hwy	21.023	D	4,870	2,835	C	3,191	C
Duval	SR-115 / Southside Blvd	20.963	D	3,290	2,400	C	2,981	D

The segments mentioned in Table 2 will have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2029. FDOS does not anticipate any adverse impacts on the above mentioned state facilities.

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

The developer proposes 18,500 square feet of Recreation and Open Space through open-air courtyards with a pool and a 5,000 square foot clubhouse with fitness center.

***(8) Impact on wetlands***

Any development that occurs within wetland areas, if any, are required to be permitted in accordance with local, state, and federal requirements.

***(9) Listed species regulations***

No wildlife survey was required as the project area is less than the 50-acre threshold.

***(10) Off-street parking including loading and unloading areas.***

The parking requirements for the multi-family units shall be provided at a minimum of 1.30 parking spaces per unit; and be provided in the existing parking garage and in new parking spaces that will be created surrounding the multi-family residential development. Parking will be based upon the existing geometry for the internal rows of parking fixed by the garage structure and locations of poles and drains, which results in unusual dimensions as follows: seventeen (17) foot aisles, with 70° angled spaces nine (9) feet wide by seventeen (17) feet long; and do not require a visual buffer/barrier along the edges or portions of parking lots. All other uses shall provide parking pursuant to PUD ordinance 2001-0366-E.

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

Pedestrian access shall be provided by internal sidewalks that extend on the West, South and East sides of the multi-family parcel and provide direct connectivity to the parking garage.

**SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on **June 6, 2025** to the Planning Department, that the Notice of Public Hearing signs **were** posted. Staff also conducted a Site Visit on **June 10, 2025** and observed the notice signs **were** posted.

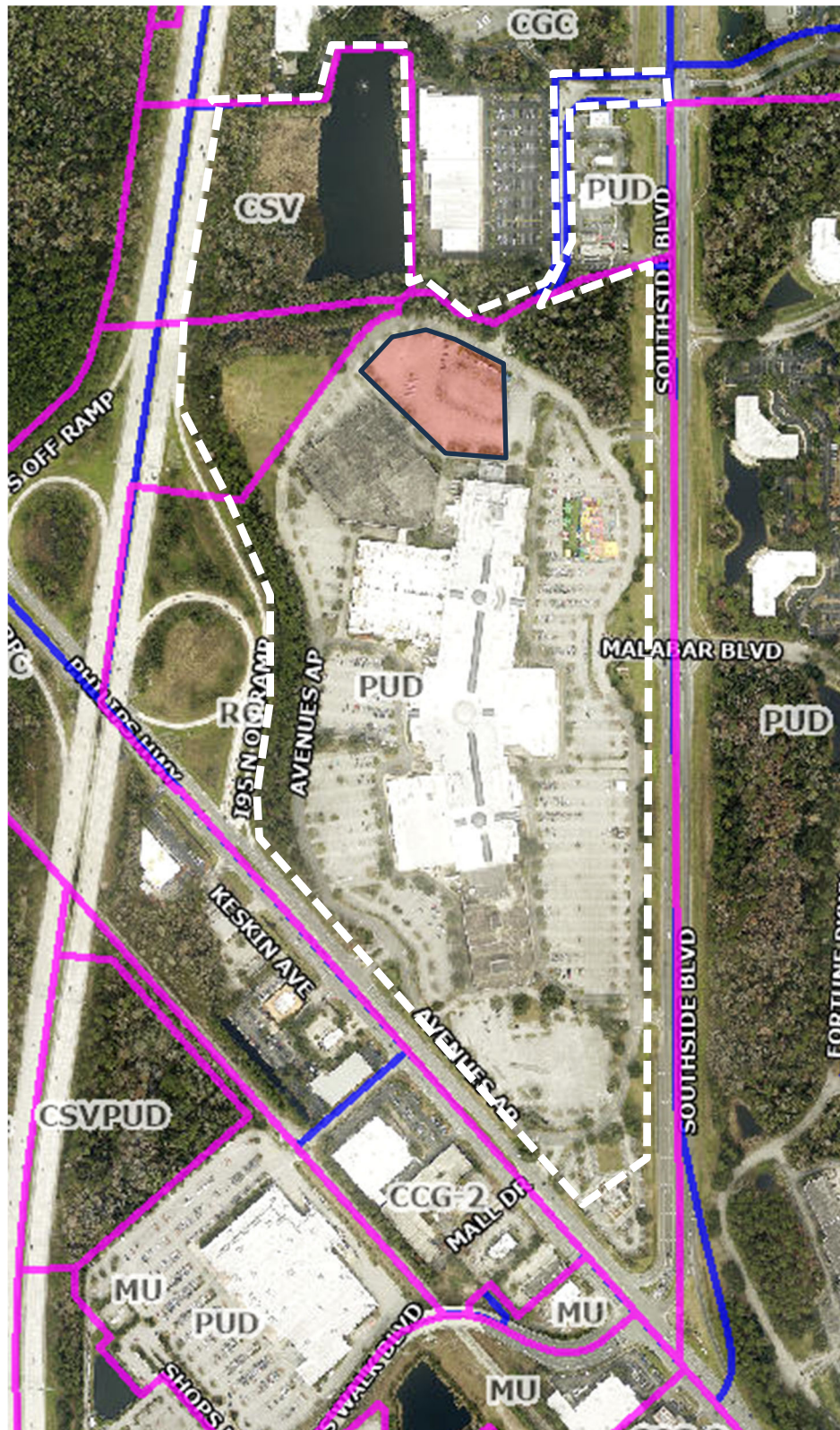


**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0367** be **APPROVED** with the following exhibits:

1. The Original Legal Description dated May 1, 2025.
2. The Original Written Description dated April 16, 2025.
3. The Original Site Plan dated April 15, 2025.





Aerial View of Subject Property facing north,  
with internal multi-family parcel shaded





**View facing north into the Subject Property from Philips Hwy.**



**View facing north into the Subject Property from Philips Hwy.**



**View facing west into the Subject Property from Southside Blvd.**



**View facing west into the Subject Property from Southside Blvd.**





**View facing west into the Subject Property from Southside Blvd.**

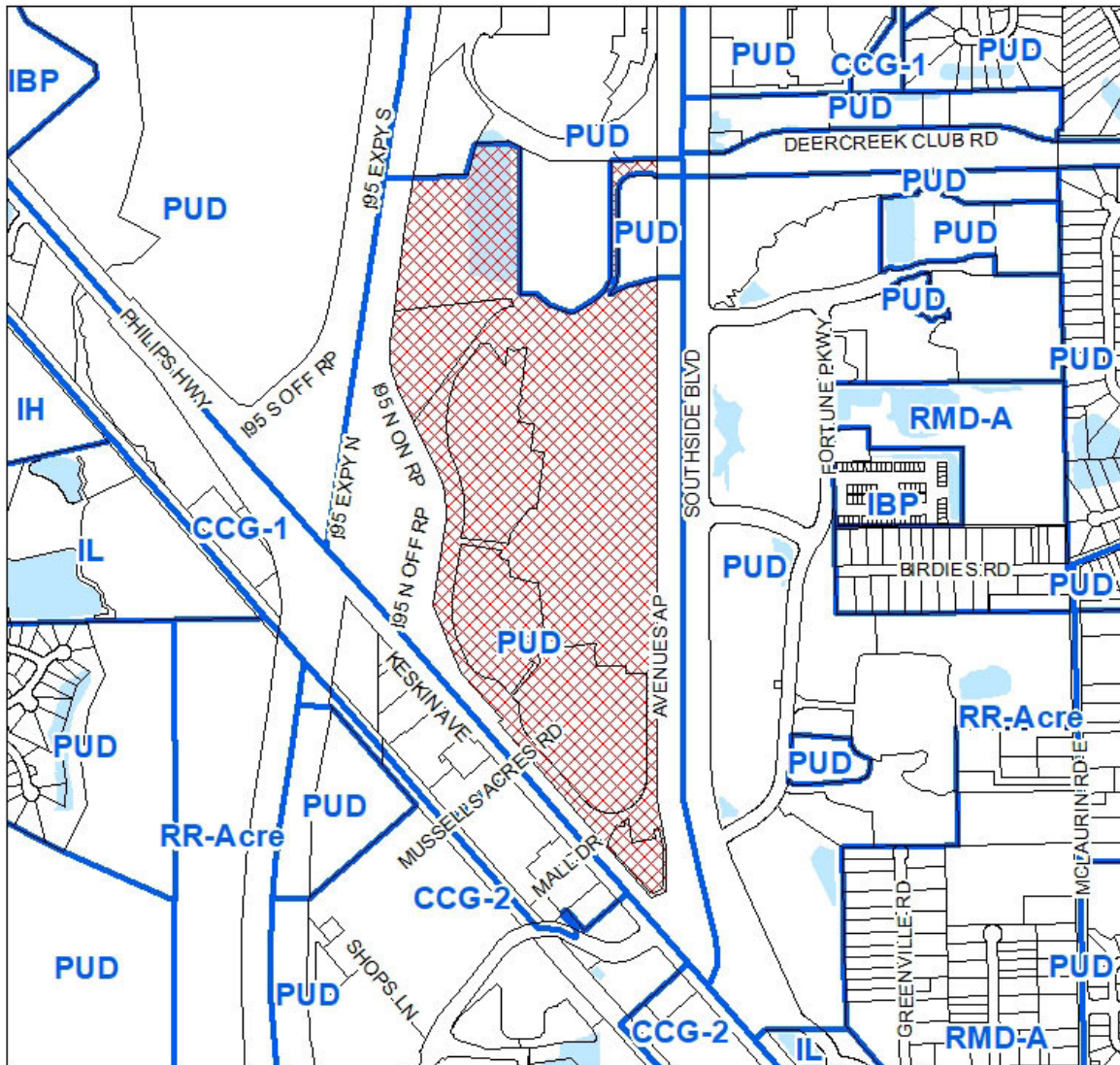


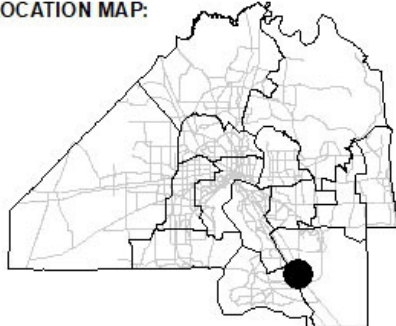

**View facing southwest into the proposed multifamily area of the Subject Property from internal ring road/Avenues Blvd.**



**View facing northeast into the proposed multifamily area of the Subject Property from internal ring road/Avenues Blvd.**





<p>REQUEST SOUGHT:</p> <p><b>FROM: PUD</b></p> <p><b>TO: PUD</b></p>	<p>LOCATION MAP:</p> 	 <p>0 300 600 1,200 Feet</p> <p>COUNCIL DISTRICT: <b>11</b></p>
<p>ORDINANCE NUMBER <b>ORD-2025-0367</b></p>	<p>TRACKING NUMBER <b>T-2025-6111</b></p>	<p><b>EXHIBIT 2</b> <b>PAGE 1 OF 1</b></p>