



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning Department  
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September 4, 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.: 2025-0589      Application for: Collins 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. **An establishment or facility which includes the retail sale and service of all alcoholic beverages for off-premises consumption not in conjunction with a restaurant shall be removed from uses permitted by right. An establishment or facility which includes the retail sale and service of beer and wine for off-premises consumption shall be permissible by exception.**
2. **Express or parcel delivery offices shall be removed from uses permitted by right.**
3. **Unless Waived by the Chief of Traffic Engineering or their designee, a traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, The Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).**
4. **The inclusion of a Drive-through on site and its configuration shall comply with city standards and is dependent on the approval of the Development Services Division or City of Jacksonville Traffic Engineering.**

Planning Commission Recommendation: **Approve with Conditions**

1. **Prohibition of the sales of liquor for off-premises consumption as a stand alone use.**
2. **Prohibition of the sales of liquor for off-premises consumption via a drive thru.**

3. **Unless Waived by the Chief of Traffic Engineering or their designee, a traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, The Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).**
4. **The inclusion of a Drive-through on site and its configuration shall comply with city standards and is dependent on the approval of the Development Services Division or City of Jacksonville Traffic Engineering.**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated April 11, 2025.
2. The Original Written Description dated April 11, 2025.
3. The Original Site Plan dated April 15, 2025.

Planning Commission Commentary: There were no speakers in opposition. The commission expressed concerns regarding stand-alone package store use but determined it would be appropriate if located in conjunction with other commercial uses within a shopping center style development. The applicant stated this was not the intent of the development and expressed support for the two amended conditions (#1 and #2).

Planning Commission Vote: **6-0**

Mark McGowan, Chair	Aye
Mon'e Holder, Secretary	Aye
Lamonte Carter	Absent
Amy Fu	Aye
Charles Garrison	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Absent

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  
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Jacksonville, FL 32202

(904) 255-7817; EAbney@coj.net

**REPORT OF THE PLANNING DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2025-0589 TO**  
**PLANNED UNIT DEVELOPMENT**

**SEPTEMBER 4, 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 **2025-0589** to Planned Unit Development.

<b><i>Location:</i></b>	0 Collins Road; between Whispering Pines Drive and Pineveda Lane
<b><i>Real Estate Number(s):</i></b>	099121 0900
<b><i>Current Zoning District(s):</i></b>	Planned Unit Development (PUD 1990-0015-E)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Neighborhood Commercial (NC)
<b><i>Planning District:</i></b>	District 4 – Southwest
<b><i>Council District:</i></b>	District 14
<b><i>Applicant/Agent:</i></b>	Zach Miller, Esq. Law Office of Zach Miller 3203 Old Barn Court Ponte Vedra Beach, FL 32082
<b><i>Owner:</i></b>	V & S Trust LLC 11399 Glen Laurel Oaks Circle Jacksonville, FL 32257
<b><i>Staff Recommendation:</i></b>	<b>APPROVE with CONDITIONS</b>

**GENERAL INFORMATION**

Application for Planned Unit Development 2025-0589 seeks to rezone approximately 1.04± acres of land from Planned Unit Development (PUD 1990-0015-E) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for a variety of uses typically found in the Commercial Neighborhood zoning district.

The current PUD governing the site, PUD 1990-0015-E, permits commercial uses, and was conceptually designed as a shopping plaza. Amendments to the PUD included restricting a minimum of 3,500 square feet of tenant space for any food or grocery sales establishment, and excluding off-premise consumption of all alcohol including liquor from the site.

Staff is recommending approval with four conditions. Two conditions are to remove uses from the submitted written description, due to inconsistencies with the 2045 Comprehensive Plan. The other two conditions are forwarded from the Transportation Planning Division and Development Services Division, due to concern regarding traffic and maneuverability on the subject site.

### **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 1.04-acre subject site is located in the southwest quadrant of the intersection of Collins Road, a collector roadway, and Pineverde Lane, a local roadway. The site is currently vacant except for an access road. The applicant is proposing a rezoning from Planned Unit Development (PUD) to Planned Unit Development (PUD) to allow for commercial retail uses.

Neighborhood Commercial (NC) is a category primarily intended to provide commercial retail and service establishments which serve the daily needs of nearby residential neighborhoods. These uses shall generally be located within walking distance of residential neighborhoods in order to reduce the number of Vehicles Miles Traveled. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

The maximum gross density in the Suburban Area shall be 20 units/acre and there shall be no minimum density. However, 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. While NC allows for residential uses, the Written Description, dated May 20, 2025, does not list residences as a permitted or permissible use.

The following uses listed in the Written Description are ***inconsistent*** with the 2045 Comprehensive Plan:

- An establishment or facility which includes the retail sale of all alcoholic beverages for off-premises consumption.

While NC allows for the retail sale of beer and wine for off-premises consumption, it does not allow for the retail sale of liquor for off-premises consumption.

- Express or parcel delivery offices and similar uses.

Besides the uses listed above, all other permitted and permissible uses in the PUD written description are consistent with the allowed uses, density and intensity requirements of the NC category described in the 2045 Comprehensive Plan.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

Yes. With the exception of the two uses listed above, 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:

**Future Land Use Element:**

**Goal 1**

To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

**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.

**Objective 1.6**

The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

**Airport Environment Zone**

The site is located within the 300-foot Height and Hazard Zone for Jax Naval Air Station. Zoning will limit development to a maximum height of 300 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

***(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.

***(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): Neighborhood Commercial (NC). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (B), except for the two uses listed in Criteria (A). Staff has conditioned that the two uses be removed from the written description.

***(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 does not include any residential development.

***(4) Internal compatibility***

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposed Planned Unit Development shall be based on the following factors:

- The streetscape: The proposed site plan shows the driveway and parking isles bordering the proposed building on the northern and eastern side. The proposed access points will be via Collins Road and Pineverde Lane.
- The use and variety of building setback lines, separations, and buffering: The proposed front yard setback is 20-feet, and a minimum rear yard setback of 10-feet. Landscaping will provided per Part 12 of the Zoning Code, with an additional 15-foot buffer provided along the southern property boundary.

***(5) External Compatibility***

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

- The 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	NC/LDR	PUD 2022-0611-E / RLD-60	Commercial retail, single-family dwellings
South	MDR	RMD-D	Multi-family dwellings
East	MDR	RMD-MH	Mobile home park
West	NC	PUD 1990-0015-E	Gas station, commercial retail

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

The proposed development is consistent with the Neighborhood Commercial (NC) functional land use category as commercial retail. The PUD is appropriate at this location because it will provide limited commercial opportunities for the surrounding residents.

- The availability and location of utility services and public facilities and services: JEA indicates there are existing water and sewer mains within the Collins Road right of way.
- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The City Traffic Engineer has the following comments:

Upon review of the referenced application, and based on the information provided to date, the Development Services Division has the following comments concerning Traffic.

1. Unless Waived by The Chief of Traffic Engineering or their designee, A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, The Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).

2. The inclusion of a Drive-through on site and it's configuration shall comply with city standards and is dependent on the approval of the Development Services Division or COJ Traffic Engineering.

Please understand that this does not constitute approval of the design elements. Approval of the design elements (driveway location, dimensions, roadway geometry, traffic circulation, etc.) shall be facilitated through the submission of 10- set and 10-set review process.

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

No open space is required as the proposed project is strictly a commercial development.

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



The development will be required to comply with all permitting requirements for any areas affected by the wetlands on site.

***(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 proposed project will comply with Part 6 of the Zoning Code as indicated in the submitted written description.

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

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

**SUPPLEMENTAL INFORMATION**

The Applicant provided proof of the signs being posted and the sign posting affidavit on July 8, 2025.



**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0589** be **APPROVED with the following exhibits:**

1. The original legal description dated May 22, 2025.
2. The original written description dated May 20, 2025.
3. The original site plan dated February 19, 2025.

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0589** be **APPROVED with CONDITIONS:**

- 1.) **An establishment or facility which includes the retail sale and service of all alcoholic beverages for off-premises consumption not in conjunction with a restaurant shall be removed from uses permitted by right. An establishment or facility which includes the retail sale and service of beer and wine for off-premise consumption shall be permissible by exception.**
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- 4.) **The inclusion of a Drive-through on site and it's configuration shall comply with city standards and is dependent on the approval of the Development Services Division or City of Jacksonville Traffic Engineering.**





**Aerial view of the subject property facing north.**



**View of the subject property from Collins Road.**

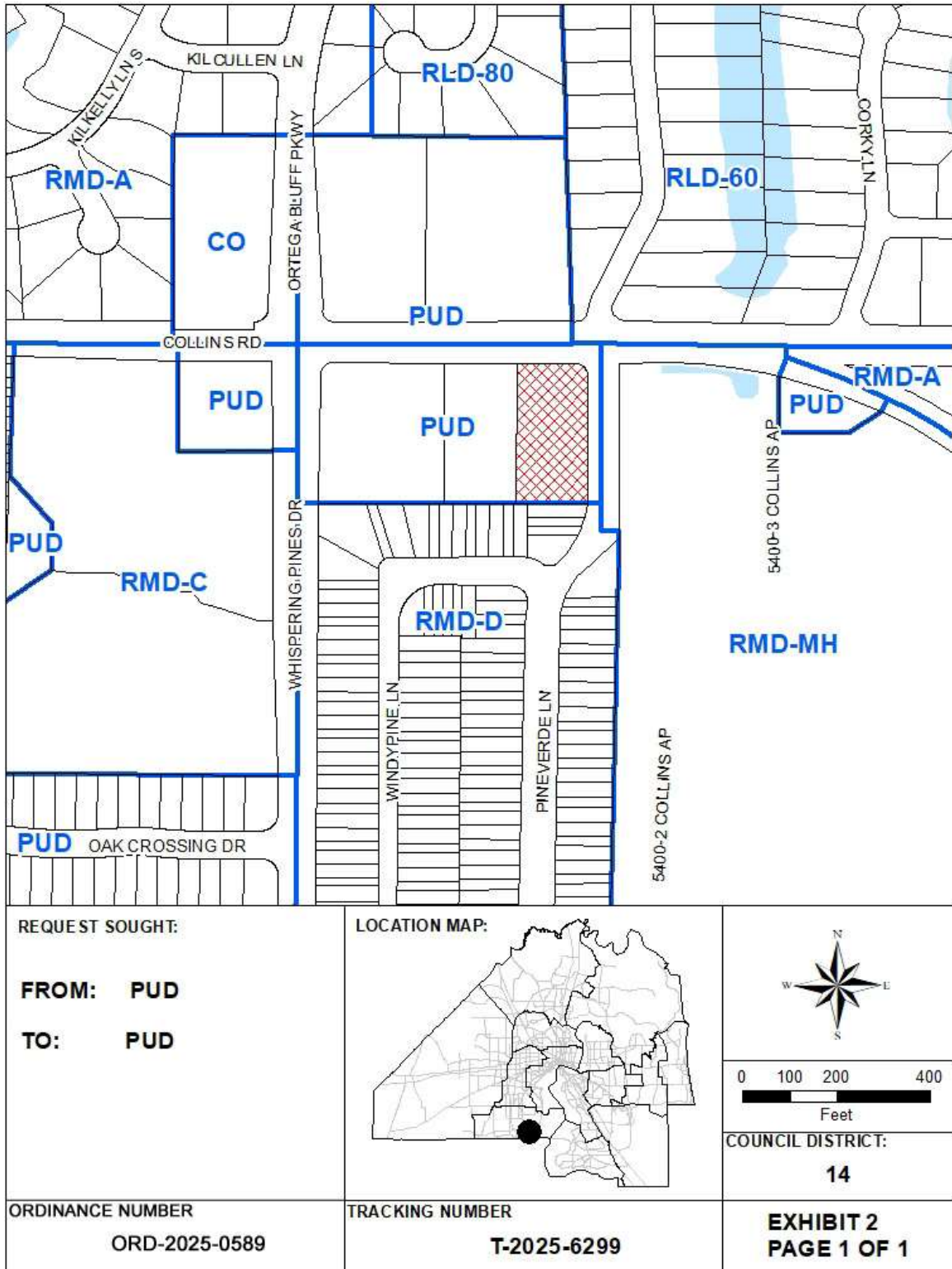




**Aerial view of the subject site, and existing retail to the west of the site including a Family Dollar and Gate gas station.**



**Street view of the existing commercial retail, under PUD 1990-0015-E, located west of the subject property.**



Legal Map