



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

November 6, 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.: 2025-0760

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**

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

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Mon'e Holder, Vice Chair	Absent
Michael McGowan, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	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, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0760

NOVEMBER 6, 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 **2025-0760**.

<i>Location:</i>	8059 Merrill Road Between Woolery Drive and I-295
<i>Real Estate Number:</i>	120458-0000
<i>Current Zoning District:</i>	Commercial Residential Office (CRO)
<i>Proposed Zoning District:</i>	Commercial Neighborhood (CN)
<i>Current Land Use Category:</i>	Residential Professional Institutional (RPI)
<i>Planning District:</i>	Greater Arlington/Beaches, District 2
<i>Council District:</i>	District-1
<i>Applicant/Agent:</i>	Emily Pierce, Esq. Rogers Towers, P.A. 1301 Riverplace Blvd Suite 1500 Jacksonville, FL 32207
<i>Owners:</i>	Memorial Healthcare Group, Inc. One Park Plaza Nashville, TN 37203
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Rezoning Ordinance **2025-0760** seeks to rezone 4.00± acres of property from Commercial Residential Office (CRO) to Commercial Neighborhood (CN). The conventional rezoning is being requested to allow for additional signage that is restricted under the current CRO zoning district. Both zoning districts permit medical clinics; however, the CRO district imposes stricter limitations on the size of monument style street frontage signage and wall signs. The subject property is located within the Renew Arlington CRA/Overlay and the Catalyst Character Area. This application was heard before the Renew Arlington Advisory Board on October 8, 2025 where the board voted unanimously to approve the conventional rezoning.

The overlay includes additional signage restrictions under the Catalyst Character Area, which allows parcels between 3 and 5 acres in size one identity freestanding sign with a maximum of 75 square feet per side and a height of up to 18 feet. Wall signage would be permitted under Part 13 of the zoning code not to exceed ten percent of the square footage of the occupancy frontage or respective side of the building abutting a public right-of-way or approved private street.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to Section 656.125 of the Zoning Code, an applicant for a proposed rezoning bears the burden of proving, by substantial competent evidence, that the proposed rezoning is consistent with the City's comprehensive plan for future development of the subject parcel. In determining whether a proposed rezoning is consistent with the 2045 Comprehensive Plan, the Planning Department considers several factors, including (a) whether it is consistent with the functional land use category identified in the Future Land Use Map series of the Future Land Use Element; (b) whether it furthers the goals, objectives and policies of the Comprehensive Plan; and (c) whether it conflicts with any portion of the City's land use regulations. Thus, the fact that a proposed rezoning is permissible within a given land use category does not automatically render it consistent with the 2045 Comprehensive Plan, as a determination of consistency entails an examination of several different factors.

1. Is the proposed rezoning consistent with the 2045 Comprehensive Plan?

Yes. The 4-acre subject site is located at 8059 Merrill Road between Woolery Drive and I-295 Expressway North. According to the City's Functional Highway Classification Map, Merrill Road is a minor arterial road, Woolery Drive is a local road, and I-295 Expressway North is an FDOT Interstate. The site is in Planning District 2 (Greater Arlington and Beaches), Council District 1, and the Urban Development Area. Additionally, the site is within the boundaries of the Renew Arlington Community Redevelopment Area and the Arlington Zoning Overlay.

According to the Category Descriptions of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, Residential Professional Institutional (RPI) in the Urban Area is intended to provide compact medium density residential development. Development which includes medium density residential and professional office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Development within the category should be compact and connected and should support multi-modal transportation. 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 density of RPI in the Urban Area shall be 30 units per 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. According to the JEA Availability Letter provided with the application, the subject site appears to have access to central water and sewer services.

CN is a secondary zoning district in the RPI land use category, and therefore the proposed rezoning is consistent with the 2045 Comprehensive Plan.

2. ***Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

Yes. The proposed rezoning furthers the following goals, objectives, and policies of the 2045 Comprehensive Plan.

Development Area: Urban Area (UA):

The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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 defined in this Plan.

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.

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.

Wetlands

Review of City data and the applicant's site plan from the St. Johns River Water Management District web site indicates the potential existence of wetlands on the subject site and as such 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.

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): ERP # 204389-1 issued on 7/2/2024 to Memorial Healthcare Group.

Wetlands Impact: Virtually, the whole property was wetlands. Environmental Resource Permit #204389-1 permitted the removal of 3.22 acres of wetlands of which 0.76 of an acre of wetlands on the southern border of the property is to remain. An additional 0.91 of an acre of wetlands on adjacent property to the west of application site will secondary wetland impacts from medical facility's construction.

3. *Does the proposed rezoning conflict with any portion of the City's land use regulations?*

No. The proposed rezoning is not in conflict with any portion of the City's land use regulations. If approved as recommended by the Staff of the Planning Department, the subject property will be rezoned from CRO to CN and will be required to meet all development regulations of Chapter 656-Zoning Code, Chapter 654-Subdivision regulations and Florida Building Code Regulations.

SURROUNDING LAND USE AND ZONING

The subject property is located on the south side of Merrill Road, which is classified as a minor arterial roadway. Surrounding development includes a commercial shopping center and fast-food restaurants to the north, a gas station to the east, and vacant, undeveloped land to the west and south.

The adjacent land use categories and zoning districts are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	NC	PUD 1995-0204	Shopping Center
South	MDR	PUD 2003-0778	Wetlands
East	NC	PUD 2008-0231	Gas Station
West	NC	CN	Vacant Undeveloped

The Planning Department finds that the requested rezoning to CN will be consistent and compatible with the surrounding uses.

SUPPLEMENTARY INFORMATION

The applicant provided sign posting affidavit and proof of posting on **October 16, 2025** to the Planning Department, that the Notice of Public Hearing signs were posted.



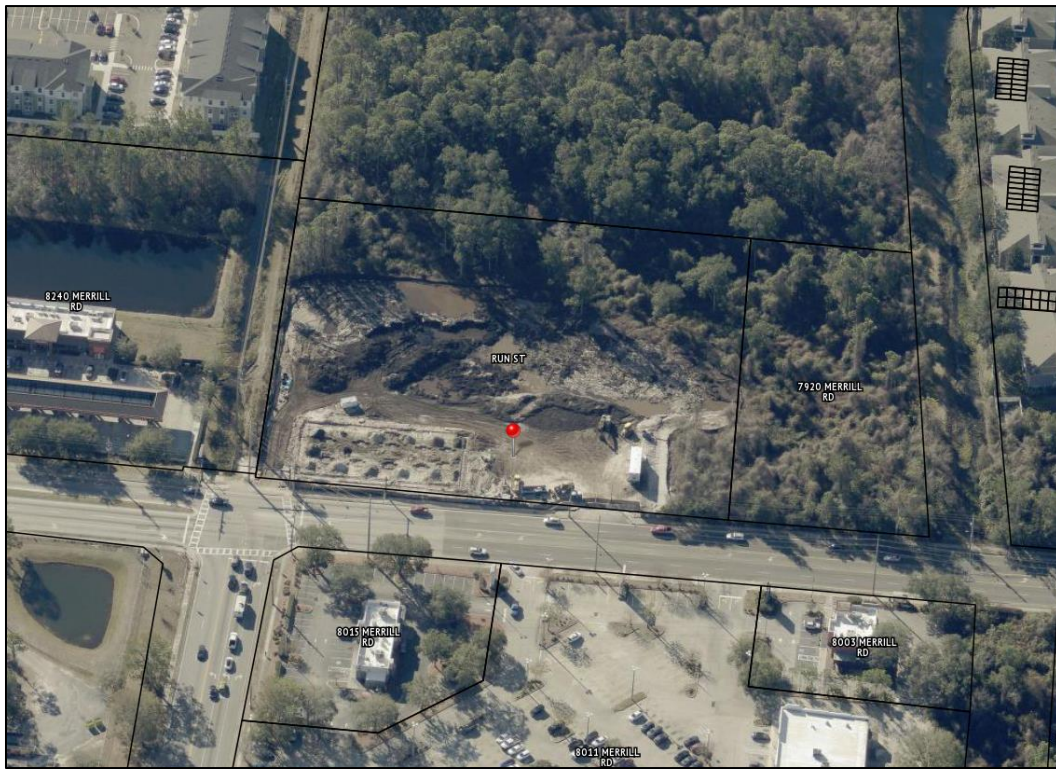
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0760** be **APPROVED**.



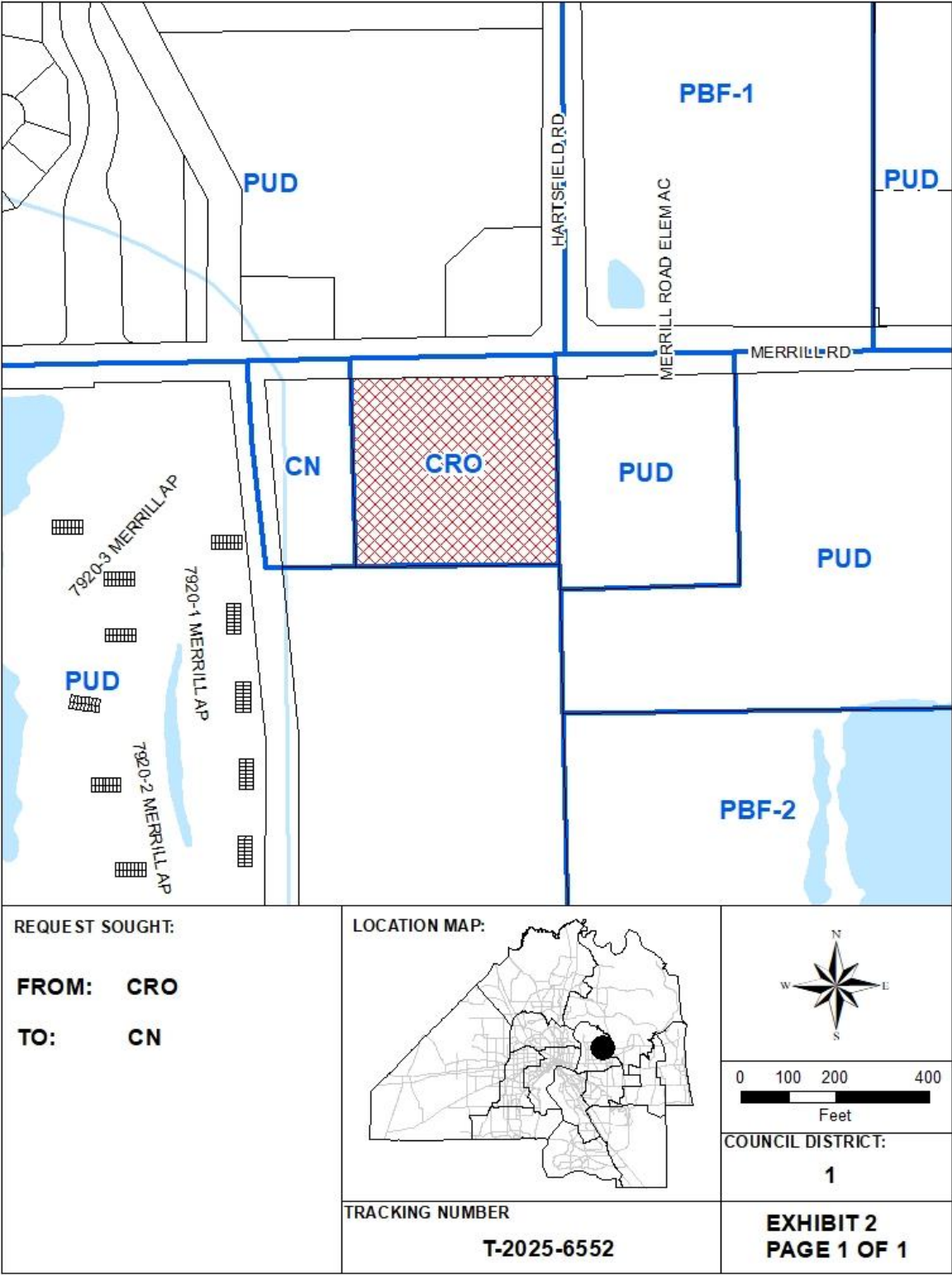
Aerial View

Source: JaxGIS Maps



View of Subject Property

Source: JaxGIS Maps (January 2025)





Planning Department

Ed Ball Building
214 North Hogan Street, Suite 300
Jacksonville, FL 32202

MEMORANDUM

TO: Erin Abney
Current Planning Division

FROM: Maddie Read
Community Planning Division

RE: Ordinance 2025-760

DATE: October 10, 2025

The following review is based on the information provided by the Current Planning Division staff.

Description of Proposed Rezoning Application

Current Land Use: Residential-Professional-Institutional (RPI)

Proposed Land Use: N/A

Current Zoning: Commercial, Residential and Office (CRO)

Proposed Zoning: Commercial Neighborhood (CN)

Land Development Area: Urban Area

Total Acreage: 4 acres

Comprehensive Land Use Policy Analysis

Is the proposed rezoning district consistent with the functional land use category identified in the 2045 Comprehensive Plan?

YES

☒

NO

☐

ZONING REQUEST:

Applicant seeks to rezone from CRO to CN to permit signage consistent with the Renew Arlington Overlay for a medical clinic.

LAND USE CATEGORY CONSISTENCY REVIEW:

The 4-acre subject site is located at 8059 Merrill Road between Woolery Drive and I-295 Expressway North. According to the City's Functional Highway Classification Map, Merrill Road is a minor arterial road, Woolery Drive is a local road, and I-295 Expressway North is an FDOT Interstate. The site is in Planning District 2 (Greater Arlington and Beaches), Council District 1, and the Urban Development Area. Additionally, the site is within the boundaries of the Renew Arlington Community Redevelopment Area and the Arlington Zoning Overlay.

According to the Category Descriptions of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, Residential Professional Institutional (RPI) in the Urban Area is intended to provide compact medium density residential development. Development which includes medium density residential and professional office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents. Development within the category should be compact and connected and should support multi-modal transportation. 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 density of RPI in the Urban Area shall be 30 units per 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. According to the JEA Availability Letter provided with the application, the subject site appears to have access to central water and sewer services.

CN is a secondary zoning district in the RPI land use category, and therefore the proposed rezoning is consistent with the 2045 Comprehensive Plan.

To ensure compliance with the provisions of the Comprehensive Plan, zoning staff should analyze the proposed zoning application in relation to the following goals, objectives, policies and/or text of the 2045 Comprehensive Plan. This analysis should be included within the staff report for the zoning application.

Future Land Use Element:

Development Area:

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the 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 defined in this Plan.

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|---------------|--|
| 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. |
| 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 1.1.21

Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

A. Foster vibrant, viable communities and economic development opportunities;

B. Address outdated development patterns; and/or

C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

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.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.

- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

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.

Property Rights Element (PRE)

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

- The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
- The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
- The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
- The right of a property owner to dispose of his or her property through sale or gift.

The proposed rezoning has been identified as being related to the following issues identified in the 2045 Comprehensive Plan. Based on this relationship, the rezoning application should be carefully evaluated for consistency or inconsistency with the following issues and related goals, objectives and/or policies:

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low, medium, and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

Aquifer Recharge

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed rezoning will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

Wetlands

Review of City data and the applicant's site plan from the St. Johns River Water Management District web site indicates the potential existence of wetlands on the subject site and as such 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: 3.98 acres

General Location(s): The wetland prior to permitted alteration covered the entire application site.

Quality/Functional
Value: The wetland had a high functional value for water filtration attenuation and flood water capacity. However, the wetland is not in a flood zone and does not have a direct impact on the City's waterways. Construction of the permitted facility with the associated accessway, parking lot and stormwater retention pond dramatically reduced the functional value of the wetland. This wetland alteration is required to be mitigated.

Soil Types/
Characteristics: (49) Pamlico muck, depressional, 0 to 1% slopes – The Pamlico series consists of nearly level, very poorly drained, organic soils. They formed in decomposed organic material underlain by thick loamy and sandy marine and fluvial sediments. They are on flood plains and depressions. The soil is moderately permeable. The high-water table generally is at or near the surface

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):

ERP # 204389-1 issued on 7/2/2024 to Memorial Healthcare Group.

Wetlands Impact:

Virtually, the whole property was wetlands. Environmental Resource Permit #204389-1 permitted the removal of 3.22 acres of wetlands of which 0.76 of an acre of wetlands on the southern border of the property is to remain. An additional 0.91 of an acre of wetlands on adjacent property to the west of application site will secondary wetland impacts from medical facility's construction.

Associated Impacts :

None.

Relevant Policies:

CCME Policies 4.1.3 and 4.1.6

CCME Policy 4.1.3

The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

- (a) Encroachment
Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and
- (b) No net loss
Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:
 - i. the habitat of fish, wildlife and threatened or endangered species,
 - ii. the abundance and diversity of fish, wildlife and threatened or endangered species,
 - iii. the food sources of fish and wildlife including those which are threatened or endangered,
 - iv. the water quality of the wetland, and
 - v. the flood storage and flood conveyance capabilities of the wetland; and
- (c) Floodplain protection
Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and
- (d) Stormwater quality
In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:
 - i. Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
 - ii. Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems
- (e) Septic tanks
Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case

pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

- (f) Hydrology
The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:
 - a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the "Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.
 - b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.
- (2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

