



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning Department  
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Jacksonville, FL 32202  
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July 17, 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.: 2025-0416**

**Application for: Bonneval 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**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated April 21, 2025.
2. The Original Written Description dated May 6, 2025.
3. The Original Site Plan dated April 18, 2025.

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **8-0**

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

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 2025-0416 TO**  
**PLANNED UNIT DEVELOPMENT**

**JULY 17, 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 **2025-0416** to Planned Unit Development.

<b><i>Location:</i></b>	0 Bonneval Road, at the intersection of Bentley Road and Philips Highway
<b><i>Real Estate Number(s):</i></b>	152594 8150
<b><i>Current Zoning District(s):</i></b>	Planned Unit Development (PUD 1998-0819-E)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Regional Commercial (RC)
<b><i>Planning District:</i></b>	Southeast, District 3
<b><i>Council District:</i></b>	District 11
<b><i>Applicant/Agent:</i></b>	Hayden Phillips, Esq. Rogers Towers, P.A. 1301 Riverplace Boulevard, Suite 1500 Jacksonville, Florida 32207
<b><i>Owner:</i></b>	CVP Phillips, LLC C/O Cole Valley Partners 2188 SW Park Place, Suite 100 Portland, OR 97205
<b><i>Staff Recommendation:</i></b>	<b>APPROVE</b>

**GENERAL INFORMATION**

Application for **Planned Unit Development 2025-0416** seeks to rezone approximately 0.88 ± acres of land from Planned Unit Development (**PUD 1998-0819-E**) to a PUD. The rezoning to PUD is being sought to add the use of a service garage for minor repairs to the existing PUD. The proposed business is Valvoline Oil Change.

The existing PUD allows for a wide variety of commercial uses typically found in the CCG-1 Zoning District but did not include service garages.

**Ordinance 1998-0819-E** was approved with three conditions:

- a. Direct access from parcels fronting Philips Highway shall be prohibited unless otherwise approved by the Traffic Engineer.
- b. Facilities shall allow for the sale and service of all alcoholic beverages including liquor, beer or wine only in conjunction with a hotel/motel or a bona fide restaurant. All other retail sales of alcohol shall be permitted only by minor modification to the PUD.
- c. A signage plan for any new or additional signage which uses materials and shapes which are consistent with existing signs, shall be submitted to the Planning and Development Department for approval prior to any further site development.

Staff does not recommend forwarding the three existing conditions, as they are addressed in the written description of the proposed PUD. The written description states the following: This PUD removes the conditions in Section 2(a)-(c) of the Original PUD ordinance because: (a) as shown on the Site Plan, the proposed development will not have an access point on Philips Highway, (b) condition b is incorporated into this PUD, and (c) as described herein, signage will be provided in accordance with Part 13 of the City of Jacksonville Zoning Code.

### **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 and Development 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 proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive planning for future development of the Ordinance Code.

The 0.88 of an acre subject site is located north of the intersection of Bentley Road and Philips Highway, which is classified as an FDOT principal arterial roadway, and within Council District 11 and Planning District 3 (Southeast). The property is the site of several smaller lots of commercial properties located along Philips Highway, between Bentley Road and JTB Boulevard.

The site, and the larger surrounding area, has a land use designation of Regional Commercial (RC). 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 Priority Area. For multi-family uses, the density allowed in CGC in the Urban Priority Area is 60 units per acre, with some exceptions listed within the category description of the Comprehensive Plan. The written description of the proposed PUD only allows for multi-family as a permissible use by exception, and as such, residential uses would be subject to a separate zoning application and associated reviews.

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.

As previously mentioned, the proposed PUD only allows for residential development as a permissible use. The primary intent of the PUD is to include the use of service garages, and all uses listed within the written description are consistent with those allowed within the RC land use category.

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

Yes. This 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:**

**Development Area:**

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban

development characteristics as defined in this Plan. The UPA does not include the Central Business District Land Use Category boundaries.

**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 1.1.22** 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.

**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.

#### **U.S. 1 CORRIDOR STUDY (2001)**

The subject site is located within the “central south segment” of the U.S. 1 Corridor Study. The purpose of the U.S. 1 Corridor Study was to analyze the existing uses and development opportunities along the corridor, as well as the transportation and design issues affecting the corridor businesses, and to develop a guide for existing and future development. The central south segment of the corridor was identified as experiencing a rapid state of growth. Much of the area has grown significantly since the Study’s adoption approximately 25 years ago; however, the area surrounding the intersection of Philips Highway and JTB Boulevard remains a major transportation node.

#### ***(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 categories as identified in the Future Land Use Map series (FLUMs): Regional Commercial (RC). The Planning and Development 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 intends to utilize lands for a service garage for minor repairs. Thus, 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 proposed Planned Unit Development shall be based on the following factors:

- The use of existing and proposed landscaping: Landscaping and buffering will be provided in accordance with Part 12 of the City of Jacksonville Zoning Code, with the following additional and superseding provisions:
  - 1. The southern (Bentley Road), western (Philips Hwy) and northern (abutting property) boundaries of the Property shall contain:
    - a. A landscaped buffer at least five feet wide containing shrubs, groundcovers, preserved existing vegetation, mulch and grass; and
    - b. One tree for every 50 linear feet, or fraction thereof, of required buffer. Trees may be clustered but shall be no more than 75 feet apart. At least one-half of the required number of trees shall be shade trees.
  - 2. The eastern boundary of the Property, which abuts an existing pond, contains Butler Point Road, as detailed above, and several mature trees and the canopies thereof. To the extent that these trees are ever removed from the Property, the area located between the impervious surface of Butler Point Road and the eastern Property boundary shall be subject to the requirements listed under Section IV.C.1 above.
- Compatible relationship between land uses in a mixed-use project: The proposed PUD contains uses that are permitted in the existing 1998 ordinance, with the addition of a

service garage for minor repairs. The existing PUD permits for uses primarily found in the CCG-1 zoning district.

- Traffic and pedestrian circulation patterns: Access will be provided as shown on the Site Plan via Butler Point Road, a private access road and utility easement. The location and design of the access point(s), turn/deceleration lanes and internal driveways, as shown on the Site Plan, may vary prior to development; provided, however, that the final design of the access point(s), potential connections, and internal drives shall be subject to the review and approval of Development Services and the Planning and Development Department. As shown on the Site Plan, Butler Point Road, an approved private street, traverses the Property and extends from Bentley Road northwesterly to the other parcels within the Original PUD. All necessary easements and agreements will be executed with the other users of the portion of Butler Point Road contained on the Property. Out of an abundance of caution, this PUD hereby waives the restriction in Section 656.408(b) of the Zoning Code related to cross-access and interconnectivity between commercially zoned properties and residentially zoned properties.

#### ***(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 type, number and location of surrounding external uses: The proposed development is located in an area where residential, office, and commercial uses function as a mixed-use development. An automobile dealership at this location is consistent with the office and commercial uses in the immediate area.
- 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	RC	PUD 1998-0819-E	Retention pond, multi-family dwellings
South	HI	IH	Warehouses, open storage
East	RC	PUD 2012-0616-E	Offices, medical office
West	RC	PUD 1998-0819-E	Restaurants

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

The proposed development is consistent with the Regional Commercial (RC) functional land use category as a commercial development. The PUD is appropriate at this location because it will support the existing offices, service establishments and residential in the area.

- The availability and location of utility services and public facilities and services: The property will be serviced by JEA for water and sewer.



The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 0.883 acres and is located on Bonneval Road, a local road, east of Philips Highway and south of J Turner Butler Boulevard, both of which are FDOT facilities. Philips Highway between J Turner Butler Boulevard and Baymeadows Way West is currently operating at 105% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 38,500 vpd. J Turner Butler Boulevard between Philips Highway and Interstate 95 is currently operating at 87% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 54,100 (vpd) and average daily traffic of 47,000 vpd.

The applicant requests an oil change facility (ITE Code 941) which could produce 132 daily trips.

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

The proposed project will meet the recreation and open space requirements, as listed in Section 656.420 of the Zoning Code and the 2045 Comprehensive Plan.

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

Any development impacting wetlands will be permitted pursuant to local, state and federal permitting 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.***

Parking will be provided within the PUD in accordance with Section 656.604(f)(3): Auto service station—Two spaces plus four spaces for each service bay. In the event a use other than a service garage or service station is constructed on the Property, parking will be provided in compliance with Part 6 of the Zoning Code.

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

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

### SUPPLEMENTAL INFORMATION

The applicant provided photo documentation that the Notice of Public Hearing signs were posted on July 3<sup>rd</sup>, 2025.



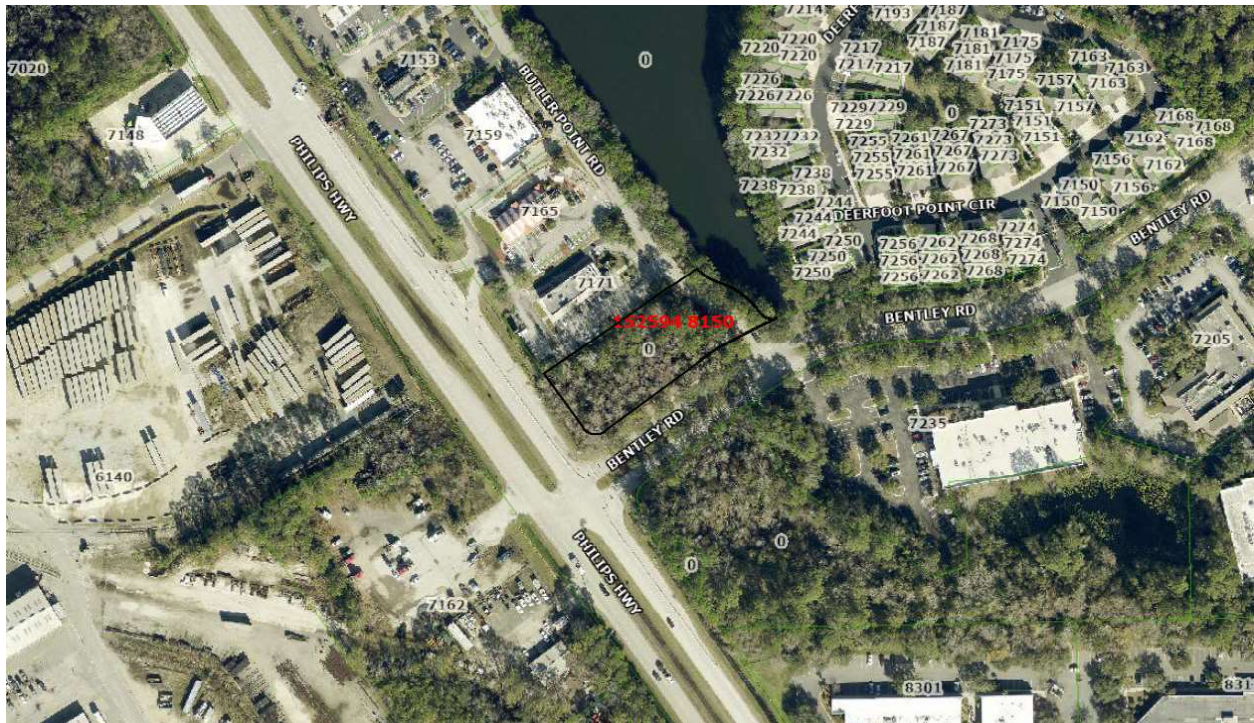
### RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0416** be **APPROVED with the following exhibits:**

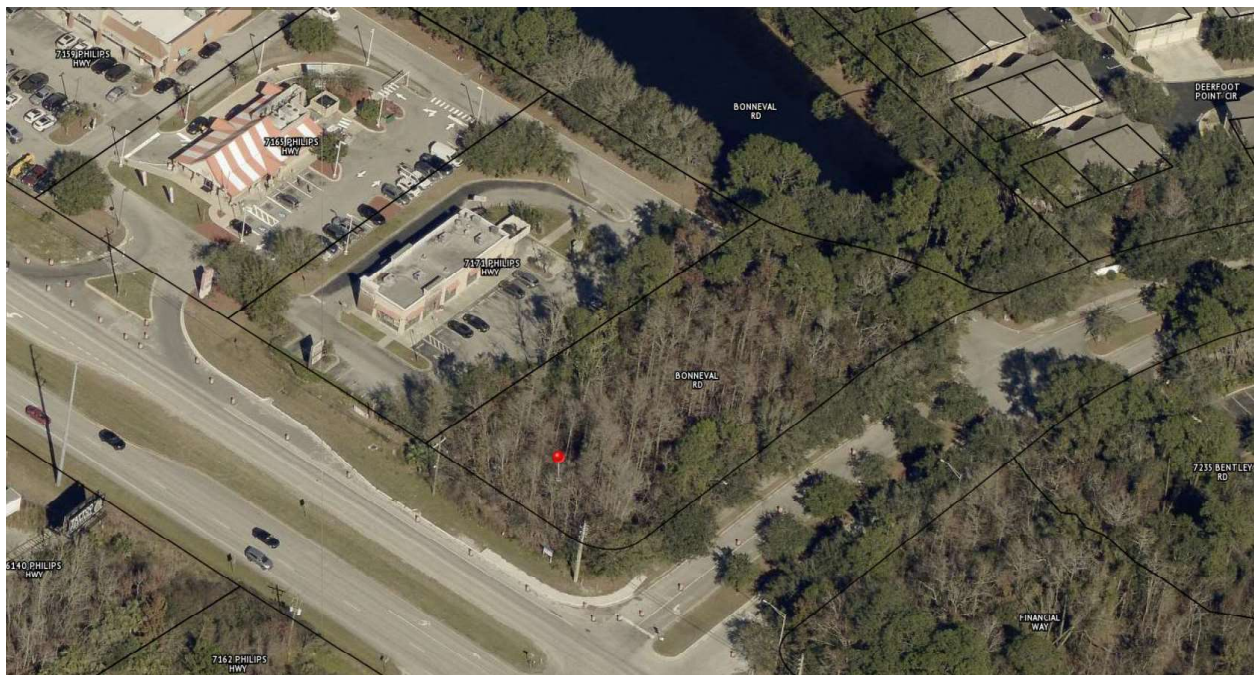
1. The original legal description dated April 21, 2025
2. The original written description dated May 6, 2025
3. The original site plan dated April 18, 2025

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0416** be **APPROVED.**



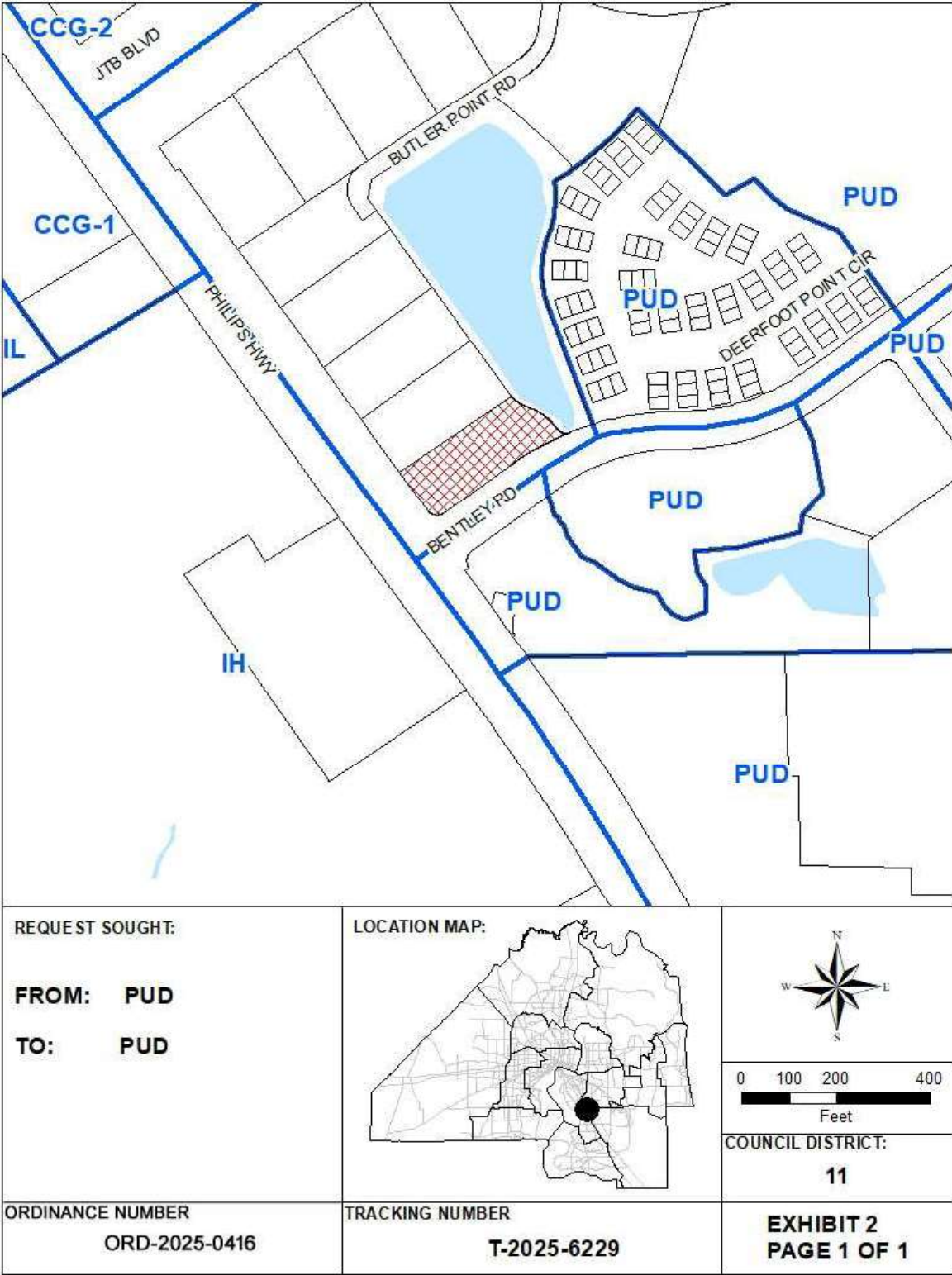


**Aerial view of subject property.**



**Aerial view of subject property.**





Legal Map