Minutes of Planning Commission Meeting
held Monday, June 9, 2025, at 7:00 P.M.
in the Council Chambers, 11 North 3rd Street,
Jacksonville Beach, Florida

CALL TO ORDER:
The meeting was called to order at 7:00 P.M. by Chair Nicholas Andrews.

ROLL CALL:

Chairperson:	Nicholas Andrews		
Vice-Chairperson:	Justin Henderson		
Board Members:	Debbie Cole (absent)	David Dahl	Margo Moehring
Alternates:	Matthew Filer	Dean Haddock (absent)	

Planning and Development Director Heather Ireland and Operations Support Specialist I Monica McDaniel were also present.

APPROVAL OF MINUTES: None

CORRESPONDENCE:
Ms. Ireland confirmed correspondence was received for PC# 07-25.

DISCLOSURE OF EX-PARTE COMMUNICATIONS: None

OLD BUSINESS: None

NEW BUSINESS:

(A) PC# 09-25 Conditional Use Application

Owner: Bethlehem Lutheran Church
1423 8th Avenue North
Jacksonville Beach, FL 32250

Applicant: Bethlehem Lutheran Church
1423 8th Avenue North
Jacksonville Beach, FL 32250

Agent: Gordon Gruhn
6897 Philips Parkway Drive North
Jacksonville, FL, 32256

Location: Physical Address: 1337 8th Avenue North
Ownership Address: 1423 8th Avenue North
RE# 177818-0000

Conditional Use Approval to revert a vacant building back to a child daycare pursuant to Section 34-612(d)(7) of the Jacksonville Beach Land Development Code, subject to the conditions outlined in section 34-558(n)(1).

Staff Report:

Ms. Ireland summarized the following report for the record:

"The subject property is located on 8th Avenue North and is bounded on two other sides by Palm Circle and Holly Drive. The property is across 8th Avenue North from the sanctuary owned by the Church and is part of a larger group of properties that include a second building and an improved off-street parking lot. The property was originally constructed in 1960, as a single-family home, as well as a second building owned by the church to the east. The subject site was granted conditional use approval in 1986, to operate as a childcare facility. The church chose to use the property for other uses, and it has not been used as a childcare facility for more than a year. The lack of use as a childcare facility now necessitates them to apply for a new Conditional Use.

With the adoption of the new LDC, there are specific required conditions that are automatically applied to certain uses, such as childcare facilities.

The following are the specific standards that apply to childcare properties, as outlined in Sec. 34-558(e):

Child Day Care Services

(1) Child day care services, including day nurseries, kindergartens and child care centers, shall be subject to the following conditions:

a. Lot area. The minimum lot area shall be not less than seven thousand five hundred (7,500) square feet except for lots of record platted prior to the adoption of the LDC.

b. Outdoor play area. A fenced outdoor play area, which complies with all applicable state requirements, shall be provided in the rear yard.

c. Compliance with state standards. All facilities, operation and maintenance shall meet all applicable City and state regulations for such use.

d. Capacity. An application for a conditional use shall state the maximum number of children to be accommodated, and in no case shall the number of children approved for the conditional use be exceeded.

e. Parking. An adequate number of parking spaces shall be provided for employees and business owners, as well as a sufficient drop-off area for children.

Although the conditions are new to the LDC, this existing facility will meet these requirements as is. The lot well exceeds 7,500 square feet with a total area of approximately 21,000 square feet. The total capacity of children and required employees is dictated by the State of Florida based on a number of factors that are considered as part of their licensing to operate. Although the specific number is not provided, based on the size of the structure, staff is confident the existing parking and play area are properly sized to handle the capacity. Additionally, there is a pull-through drive isle in both rows of parking that will provide drop-off and pick-up stacking lanes contained in the existing parking area. These will serve as an additional staging area for cars awaiting children. Much like a drive-through restaurant is allowed to count paces in the stacking lanes for ordering and pickup, the code requires adequate stacking, and the drive-isles can serve this function.

Staff could find no record of complaints or code enforcement cases for this use at this location previously.

Adjacent uses include additional church-owned property to the east, which is also used for daycare / early education uses, and the overall parking capacity is based on the use of the parking by both structures. To the north, across 8th Avenue North is the Bethlehem Lutheran Church sanctuary. To the west is a large amount of right of way that makes up the irregular intersection of 8th Avenue and Holly Drive. Additionally, across Holly Drive are single-family homes. To the south, across Palm Circle are more single-family residences.

It is the opinion of staff that the proposed use is consistent with the 2050 Comprehensive Plan and the LDC, as well as the noted required conditions.

Based on the application and included information as well as the reasons outlined in the staff memo, the Planning and Development Department recommends **Approval** of PC# 09-25 for childcare use in a residential zoning district."

Disclosures of Ex-Parte Communications: None

Agent: Gordon Gruhn, 500 Ranch Road, Ponte Vedra, was sworn in and provided background on the item.

Public Hearing:
No one came forth to speak. Chair Andrews closed the public hearing.

Motion: It was moved by Mr. Henderson, seconded by Mr. Dahl, to approve #PC 09-25.

Discussion: None.

Roll Call Vote: Ayes – David Dahl, Margo Moehring, Justin Henderson, Matthew Filer, and Nicholas Andrews.

The motion was unanimously approved.

(B) PC# 07-25 Small Scale Future Land Use Map Change Application

Owner: Southside Boulevard Land Company, Inc.
9540 San Jose Boulevard
Jacksonville, Florida 32257

Applicant: Southside Boulevard Land Company, Inc.
9540 San Jose Boulevard
Jacksonville, Florida 32257

Agent: Zach Miller, Esq.
3203 Old Barn Court
Ponte Vedra Beach, Florida 32082

Location: 0 Ponce De Leon Boulevard
RE# 181758-0010

Approval of a **Small Scale Future Land Use Map Change** to the Future Land Use Map of the 2050 Comprehensive Plan: Future Land Use designation from Recreation and Open Space (ROS) to Low Density Residential (RLD)

Staff Report:

Ms. Ireland summarized the following report for the record:

"The subject property is the northernmost portion of the Ponte Vedra Inn and Club Golf Course, with access from Ponce De Leon Boulevard. The subject property is roughly 0.91 acres of undeveloped land north of the last hole and surrounding green of the golf course. At the time of the creation of this portion of the course, the entirety of the parcel was given a Recreation and Open Space (ROS) land use designation, as it was all associated with the golf course. The area that is the subject of this application lies north of the developed portions of the golf course, and in the initial design of the golf course it was listed as "future development".

Under both the previous and current LDC, the property is located in the Residential Single Family: RS-1 zoning district. The City of Jacksonville Beach has maintained the existing zoning districts since the adoption of the past LDC and Comprehensive Plan going back to at least 1992. Residential, single-family: RS1 is the lowest intensity zoning category, and is applied to all types of Future Land Use Map (FLUM) designations, including Recreation/Open Space, Conservation, and open community spaces located within subdivisions. Nothing in the City's LDC or Comprehensive Plan enshrines the right to develop RS-1 zoned property with a non-low density residential land use.

Evaluation

The applicant has requested the City change the FLUM designation from ROS to LDR. In the 2030 Comprehensive Plan as well as the recently adopted 2050 Comprehensive Plan, there has been a requirement that the change of any FLUM designation from ROS to anything else requires a like-for-like use of another property to ROS, to ensure the city has adequate public recreation and open space. The proposed FLUM change will be mitigated with the new Passive Park being located along South Beach Parkway. The size of the proposed passive park is larger than the applicant's property and thus will account for no net loss of land utilized for recreation or open space. The subject property is undeveloped but is not undisturbed wilderness. The parcel is, in essence, under-utilized land within an area of existing single-family development, and is not currently used for recreation of any kind, but is simply in a wild, unkept state. The proposed FLUM change would make the property more compatible with the surrounding homes and will not adversely impact the golf course or the surrounding single-family LDR designated properties.

Adjacent uses include the following: commercial office to the north, parking and vacant commercial to the west, mixed-use commercial to the south, and multifamily to the east, across 3rd Street South. The proposed use is not inconsistent with the comprehensive plan, and staff does not believe the proposed use will be a nuisance to the adjoining properties, as the use is less intense, and use of the multifamily will likely have opposing times to the commercial uses.

Staff have reviewed the request and found it to be consistent with the 2050 Comprehensive Plan as follows:

Strategy FLU 1.2.14 – Encourage the maintenance, restoration and adaptive reuse of existing developed areas, including buildings, infrastructure and other assets, to reduce energy use and Vehicle Miles Traveled (VMTs).

The subject property is located within the middle of an existing residential neighborhood, which includes platted lands that precede the adoption of the Comp Plan. Its location is along an existing residential street, is immediately adjacent to State Road A1A, and is in close proximity to Butler Blvd (S.R. 202) and several commercial centers. Overall, the location is consistent with the above strategy.

Strategy FLU 1.3.1 – The City shall promote redevelopment of underutilized or deteriorated properties.

As noted earlier in this report, this property is currency underutilized and undeveloped. Though included in the original ROS designation for the golf course, there was never any plan to use this area for recreation or open space, and as it is currently wild and not maintained as a residential space or active recreation. The conversion to LDR, and the relocation of a recreation use to a future public park that will be activated for public recreation is consistent with the above strategy.

Strategy FLU 1.4.2 – The City shall work with private developers to provide residents with a diversity of housing stock that meets the needs of all residents and provides neighborhood character, a sense of place, and a lively community.

The proposed ROS to LDR FLUM change will allow for more single-family homes to be constructed inside an existing neighborhood. The use of the ROS land for public recreation would be disruptive to the existing residents, and not an asset to the community. Relocating the ROS designation to a future City Park will help to retain the existing neighborhood's character and sense of place, while the new park will add additional public recreation space.

Intent H 1.2 - The City shall provide the adequate supporting infrastructure throughout Jacksonville Beach to support the provision of housing by the private sector.

The proposed change from ROS to LDR will not result in any diminished level of service for public facilities. Based on the size of the parcel, only a handful of homes could be constructed, with the total number not to exceed the density of the Comprehensive Plan. Any potential impact on city utilities would have to be addressed by the applicant prior to any permits issued for development plans, plats, or building permits. Water, sewer, electric, and paved roads are available for the development of this property.

<u>Staff have reviewed the request and found it to be consistent with the new Land Development Code as follows:</u>

The proposed amendment is not in conflict with the LDC, as the new LDC contemplates the construction of new single-family where appropriate and the construction of new public parks where and as needed. The proposed change to LDR is more consistent with the surrounding land uses than ROS, as a new park in the middle of an existing neighborhood would be less compatible and likely disruptive to the residents. The construction of new single-family homes is more consistent and compatible with the existing residences.

The proposed change from ROS to LDR will not negatively impact any environmentally sensitive lands. As previously noted, this property is not virgin land, but has had trees removed, has been used for access during construction of the golf course, and was never located adjacent to any conservation lands or protected uplands. Though there may be some native wildlife living in the small, wooded areas, any adverse impacts on wildlife would have to be addressed during the permitting process, if needed.

While staff cannot predict the housing market, nothing in the proposed FLUM amendment would have a negative impact on surrounding property values, as the proposed change would simply make the subject parcel the same as the surrounding homes in intensity, and the lot size and home scale would be dictated by the LDC and would be compatible with the surrounding lots and homes. This property is a holdover from the development of the golf course but was never actively utilized for any recreation or open space purpose. The creation of a new public space for passive or active recreation would be less consistent than new homes, and the existing development pattern would simply be continued in this area, making the property more consistent in use, as it is already in the same zoning district of RS-1.

Single-family residential zoned properties, especially those that allow for the development of multiple single-family homes, are virtually nonexistent within the City. Conversely, the ability to locate new ROS designated lands has many options, including the one identified by the City. Although there may be other properties in the city that could achieve similar density, this property is already situated between existing single-family, already has access from paved streets and available utilities exist in the vicinity. It would be difficult to find another undeveloped property within the LDR FLUM designation that has all of these attributes.

Staff finds that the proposed amendment is **in compliance with and consistent with the requirements set forth in Florida Statutes** Chapter 163, where applicable.

Based on the information provided by the applicant in their submittal, and a review of the Comprehensive Plan and LDC criteria, **staff recommend approval of the proposed Small Scale Land Use Amendment.**"

Disclosures of Ex-Parte Communications: None

Agent: Zach Miller, 3202 Old Barn Court, Ponte Vedra Beach, was sworn in and provided background on the item.

A brief discussion ensued about square footage and contractor parking.

Public Hearing:
No one came forth to speak. Chair Andrews closed the public hearing.

Motion: It was moved by Mr. Henderson, seconded by Mr. Dahl to approve #PC 07-25.

Discussion: A brief discussion ensued about zoning, recreation space, a passive park, and site accessibility.

Roll Call Vote: Ayes – Margo Moehring, David Dahl, Matthew Filer, and Nicholas Andrews.

Nays – Justin Henderson

The motion was approved 4-1.

PLANNING DEPARTMENT REPORT:
The Board discussed moving the meeting day and time. There was consensus to move the meeting to Mondays at 6:00 P.M. and not implement the change until the second meeting in July.

The next scheduled meeting will be held on June 23, 2025.

ADJOURNMENT:
There being no further business, the meeting adjourned at 7:34 P.M.

Submitted by: Monica McDaniel
Operations Support Specialist I

Minutes reviewed by Planning & Development.

Approval:

Chairperson

June 23, 2025
Date