

**Minutes of Planning Commission Meeting  
held Monday, February 9, 2026, at 6:00 P.M.  
in the Council Chambers, 11 North 3<sup>rd</sup> Street,  
Jacksonville Beach, Florida**



**CALL TO ORDER:**

The meeting was called to order at 6:03 P.M. by Senior Planner Christian Popoli. In the absence of the Chairperson and Vice- Chairperson, Commissioner Dean Haddock was nominated by Commissioner Matthew Filer to serve as the Chair Pro Tem for this meeting. Mr. Haddock accepted the nomination.

**ADMINISTER OATH OF OFFICE**

A. Administer Oath of Office to 2nd Alternate Lindsay Haga

The Oath of Office was administered to Ms. Haga prior to the Call to Order.

**ROLL CALL:**

<i>Chairperson:</i>	Nicholas Andrews (absent)		
<i>Vice- Chairperson:</i>	Justin Henderson (absent)		
<i>Board Members:</i>	David Dahl	Dean Haddock	Matthew Filer
<i>Alternates:</i>	John Leynes	Lindsay Haga	

Senior Planner Christian Popoli and Operation Support Specialist Monica McDaniel were also present.

**APPROVAL OF MINUTES:**

It was moved by Mr. Filer, seconded by Mr. Dahl, and passed unanimously to approve the following minutes:

- Regular Planning Commission Meeting held on January 26, 2026

**OLD BUSINESS:** None

**NEW BUSINESS:**

**(A) PC# 01-26 Conditional Use Application**

**Owner:** City of Jacksonville Beach  
11 N 3rd Street  
Jacksonville Beach, FL 32250

**Applicant:** Beaches Energy Services  
1460 Shetter Avenue  
Jacksonville Beach, FL 32250

**Agent:** Nicholas Johnson  
Beaches Energy Services  
1460 Shetter Avenue  
Jacksonville Beach, FL 32250

**Location:** 1418 Penman Road

**Conditional Use Approval** to allow for the modification of conditions applied to the previously approved Conditional Use PC#22-02, which approved the construction of an electrical substation, to address conditioned landscaping requirements, located in the Commercial Limited: C-1 zoning district, pursuant to Section 34-557 of the Jacksonville Beach Land Development Code. The property is addressed as 1418 Penman Road, RE#177467-1000 legally described as Part of the Castro Y Ferrer Grant, as further described in Official Record 10590-112, as recorded with the Duval County Clerk of Courts.

**Staff Report:**

Mr. Popoli summarized the following report for the record:

The subject property is located in the Commercial Limited Future Land Use category and in the Commercial Limited: C-1 zoning district. The property is currently developed with an electrical substation that serves Beaches Energy Services. The current substation was constructed in 2003 and completed in 2004. The use of the property for Essential Public Service was approved for Conditional Use by the Planning Commission on June 24, 2002. The development of the property began with an informational meeting held in May 2002. At the subsequent Planning Commission Hearing in June, the Planning Commission approved the Conditional Use with four conditions:

1. The facility shall be designed as a low-profile facility.
2. Vehicular gates shall be installed at the north and south entrances to the alley adjacent to the subject property to control access.
3. The facility shall be walled and landscaped substantially as shown on the site plan provided with the application.
4. There will be two public meetings conducted during the design phase of the perimeter wall and landscaping components of the proposed substation.

Based on the designs in the attached Conditional Use application, and the current structure and landscaping, it appears the substation was built in accordance with these conditions.

Based on testimony from the agent for Beaches Energy Services, the current landscaping has caused issues with the longevity and maintenance of the electrical infrastructure located behind the screen wall. Leaves and other debris fall into the facility and onto the equipment. This allows for the collection of water, which in turn accelerates rust and damage to the infrastructure. Additionally, it was noted that some of the ground cover and shrubbery make maintenance outside of the wall difficult for the purposes of landscape trimming and trash and debris removal along the bottom edge of the wall.

The applicant is proposing to remove the existing landscaping, and replant the area with smaller trees of different species, arranged in the manner shown on the attached site plan. The current trees are a mix of mature oaks and palms. The proposed trees would be ligustrums. While the original design was intended to help screen the wall, the long-term consequences of the specific species chosen were not anticipated at the time. Additionally, the trees have grown to such a height that they do not screen the wall, but the bulk of their canopy is above the top edge of the wall. Ligustrums are swift growing, and remain green throughout the year, which will allow for a mature screen to grow faster, and stay green all year. The proposed ligustrums will not grow nearly as tall, and therefore will provide a better visual screen for the wall from the various rights

of way, and eliminate the maintenance issues with the electrical equipment inside the substation screen wall.

The proposed site plan shows the replanting of the site with the same number of trees as were previously planted, specifically 43 trees. The trees on the proposed site plan are grouped in areas intended to have the most visual impact screening the wall. The groupings will be concentrated in the middle of the wall along Penman Road, with larger groups nestled inside the recessed alcoves along the wall, and smaller groups spaced in between the alcoves, so the majority of the trees are all in the same horizontal plain, with the additional trees behind the main row, closer to the inner wall from the alcoves. The remaining groups will be situated along the side street north and south of the facility along Coral Way to the north, and 12th Avenue North to the south side of the facility.

The proposed design mirrors the original planting design, with similar clusters of trees in similar locations. Upon visual inspection, it appears that some of the originally planted trees along the north and south side streets have been lost, likely due to disease or storms. The new planting scheme will replace these trees and help better screen the adjacent residential and commercial uses to the north and south. One element that differs in the new design from the old is the inclusion of low shrubs and ground cover. The new plan does not include anything beyond the ligustrums.

The shrubs were noted by the applicant as a hindrance to the maintenance of the exterior of the wall, and based on the attached Google street view images, it is clear the shrubs have grown up to the wall, making access to the area behind them difficult if not impossible in their current location and size. It is staff's recommendation that the shrubs provide necessary visual screening from the right of way, especially at the pedestrian scale. There is ample room to fit lower shrubs between the sidewalk and the wall. The applicant can choose different, easier to maintain species of shrubs to eliminate the maintenance issues going forward, but allow for the replacement of the existing vegetative screen at ground level between the trees.

Surrounding uses include: commercial offices to the north across Coral Way, commercial shopping centers with multiple tenants to the east across Penman Road, single-family residential to the south across 12th Avenue North, and single-family residential to the west across the mid-block alley. As the facility was approved as a conditional use and the structure is not increasing in size or intensity, staff finds the request is not contrary to any element of the 2050 Comprehensive Plan or the current Land Development Code. As the use is already approved and this is simply a request to amend the condition of the previous Planning Commission approval, a review of the full criteria for conditional use approval is not necessary as the use is not a part of the request. Staff recommends the Commission consider the two most relevant criteria as they relate to the current use and its impact on the surrounding property.

**Criteria:**

The conditional use is compatible with existing permissible uses in the immediate vicinity of the land proposed for development and designed so that it is consistent with the harmonious development of the zoning district in which it is proposed;

**Yes**, the replanting of the visual screening trees will allow continued compatibility with the surrounding development.

The design of the proposed conditional use minimizes adverse effects, including

visual impact such as massing, of the proposed use on adjacent properties and provides adequate screening and buffering;

**Yes**, as shown in the attached proposed site plan, and with the staff recommendation for the inclusion of additional shrubs and ground cover, the use will continue to minimize any adverse effects.

Based on the application and information included as well as the reasons outlined in the staff memo, the Planning and Development Department recommends **Approval of PC#01-26 with the condition that new shrubs and ground cover be included in the design and future plantings to ensure replication of the current visual screening at the pedestrian level.**"

**Ex-Parte Communication:** No Board member had ex-parte communication.

**Agent:** Nicholas Johnson, 803 6<sup>th</sup> Avenue North, Jacksonville Beach, was sworn in and provided additional background on the item.

A discussion ensued about Penman Road, landscaping, costs, ground cover, and native species.

**Public Hearing:**

No one came forth to speak. Chair Pro Tem Haddock closed the public hearing.

**Motion:** It was moved by Mr. Filer, seconded by Mr. Dahl, to approve #PC 01-26 with the conditions of bringing back the 43 medium-sized trees and fulfilling the landscaping plan as proposed.

**Motion to Amend:** It was moved by Mr. Filer, seconded by Mr. Dahl, to amend the motion to approve with the distribution of 43 medium-sized trees so they are more uniform on Penman Road.

Mr. Filer withdrew his motion.

**Motion:** It was moved by Mr. Filer, seconded by Mr. Dahl, to amend the motion to approve the provided landscaping plan with the distribution of 43 medium-sized trees so they are more uniform on Penman Road and consideration of native ground covers and additional grasses and shrubbery, providing it does not negatively affect budget or timeline.

**Discussion:** None.

**Roll Call Vote:** Ayes – Matthew Filer, David Dahl, John Leynes, Lindsay Haga, and Dean Haddock.

The motion was unanimously approved.

**PLANNING DEPARTMENT REPORT:**

The next scheduled meeting will be held on February 23, 2026.

**ADJOURNMENT:**

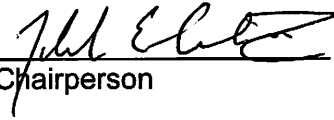
There being no further business, the meeting adjourned at 6:53 P.M.

Minutes of the Planning Commission  
February 09, 2026

Submitted by: Monica McDaniel  
Operations Support Specialist

Minutes reviewed by Planning & Development.

Approval:

  
Chairperson

23 MAR 2026  
Date