



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

September 4, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2025-584/Application No. L-6046-25C

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairman Carlucci and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2025-584 on September 4, 2025.

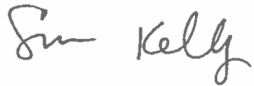
PD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

Michael McGowan, Chair	Aye
Moné Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Dorothy Gillette	Aye
Ali Marar	Aye
D.R. Repass	Absent

Planning Commission Report
September 4, 2025
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If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,

A handwritten signature in cursive script that reads "Susan Kelly".

Susan Kelly, AICP
Chief of Community Planning
City of Jacksonville - Planning Department
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Jacksonville, FL 32202
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KSusan@coj.net

Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – August 29, 2025

Ordinance/Application No.: 2025-584 / L-6046-25C

Property Location: 0 Claire Lane

Real Estate Number(s): 156026-0225 (portion of)

Property Acreage: 2.6 acres

Planning District: District 3, Southeast

City Council District: District 6

Applicant: Cyndy Trimmer, Esq.

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

Proposed Land Use: Community / General Commercial (CGC)

Current Zoning: Planned Unit Development (PUD)

Proposed Zoning: PUD

Development Area: Suburban Development Area

RECOMMENDATION: **Approve**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

Applicant seeks this land use amendment to permit luxury commercial condominiums as further explained and justified in the companion PUD application.

BACKGROUND

The 2.6-acre site subject to the proposed land use amendment is a portion of a larger parcel. The flag-shaped parcel is accessed off Claire Lane, a local roadway, approximately 900 feet to the west of San Jose Boulevard, which is classified as a minor arterial roadway. The site is located within the Southeast Planning District (District 3), Council District 6, and the Suburban Development Area.

The applicant seeks a land use change for the northern portion of the parcel, from RPI to CGC. The accessway and land along the westerly boundary of the site, abutting residential uses, would remain RPI. The subject site is currently vacant and abuts the San Jose Plaza shopping mall and an office complex. The amendment site abuts the Urban Development Area (UA), as San Jose Boulevard is within the UA along this segment. Pending concurrently with this application is a companion rezoning from PUD (Ordinance

1980-0352-0154) to PUD, pursuant to Ordinance 2025-585. The PUD rezoning encompasses the entire parcel.

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

North: Land Use: CGC, RPI, and Low Density Residential (LDR)
Zoning: PUD, Commercial Office (CO), Residential Low Density-90 (RLD-90), and Commercial Community/General-1 (CCG-1)
Property Use: Creek, office complex, retail sales and service, and single family dwellings

South: Land Use: LDR, RPI, and CGC
Zoning: PUD and RLD-90
Property Use: Single family dwellings, office, and retail sales and service

East: Land Use: CGC
Zoning: PUD
Property Use: Commercial shopping centers

West: Land Use: RPI and LDR
Zoning: PUD and RLD-90
Property Use: Vacant land and single family dwellings

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potential as shown in this section.

Development Analysis (2.6 Acres)		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Subject site has no roadway frontage; Parcel fronts Claire Ln (local road)	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Commercial uses
Land Use / Zoning	Current: RPI / PUD	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 15 DU/Acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 15 DU/Acre
Development Potential	Current: Scenario 1: 56,628 sf Scenario 2: 39 dwelling units	Proposed: Scenario 1: 39,639.6 sf Scenario 2: 39 dwelling units
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: No change	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 16,988.4 sf Scenario 2: N/A	
Population Potential	Current: Scenario 1: N/A Scenario 2: 91 people	Proposed: Scenario 1: N/A Scenario 2: 91 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: Increase of 1,544 net new daily trips Scenario 2: No change	
Potential Public School Impact	7 students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,991.9 gpd Scenario 2: No change	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 1,493.9 gpd Scenario 2: No change	
Potential Solid Waste Impact	Scenario 1: Decrease of 27.18 tons per year Scenario 2: No change	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	10 - 22 feet	
Drainage Basin/Sub-basin	Upstream of Trout River / Deep Bottom Creek & Unnamed Drain	
Groundwater Aquifer Recharge Area	No, discharge	
Land Cover	6170: Mixed wetland hardwoods and 1100: Residential, low density - less than 2 dwelling units/acre	
Recreation and Parks	Burnett Park	
Wellhead Protection Zone	No	

Development Analysis (2.6 Acres)	
Coastal High Hazard Area (CHHA)	Yes
Flood Zones	Yes – AE at northern end of property
Soils	63 (Sapelo fine sand, 0-2% slopes), 69 (Urban land), 35 (Lynn Haven fine sand, 0-2% slopes), and 67 (Surrency loamy fine sand, 0-2% slopes, frequently flooded)
Wetlands	Yes - 6170: Mixed wetland hardwoods
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	Medium and high
Cultural Resources	No
Historic District	No
Land Use & Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	Yes
Transportation Features	
Airport Environment Zone	300' height & hazard zone for NAS JAX
Mass Transit Access	Yes, route 17
Evacuation Zone	D

UTILITY CAPACITY

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

The applicant provided a JEA Availability Letter, dated January 21, 2020, as part of the companion rezoning application. According to the letter, there is an existing 12-inch water main within the Claire Lane right-of-way, adjacent to this property. No sewer main abuts the property, but an existing 6-inch force main is located within the Claire Lane right-of-way, approximately 300-feet east of this property. The land use amendment application indicates that the site will be served by JEA water and sewer. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services.

Future Land Use Element

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 to the JEA Collection Systems available within a five (5) year period.

TRANSPORTATION

The subject site is 2.6 acres and is located on Claire Lane, a local roadway, west of San Jose Boulevard, a minor arterial roadway. The proposed land use amendment is located within the Suburban Area and Mobility Zone 1. The applicant proposes to change the existing land use from Residential/Professional/Institutional (RPI) to Community/General Commercial (CGC).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with the most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

Transportation Element

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current RPI land use would result in 614 or 263 trips depending on the scenario. If the land use is amended to allow for this proposed CGC development, this will result in 2,158 or 263 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 1,544 and zero daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer and FDOT to determine if a traffic operational analysis is needed.

Table A
Trip Generation Estimation Scenarios

Current Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
RPI	710	56,628 SF	$T = 10.84 (X) / 1000$	614
		Total Trips for Existing Land Use- Scenario 1		614
Current Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
RPI	220	39 DUs	$T = 6.74 (X)$	263
		Total Trips for Existing Land Use- Scenario 2		263
Proposed Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
CGC	822	39,639.6 SF	$T = 54.45 (X) / 1000$	2,158
		Total Trips for Proposed Land Use- Scenario 1		2,158
Proposed Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
CGC	220	39 DUs	$T = 6.74 (X)$	263
		Total Trips for Proposed Land Use- Scenario 2		263
		Scenario 1 Difference in Daily Trips		1,544
		Scenario 2 Difference in Daily Trips		0

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

SCHOOL CAPACITY

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 2.6 acre proposed land use map amendment has a development potential of 39 dwelling units. The proposed development was analyzed in accordance with the adopted level of service

standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% of permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis Proposed Name: L-6046-25C Claire Lane west of San Jose Blvd Requested By: Susan Kelly Reviewed By: LeVonne Griggs Due: 8/21/2025							
Analysis based on maximum dwelling units: 39							
School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2, & 5
Elementary	4	5,240	85%	4	95%	1,047	3,003
Middle	4	3,508	71%	1	70%	532	1,181
High	5	7,840	100%	2	98%	1,259	1,259
				7			
NOTES: ¹ Proposed Development's Concurrency Service Area (CSA) ² Available CSA seats include current reservations ³ Student Distribution Rate ES-.120 MS-.041 HS-.072 0.233 The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.							

The available seats in the CSA and adjacent CSAs include concurrency reservations.

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of

comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 380.06, F.S

- Objective 3.1 Adopted Level of Service (LOS) Standards
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.
- Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review						
Proposed Name: L-6046-25C Claire Lane West of San Jose Blvd						
Requested By: Susan Kelly						
Reviewed By: Levonne Griggs						
Due: 8/21/20025						
Analysis based on maximum dwelling units: 39						
SCHOOL	CSA ¹	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Crown Point ES #245	4	4	1068	781	73%	70%
Mandarin MS #259	4	1	1634	1117	68%	71%
Mandarin HS #260	5	2	2371	2343	99%	95%
		7				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.233.

ADAPTATION ACTION AREA (AAA)

Approximately 0.16 of an acre at the northern property boundary along Deep Bottom Creek is within the AAA and is aligned with the area of Flood Zone AE. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Conservation/Coastal Management Element

Policy 13.1.2 The City shall recognize existing regulations, programs and policies that overlap with the AAA and that are currently in place to limit public investment and address appropriate development and redevelopment practices related to flooding. These regulations, programs and policies include but are not limited to the floodplain management ordinance, CHHA policies, the Local Mitigation Strategy and the Post Disaster Redevelopment Plan and shall only be applied in cases where such regulation would otherwise apply to a development or redevelopment project.

Policy 13.3.1 The City shall consider the implications of the AAA when reviewing changes to the use, intensity and density of land lying within the AAA.

- Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a development's use of low impact development stormwater solutions.

AIRPORT ENVIRONMENT

Height Restriction Zone

The site is located within the 300' 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).

Future Land Use Element

Objective 2.6 Support and strengthen the role of Jacksonville Aviation Authority (JAA) and the United States Military in the local community, and recognize the unique requirements of the City's other airports (civilian and military) by requiring that all adjacent development be compatible with aviation-related activities in accordance with the requirements of Section 163.3177, F.S.

Policy 2.6.16 Airport Height and Hazard zones (HH) exist around all military and civilian airports within the city limits of Jacksonville. The horizontal limits of the zones and limitations on heights of obstructions within these zones are defined for each military airport in Naval Facilities Engineering Command (NAVFAC) P-80.3 01/82, on file with the Planning and Development Department, and for each civilian airport in Title 14, Code of Federal Regulations (CFR), Part 77 guidelines, on file with the Planning and Development Department. In order to assure that Title 14, CFR, Part 77 guidelines and NAVFAC P-80.3 01/82 guidelines are not exceeded and that no structure or obstruction is permitted that would raise a minimal obstruction clearance altitude, a minimum vectoring descent altitude or a decision height, all cell towers and any structure or obstruction that would extend into an Airport (HH) requires, in writing, comment from the U.S. Navy. Although written documentation from the U.S. Navy for military HH and from the FAA or JAA for civilian HH is not required for proposed structure heights below the listed height, United States Code (USC) Title 14, CFR Part 77 still applies.

ARCHAEOLOGICAL SENSITIVITY

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of 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.

COASTAL HIGH HAZARD AREA (CHHA)

Approximately 0.11 of an acre at the northern property boundary along Deep Bottom Creek is located within a Coastal High Hazard Area (CHHA), as defined by Sections 163.3178(2)(h) and 163.3164(1), Florida Statutes. The Coastal High Hazard Area (CHHA) is the area below the elevation of the Category 1 storm surge line as established by the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surge model established by the most current Northeast Florida Hurricane Evacuation Study. It is shown on The Coastal High Hazard Areas (CHHA) Map (2021) and Hurricane Evacuation Zones Map.

The CHHA area also associated with Category II wetlands as well as the AE Flood Zone and Adaptation Action Area.

Conservation/Coastal Management Element

Policy 7.2.3 In the event that the Chief of Emergency Preparedness determines that the shortage of shelter space requires mitigation, then policies 7.2.5, 7.2.6 and 7.2.7 shall apply.

Policy 7.2.5 The City shall require that all new development located in the Coastal High Hazard Area in land use categories that permit residential density greater than Low Density Residential shall contribute to the cost of emergency shelter space in existing school sites.

Policy 7.2.6 For purposes of determining an owner's assessment for the cost of emergency shelter space in new and existing school sites and

community centers, the City shall use a quantitative formula where:

A equals the total number of residential units proposed;

B equals number of persons per household; and

C equals average cost to retrofit one shelter space;

D owners assessment

$A \times B \times C = D$ Owner's Assessment

Policy 7.2.7 The City shall use the most recent U.S. Census data related to average household size, population in households and households. In calculating the assessment owed, the City shall use the full unit count of the proposed development, the county-wide average household size from the U. S. Census, and the average shelter retrofit cost as provided by the City's Emergency Preparedness Division in consultation with the Duval County School District Facilities Services Division. The City shall not allow a reduction of the shelter space required based on assumptions of smaller household sizes than the county-wide census data or reduced uses of public shelters for certain developments. These factors shall be updated as warranted by the City to ensure accuracy of costs and population factors.

The City will continue to enforce building standards and requirements to minimize structural damage to property in hazardous coastal areas. Future City expenditures for infrastructure improvements will be limited to meeting the needs of existing residents and resource protection. Land use decisions will direct new development to areas outside of hazardous coastal areas.

Objective 7.4 Limit development density and intensity within the Coastal High Hazard Area (CHHA) and direct it outside of the CHHA and mitigate the impact of natural hazards in the area.

Policy 7.4.8 The City shall promote, in instances where a proposed project is located within the CHHA, the clustering of uses. Such clustering will be used to limit the acreage within the CHHA that will be affected by the proposed development and will serve to limit the amount of infrastructure provided within the CHHA. To demonstrate compliance with the clustering concept identified in this policy, proposed site plans may be required to include conditions that restrict future development on any other portion of the site within the CHHA and /or place a conservation easement on any remaining wetlands within the CHHA not already proposed for impacts.

EVACUATION ZONE

The subject site is within Evacuation Zone D. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment.

EPD Response: The Emergency Preparedness Division has reviewed and determined Land Use Amendment L-6046-25C to have a minimal impact on Duval County evacuation clearance time based on the surrounding evacuation Zone A, Zone C, and Zone D's nearest evacuation route along San Jose Blvd to I-295 (0.6 road miles), and the estimated 1,544 new daily trips generated by the proposed rezoning of 2.6 acres from Residential Professional Institutional (RPI) to Community/General Commercial (CGC) use.

Site design techniques that minimize disruption to existing traffic flow are encouraged. Any development should incorporate appropriate mitigation techniques to reduce flood vulnerability and minimize impacts to the floodplain.

Conservation /Coastal Management Element (CCME)

Policy 7.1.6 The City shall not amend the Future Land Use Element or the Future Land Use Map series unless; the requested change can be determined to not exceed the established hurricane evacuation times; the requested change is for a lower density; or the requested change for increased density provides adequate remedies to reduce impacts on hurricane evacuation times which exceed the acceptable standard.

FLOOD ZONES

Approximately 0.16 of an acre at the northern property boundary along Deep Bottom Creek is within Flood Zone AE and is aligned with the Adaptation Action Area. Flood zone designations are assigned by the Federal Emergency Management Agency (FEMA). FEMA defines the various flooding characteristics of different lands based on a 100-year storm. The 100-year storm or Special Flood Hazard Area (SFHA) refers to a flood occurring from a storm event that happens an average of every 100 years. This does not mean that a storm of this type will happen every 100 years. There is a 1-percent chance that a storm of this magnitude will occur in any given year.

The AE Flood Zone is an area within the 100-year floodplain or SFHA where flood insurance is mandatory. Any development within the floodplain will be required to comply with Chapter 652, the Floodplain Management Ordinance.

Conservation /Coastal Management Element (CCME)

Policy 2.6.1 The City shall continue to define the surface hydrology of the area to determine flood plain vulnerability and sensitivity and will determine appropriate protection measures.

- Policy 2.6.3 The City shall protect appropriate floodplain areas for the public benefit and restore degraded floodplain areas by:
- A. Land acquisition or conservation easement acquisition;
 - B. Regulation, including setbacks, buffer zones, designated wildlife corridors, low density zoning, performance standards and open space requirements; and
 - C. Incentives, including tax benefits and transfer of development rights.
- Policy 13.7.10 The City has adopted and shall maintain a floodplain management ordinance that establishes engineering requirements to safeguard the public health, safety, and general welfare and minimizes public and private losses due to flooding through regulation and development of flood hazard areas. The ordinance shall include development and redevelopment regulations that:
- A. Minimize unnecessary disruption of commerce, access and public service during times of flooding;
 - B. Require the use of construction practices that will prevent or minimize future flood damage;
 - C. Manage filling, grading, dredging, mining, paving, excavation, drilling operations, storage of equipment or materials, and other development which may increase flood damage or erosion potential;
 - D. Manage the alteration of flood hazard areas, watercourses, and shorelines to minimize the impact of development on the natural and beneficial functions of the floodplain;
 - E. Minimize damage to public and private facilities and utilities;
 - F. Help maintain a stable tax base by providing for the sound use and development of flood hazard areas;
 - G. Minimize the need for future expenditure of public funds for flood control projects and response to and recovery from flood events; and
 - H. Meet the requirements of the National Flood Insurance Program for community participation as set forth in the Title 44 Code of Federal Regulations, Section 59.22.

WETLANDS

Review of City data indicates the potential existence of wetlands on the subject site and as such, the City's GIS analysis identifies 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:	0.09 of an acre.
General Location(s):	The wetlands are located at the northeast corner of the subject site and buffers Deep Bottom Creek.
Quality/Functional Value:	The wetland has an extremely high functional value for water filtration attenuation and flood water capacity, is located within the 100 year flood zone, and has a direct impact on the City's waterways.
Soil Types/ Characteristics:	<p>(35) Lynn Haven fine sand – The Lynn Haven series consists of nearly level and gently sloping, very poorly drained soils. This soil is formed in thick deposits of marine sediment and are located in seep areas on side slopes. The soil is moderately permeable and moderately rapidly permeable. Generally, the high-water table is at or near the surface'</p> <p>(67) Surrency loamy fine sand, frequently flooded. The Surrency series consists of nearly level, very poorly drained soils. These soils were formed in thick sandy and loamy marine sediments. In areas on flood plains, the high-water table generally is at or near the surface and the areas are subject to frequent flooding for brief periods. In areas of depressions, the high-water table generally is at or above the soil surface for long periods of time.</p>
Wetland Category:	Category II
Consistency of Permitted Uses:	Category II Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.5 shown below – conservation uses permitted.
Environmental Resource Permit (ERP):	Not provided by the applicant and none exists according to the St. Johns River Water Management District web site.
Wetlands Impact:	None proposed.

Associated Impacts: Associated with the AE Flood Zone, Coastal High Hazard Area, and Adaption Action Area.

Relevant Policies: CCME Policies 4.1.3 and 4.1.5

Conservation /Coastal Management Element (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.

Policy 4.1.5 The permitted uses within Category I and II 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) Conservation uses, provided the following standards are met:

(a) Dredge and fill

Dredging or filling of the Category I and II wetlands shall not exceed more than 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(2) Residential uses, provided the following standards are met:

(a) Density/Dredge and fill

Where lots, except for lots of record as defined in the Future Land Use Element, are located totally within the wetlands:

- i density shall not exceed one (1) dwelling unit per five (5) acres; and
- ii buildings shall be clustered together to the maximum extent practicable; and
- iii dredging or filling shall not exceed 5% of the wetlands on-site; and

(b) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(3) Water-dependent and water-related uses, provided the following standards are met:

(a) Vegetation

For Category I wetlands:

All native vegetation outside the development area is maintained in its natural state

For Category II wetlands:

No more than 10% of the arial extent of the vegetation outside the development area may be altered or removed; and

(b) Boat facilities siting and operation

Boat facilities are further subject to Objectives 10.1, 10.2, 10.3, 10.5, and 10.6 and their related policies of this element.

(4) Access to a permitted use, subject to the requirements of (a), (b), and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

(5) Any use which 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.

(6) For Category II wetlands only, silvicultural uses are allowed, 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.

PROCEDURAL COMPLIANCE

Based upon the submittal date of the sign posting affidavit and accompanying photos, the required notice of public hearing sign was posted on July 29, 2025. Twenty-five (25) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on August 18, 2025. One member of the public had questions about the proposed development and the development history of the site. The applicant provided a description of the proposed application as well as their contact information.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is encouraged to employ urban development characteristics as defined in the Comprehensive 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 | <p>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:</p> <ul style="list-style-type: none">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 1/2 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.
Objective 3.2	Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.
Policy 3.2.6	The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

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	<p>The following rights shall be considered in local decision making:</p> <ol style="list-style-type: none">1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.2. 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.3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Residential-Professional-Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, office, and institutional uses. RPI in the Suburban Area is intended to provide low to 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 to reduce the number of Vehicle Miles Traveled. The maximum gross density within the Suburban Area is 20 units per acre, except as provided elsewhere in the Comprehensive Plan.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods to reduce the number of Vehicle Miles Traveled. CGC allows for multi-family residential densities up to 20 units per acre in the Suburban Area, except as provided elsewhere in the Comprehensive Plan.

The subject site is accessed from Claire Lane, approximately 900 feet to the west of San Jose Boulevard, which is an intense commercial corridor at this location and home to a variety of commercial uses. The subject site is in a transitional use area between the San Jose Boulevard commercial corridor and the residential uses to the west of San Jose Boulevard. The request is consistent and compatible with the character of the immediate area as the portion of the parcel that abuts residential will remain RPI. As such, the proposed land use amendment is consistent with FLUE Goal 1 and Goal 3 and FLUE Policy 1.1.22.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services; abut a roadway classified as a collector or higher on the Functional Highway Classification Map; and which are located in areas with an existing mix of non-residential uses. Consistent with FLUE Policy 3.2.6, the subject site is supplied with centralized water and sewer, is proximate to San Jose Boulevard, and is located in an area with an existing mix of non-residential uses.

The proposed amendment to CGC would allow for the development of undeveloped and underutilized property for additional commercial space within the Southeast Planning District. The proposed land use designation is a logical extension of the existing CGC uses along San Jose Boulevard, while preserving the proximate residential uses by leaving a portion of the site's current land use designation (RPI) unchanged. This amendment to CGC would be compatible with the uses and intensities along the San Jose Boulevard corridor. Therefore, the amendment is consistent with FLUE Goal 3, Objectives 1.1 and 3.2, and Policy 1.1.21.

In response to FLUE Policy 1.2.8, the applicant has provided a JEA Availability Letter, dated January 21, 2020, as part of the companion rezoning application. According to the letter, there is an existing 12-inch water main within the Claire Lane right-of-way, adjacent to this property. No sewer main abuts the property, but an existing 6-inch force main is located within the Claire Lane right-of-way, approximately 300-feet east of this property. The land use amendment application indicates that the site will be served by JEA water and sewer. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Vision Plan

The subject site is located within the boundaries of the Southeast Jacksonville Vision Plan (2010). The plan identifies this section of San Jose Boulevard as a major commercial corridor within the Southeast Planning District. The proposed land use amendment is consistent with Guiding Principle 4, "provide for economic growth," as the proposed CGC category will allow for complementary commercial development on an underutilized parcel.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Infill and redevelopment.

The proposed amendment would allow for the infill development of a property, within the Suburban Area, consistent with Policy 4 of the Strategic Regional Policy Plan.

CURRENT LAND USE AND LAND UTILIZATION MAP

