



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

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

October 9, 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. 2025-0495/Application No. L-6041-25C

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 2025-0495 on October 9, 2025.

PD Recommendation APPROVE

PC Discussion: None

PC Vote: 7-0 APPROVE

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

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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
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KSusan@coj.net

Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – August 15, 2025

Ordinance/Application No.: 2025-495 / L-6041-25C

Property Location: 860 and 1000 Riverside Avenue and 1049 May Street

Real Estate Number(s): 090198-0000, 090204-0010, and 090211-0000

Property Acreage: 1.90 acres

Planning District: District 1, Urban Core

City Council District: District 7

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: Urban Priority Development Area

RECOMMENDATION: **Approve**

APPLICANT'S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks this land use amendment to permit hotel and other uses consistent with the CGC land use category.

BACKGROUND

The 1.90-acre subject site is made up of two sites that are on the north and south side of Post Street (SR-228), between May Street to the west and Riverside Avenue to the east. Riverside Avenue and Post Street are both minor arterial roadways and May Street is a local road. The site is in the Urban Core Planning District (District 1), Council District 7, and the Urban Priority Development Area. Pending concurrently with this application is companion rezoning from PUD (2017-010-E) to PUD, pursuant to Ordinance 2025-496.

The site is in the Riverside Zoning Overlay District. A discussion of the overlay may be found in the companion rezoning report.

The 0.15 acre separate portion of the site on the north side of Post Street is a small parking lot. The larger portion of the site on the south side of Post Street contains the Corner Lot Tower, built in 1963, which is a commercial office building with the River & Post restaurant occupying the ground floor and rooftop, with an associated parking lot serving the building.

The rezoning to PUD in 2017 encompassed the same three parcels as this land use amendment and rezoning. For the 2017 rezoning, the applicant did not need to apply for a companion land use amendment, so it remained in the RPI land use category. According to the 2017 staff report, the rezoning allowed for the construction and operation of what became the River & Post restaurant, which is still in operation at the site.

The uses surrounding the site include professional offices, multi-family residences of various heights, churches, schools, and parks, the Cummer Museum, the Garden Club of Jacksonville and the St. Johns River to the east.

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

North: Land Use: RPI

Zoning: Commercial-Residential-Office (CRO) and
PUDs (1999-046-E, 1999-613-E, 2005-485-E, 2014-304-E, 2017-705-E)
Property Use: Professional offices including several medical offices, multi-family two-story dwelling units. I-95 is 850 feet north of site.

South: Land Use: RPI, Neighborhood Commercial (NC), Recreation and Open Space (ROS – Memorial Park), High Density Residential (HDR)

Zoning: CRO, PUDs (2003-242-E, 2020-333-E), and Public Buildings and Facilities – 1 (PBF-1)
Property Use: Professional offices including several medical offices.

East: Land Use: RPI and HDR

Zoning: PUDs (2016-790-E, 2014-304-E, and 2019-550-E), CRO
Property Use: Garden Club of Jacksonville, the Cummer Museum is one block northeast of the site. The St. Johns River is 500 feet east of the site.

West: Land Use: RPI and CGC

Zoning: PUDs (1992-1015-1195 and 2023-394-E),
Commercial/Community General – 1 (CCG-1), CRO
Property Use: Commercial uses, restaurants, and apartments.

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 (1.9 Acres / 82,764 sq. ft.)		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Riverside Avenue: Minor Arterial Post Street: Minor Arterial May Street: Local Road	
Plans and/or Studies	1 - Urban Core Vision Plan	
Site Utilization	Current: Restaurant/Office/Parking	Proposed: To permit a hotel and other CGC uses.
Land Use / Zoning	Current: RPI / PUD	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: Scenario 1: UPA: 0.5 FAR Scenario 2: UPA: 30 DU/Acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: UPA: 45 DU/Acre
Development Potential	Current: Scenario 1: 41,382 Sq. ft. Scenario 2: 57 DU	Proposed: Scenario 1: 28,967 Sq. ft. Scenario 2: 85 DU
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 28 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Decrease of 12,415 sq. ft. Scenario 2: N/A	
Population Potential	Current: Scenario 1: N/A Scenario 2: 133 people	Proposed: Scenario 1: N/A Scenario 2: 199 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: 1,128 net new daily trips Scenario 2: 512 net new daily trips	
Potential Public School Impact	Increase of 19 students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,455 gpd Scenario 2: Increase of 6,580 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 1,091 gpd Scenario 2: Increase of 4,935 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 19.86 tpy Scenario 2: Increase of 72.8 tpy	
Environmental Features		
Aquatic Preserve	No	

Development Analysis (1.9 Acres / 82,764 sq. ft.)	
Brownfields	Study Area
Boat Facility Siting Zone	N/A
Contours/Elevations	North Portion across Post Street: 11'-12' South Portion: 10'-14'
Drainage Basin/Sub-basin	Upstream of Trout River / St. Johns River
Groundwater Aquifer Recharge Area	Discharge
Land Cover	1400: Commercial and services
Recreation and Parks	Riverside Park, Memorial Park, and Northbank Riverwalk Artists Square (all within 3 blocks of the subject site)
Wellhead Protection Zone	No
Coastal High Hazard Area (CHHA)	No
Flood Zones	No
Soils	69: Urban Land
Wetlands	None
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	Low and High (very small portion is in the high sensitivity area)
Cultural Resources	None
Historic District	No
Land Use & Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	No
Transportation Features	
Airport Environment Zone	500' HRZ for Herlong and NAS Jax
Mass Transit Access	Routes 14, 16, and 31
Evacuation Zone	Evacuation Zone C

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 has provided a JEA Availability Letter, dated April 28, 2025, as part of the companion rezoning application. According to the letter, there is a 12-inch water main along Riverside Avenue and a 10-inch water main along Post Street. There is also an 8-inch gravity sewer main along May Street and an 8-inch gravity sewer main along Riverside Avenue.

The letter provides that any food service establishment or commercial/institutional kitchen that is connected to the JEA sewer system is required to participate in the FOG program. If gravity flow cannot be achieved, connection to the JEA owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter).

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer, thus providing consistency with FLUE Policy 1.2.8.

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 1.9 acres and is located on the southwest and northwest portions of the intersection of Riverside Avenue and Post Street, both of which are minor arterial

roadways. The proposed land use amendment is located within the Urban Priority Area and Mobility Zone 7. 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 449 or 167 trips depending on the scenario. If the land use is amended to allow for this proposed CGC development, this will result in 1,577 or 679 daily trips depending on the scenario.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 1,128 and 512 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer 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	41,382 SF	$T = 10.84 (X) / 1000$	449
Total Trips for Existing Land Use- Scenario 1				449
Current Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
RPI	221	57 DUs	$T = 2.93 (X)$	167

		Total Trips for Existing Land Use- Scenario 2		167
Proposed Land Use Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
CGC	822	28,967 SF	$T = 54.45 (X) / 1000$	1,577
		Total Trips for Proposed Land Use- Scenario 1		1,577
Proposed Land Use Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
CGC	310	85 DUs	$T = 7.99 (X)$	679
		Total Trips for Proposed Land Use- Scenario 2		679
		Scenario 1 Difference in Daily Trips		1,128
		Scenario 2 Difference in Daily Trips		512

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 1.9-acre proposed land use map amendment has a development potential of 85 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-6041-25C Riverside Ave and Mary St
Requested By: Eric Hinton
Reviewed By: Lerone Griggs
Due: 7/18/2025

Analysis based on maximum dwelling units: 85

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 1, 7 & 8
Elementary	2	5,842	72%	10	75%	626	3,599
Middle	2	1,656	77%	3	72%	273	2,037
High	2	3,312	84%	6	87%	312	1,992
				19			

NOTES:

¹ Proposed Development's Concurrent Service Area (CSA)

² Available CSA seats include current reservation.

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 PDDs Baseline Checklist Review	
Proposed Name:	L-6041-25C Riverside Ave and Mary St
Requested By:	Eric Hinton
Reviewed By:	Levonne Griggs
Due:	7/18/2025
Analysis based on maximum dwelling units: <u>85</u>	

SCHOOL ¹	CSA	STUDENTS GENERATED (Rounded) ¹	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
West Riverside ES #12	2	10	420	372	89%	92%
Lake Shore MS #69	2	3	1194	759	64%	62%
Riverside HS #33	2	6	1844	1628	88%	92%
		19				

NOTES:

- ¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)
² Does not include ESF & 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.

Airport Environment Height Restriction Zone

The site is located within the 500' Height and Hazard Zone for Jax Naval Air Station and Herlong Recreational Airport. Zoning will limit development to a maximum height of 500 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 low and high sensitivity for the presence of archaeological resources. The small portion in a high sensitivity area is approximately 0.01 of an acre. 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.

Brownfields Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in Section 376.79(5), F.S. Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

Evacuation Zone

The subject site is within Evacuation Zone C. 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 change. Per EPD's response, it was determined that the impact of the subject small scale land use amendment on countywide evacuation timing would be negligible. Their complete analysis is provided below.

EPD Response: The Emergency Preparedness Division has reviewed and determined Land Use Amendment L-6041-25C to have a minimal impact on Duval County evacuation clearance time based on the surrounding evacuation Zone A, Zone B and Zone C nearest evacuation route along Stockton Street to the I-10 entrance on Irene Street (1.30 road miles), and the estimated 512-1,128 new daily trips generated by the proposed rezoning of 1.9 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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning Department on July 23, 2025, the 6 required notice of public hearing signs were posted. Thirty four (34) 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 July 28, 2025. No members of the public attended to provide comments or ask questions of the applicant.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

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.

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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 1.1.9 | Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planing and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the |

standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

Policy 1.1.21

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

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

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

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

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

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

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 The following rights shall be considered in local decision making:
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, the general intent of the Residential-Professional-Institutional (RPI) category is primarily to accommodate medium to high density residential, office, and institutional uses. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods may also be a part of single or mixed-use developments. RPI is generally intended to provide transitional uses between commercial, office and residential uses, although it may also provide a transition between industrial and residential uses when industrial uses pose no health or safety risks to residents.

The RPI land use in the Urban Priority Area is intended to provide compact medium to high density residential development and office uses. Development which includes medium to high density residential and office uses is preferred. Limited neighborhood

commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. Vertical integration of a mix of uses is encouraged.

The maximum gross density within the Urban Priority Area for the RPI land use category is 30 units per acre and there shall be no minimum density. In the absence of centralized potable water and/or wastewater, the maximum gross density of development permitted in the CGC land use category is the same as allowed in Medium Density Residential (MDR) without such services.

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 neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

CGC in the UPA is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. Development that includes residential uses is preferred to provide support for commercial and other uses. Vertical integration of a mix of uses is encouraged.

Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services and which abut a roadway classified as a collector or higher on the Functional Highway Classification Map.

The maximum gross density within the Urban Priority Area for the CGC land use category is 60 units per acre and a minimum gross density shall be 20 units/acre. In the absence of centralized potable water and/or wastewater, the maximum gross density of development permitted in the RPI land use category is the same as allowed in Medium Density Residential (MDR) without such services.

The proposed amendment to CGC results in a compact and compatible development pattern in a well-developed portion of the City. The site is a block east of a commercial node centered around the intersection of Margaret Street, Park Street, and Lomax Street. There is a concentration of professional and commercial businesses in the surrounding area and medium and high-density residences close to the site. The proposed amendment is logical given the character of the area and the mix of uses within proximity to the site. Therefore, the amendment is consistent with FLUE Goal 1, Goal 3, Objective 1.1, and Policy 3.2.6

The proposed amendment to CGC would allow for the development of property for additional commercial and retail space within the Urban Priority Area. Additionally, the proposed land use designation would preserve the character of the existing neighborhoods as well as enhance the viability of the non-residential areas. This amendment would follow the current trend in the area of providing the neighborhood with a mix of uses, including retail stores and other commercial businesses, professional offices, and a hotel. There are multiple parks near the site providing recreation opportunities close to the site. Therefore, the amendment is consistent with FLUE Goal 3, Objective 3.2, and Policies 1.1.21 and 1.1.22. Additionally, in consideration of the surrounding conditions, the proposed amendment is also consistent with FLUE Goal 1 and Policy 1.1.9 as the proposed CGC land use, located at the intersection of two minor arterial roads, optimizes economic benefit, while the proposed PUD rezoning allows for appropriate combinations of complementary land uses, densities and intensities.

The applicant has provided a JEA Availability Letter, dated April 28, 2025, as part of the companion rezoning application. According to the letter, there is a 12-inch water main along Riverside Avenue and a 10-inch water main along Post Street. There is also an 8-inch gravity sewer main along May Street and an 8-inch gravity sewer main along Riverside Avenue.

The letter provides that any food service establishment or commercial/institutional kitchen that is connected to the JEA sewer system is required to participate in the FOG program. If gravity flow cannot be achieved, connection to the JEA owned sewer system will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter).

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer, thus providing consistency with FLUE Policy 1.2.8.

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 Urban Core Vision Plan (2010).

Guiding Principle 2.3: Redevelop the Major Road Corridors with Neighborhood Retail and Services.

The CGC category allows for a mix of commercial, retail, and multi-family residential uses that support and strengthen neighborhoods. The site is at the intersection of Post Street and Riverside Avenue, both minor arterial roadways. The proposed land use amendment

will enhance the character of the area and is therefore consistent with the Urban Core Vision Plan.

Strategic Regional Policy Plan

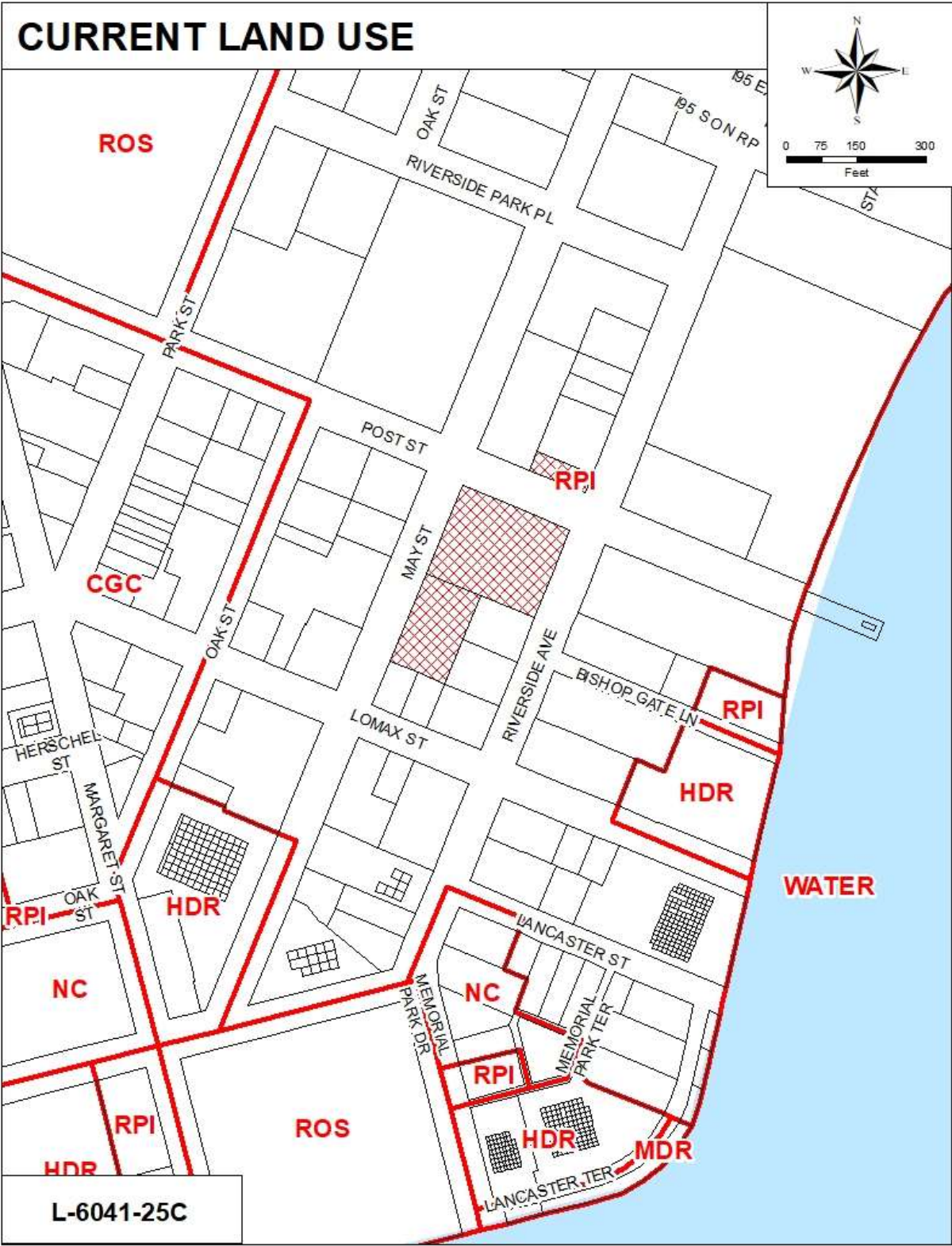
The proposed amendment is consistent with the following Policy of the Strategic Regional Policy Plan:

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 re-development of the property, and therefore, allow for an additional infill development opportunity, consistent with Policy 4 of the Strategic Regional Policy Plan.

CURRENT LAND USE MAP



LAND UTILIZATION MAP

