



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

January 22, 2026

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. 2025-0487/Application No. L-6043-25C

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 2025-0487 on January 22, 2026.

PD Recommendation APPROVE

PC Discussion: Several members of the public were in opposition, and one spoke in support. Those in opposition expressed concerns about commercial encroachment into the residential area, some uses listed within the PUD written description, truck traffic on Cortez Road, and impact to water quality.

Commissioners McGowan and Garrison noted that the amended land use request appears to be a typical commercial shopping center request.

PC Vote: 7-0 APPROVE

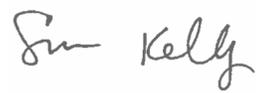
Moné Holder, Chair	Aye
Michael McGowan, Vice Chair	Aye
Lamonte Carter, Secretary	Aye
Amy Fu	Aye
Joshua Garrison	Aye
Dorothy Gillette	Aye

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Ali Marar	Absent
D.R. Repass	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,



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

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Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – January 16, 2026

Ordinance/Application No.: 2025-487 / L-6043-25C

Property Location: 11153 Beach Boulevard, between Cortez Road and Desalvo Road

Real Estate Number(s): 163505-0050 (portion of)

Acreage: 1.81 acres

Planning District: District 2, Greater Arlington/Beaches

City Council District: District 4

Applicant: Cyndy Trimmer, Esq.
Driver, McAfee, Hawthorne and Diebenow, PLLC

Current Land Use: Low Density Residential (LDR)

Proposed Land Use: Community/General Commercial (CGC)

Current Zoning: Commercial Community/General-2 (CCG-2) and Residential Low Density-60 (RLD-60)

Proposed Zoning: Planned Unit Development (PUD)

Development Boundary: Urban Area (approximately 0.6 of an acre) and Suburban Area (approximately 1.22 acres)

RECOMMENDATION: **APPROVE**

BACKGROUND

The proposed land use change was amended and rereferred by the City Council on December 9, 2025. The originally submitted request was to change 0.91 of an acre from LDR and CGC to Light Industrial (LI), and 1.38 acres from LDR to CGC, for a total of 2.29 acres. The amended land use proposal is to change 1.81 acres from LDR to CGC, removing the LI portion of the originally submitted land use amendment application.

The parcel in its entirety is approximately 6.84 acres. The area of the parcel subject to the land use amendment is located along the northern portion of the property. The property is located off Beach Boulevard (US-90), a FDOT principal arterial roadway, and Cortez Road, a collector roadway. The companion rezoning application, which is pending

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concurrently with this application, pursuant to Ordinance 2025-488, proposes to change the zoning of the entire 6.84 acre parcel from RLD-60 and CCG-2 to a PUD.

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

North: Land Use: LDR
Zoning: RLD-60
Property Use: Single-family

South: Land Use: CGC
Zoning: CCG-2 and CCG-1
Property Use: Commercial

East: Land Use: CGC, LDR, and Residential-Professional-Institutional (RPI)
Zoning: PUD, Commercial Office (CO), Commercial-Residential-Office (CRO), RLD-60, and CCG-2
Property Use: Office Space, Residential, and Warehouse

West: Land Use: CGC and LI
Zoning: CCG-2 and Industrial Light (IL)
Property Use: Commercial, Warehouses, and Bowling Establishment

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 potentials as shown in this section.

Impact Assessment Baseline Review

Development Analysis (1.81 Acres)		
Development Boundary	Urban and Suburban Area	
Roadway Frontage Classification / State Road	Beach Boulevard – FDOT Principal Arterial Cortez Road – Collector	
Plans and/or Studies	Greater Arlington / Beaches Vision Plan	
Site Utilization	Current: Vacant	Proposed: Commercial
Land Use / Zoning	Current: LDR / RLD-60	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: 5 DU/Acre	Proposed: Scenario 1 (non-residential) - 0.35 FAR

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Development Analysis (1.81 Acres)		
		Scenario 2 (residential) - Urban Area = 30 DU/Acre Suburban Area = 15 DU/Acre
Development Potential	Current: 9 DU	Proposed: Scenario 1: 27,595.26 sqft Scenario 2: 36 DU
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 27 DUs	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 27,595.26 sqft Scenario 2: N/A	
Population Potential	Current: 23 people	Proposed: Scenario 1: N/A Scenario 2: 84 people
Special Designation Areas		
Aquatic Preserve	No	
Evacuation Zone	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard Area	No	
Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	0-4 inches	
Wellhead Protection Zone	No	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	Scenario 1: 1,421 net new daily trips Scenario 2: 79 net new daily trips	
Potential Public School Impact	6 students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 1,014.2 gallons per day Scenario 2: Increase of 6,066 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 760.68 gallons per day Scenario 2: Increase of 4,549.5 gallons per day	
Potential Solid Waste Impact	Scenario 1: Increase 20.752 tons per year Scenario 2: Increase of 70.2 tons per year	

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Development Analysis (1.81 Acres)	
Drainage Basin/Sub-basin	Intracoastal Waterway / Mill Dam Branch
Recreation and Parks	Beachwood Center & Park; Forestry Tower Park
Mass Transit Access	First Coast Flyer – Red Line
Natural Features	
Elevations	37-42 feet
Land Cover	6300: Wetland Forested Mixed 6410: Freshwater Marshes 1100: Residential, Low Density – Less than 2 dwelling units/acre 1400: Commercial and Services
Soils	22 - Evergreen Wesconnett Complex 32 - Leon Fine Sand
Flood Zones	No
Wetlands	0.48 of an acre
Wildlife (applicable to sites greater than 50 acres)	N/A

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 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).

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated March 11, 2025. According to the letter, there are water and sewer connection points available for the site. There is an existing 16-inch water main along Beach Boulevard, and there is an existing 12-inch water main along Cortez Road. Additionally, there is an 8-inch force main along Beach Boulevard.

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

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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.

TRANSPORTATION

The subject site is 1.81 acres and is located on Cortez Road, a collector roadway, just north of Beach Boulevard, an FDOT principal arterial roadway. The proposed land use amendment is located within the Urban and Suburban Development Area and Mobility Zone 2. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Community/General Commercial (CGC) to allow for a broader range of commercial uses.

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

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.

Objective 2.4 The City shall coordinate the mobility circulation system with the future land uses shown on the Future Land Use Map series in order to ensure that roads, road improvements and other mobility alternative improvements are provided as necessary to support development in an economically efficient and environmentally sound manner.

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:

Based on the ITE Trip Generation Manual, the proposed amendment could generate between 79 and 1,421 net new daily trips compared to the existing land use designation.

Transportation Planning Division RECOMMENDS the following:

The Transportation Planning Division recommends ongoing coordination with the City of Jacksonville Traffic Engineer to determine whether a traffic operational analysis will be required to evaluate potential site-specific impacts.

Tabel A - Trip Generation Estimation Scenarios

Land Use Scenario	ITE Land Use Code	Potential Units / SF	Estimation Method	Daily Trips
Current Land Use (LDR – Scenario 1)	210	9 DUs	T = 9.09(X)	82
<i>Total Trips – Existing Land Use (Scenario 1)</i>				82
Proposed Land Use (CGC – Scenario 1)	822	27,595 SF	T = 54.45(X) / 1000	1,503
<i>Total Trips – Proposed Land Use (Scenario 1)</i>				1,503
Proposed Land Use (CGC – Scenario 2)	221	36 DUs	T = 4.46(X)	161
<i>Total Trips – Proposed Land Use (Scenario 2)</i>				161
Scenario 1 Difference in Daily Trips				1,421
Scenario 2 Difference in Daily Trips				79

Source: Trip Generation Manual, 12th Edition, Institute of Transportation Engineers (ITE)

SCHOOL CAPACITY

Based on the impact assessment standards detailed in FLUE Policy 1.2.16, the 1.81 acre proposed land use map amendment has a development potential of 36 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:

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Application Review Request: COJ PDD: School Impact Analysis							
Proposed Name: L-6043-25C 11153 Beach Blvd							
Requested By: Susan Kelly							
Reviewed By: LeVonne Griggs							
Due: 1/15/2026							
Analysis based on maximum dwelling units: 36							
School Type	CSA ¹	2025-26 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 3,4&5
Elementary	3	6,882	66%	3	69%	781	3,312
Middle	4	1,858	66%	1	71%	876	1,118
High	3	4,261	84%	2	90%	323	1,608
				6			

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)

² Available CSA seats include current reservations

³ Student Distribution Rate

ES-110

MS-045

HS-070

0.225

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 (100,095) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.225.

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 1380.06, 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.

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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 EE space requirements.

Application Review Request: COJ PDD: Baseline Checklist Review							
Proposed Name: L-6043-25C 11153 Beach Blvd							
Requested By: Susan Kelly							
Reviewed By: Levonne Griggs							
Due: 1/15/2026							
Analysis based on maximum dwelling units: 36							
SCHOOL	CSA ¹	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2025/26)	% OCCUPIED	4 YEAR PROJECTION	
Southside Estates ES#76	3	3	962	827	86%	97%	
Kernan MS#279	4	1	1151	1040	90%	99%	
Englewood HS#90	3	2	1876	1774	95%	104%	
		6					

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-.110

MS-.045

HS-.070

0.225

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 (100,095) by the number of total permitted housing units (443,232) for the same year, generating a yield of 0.225.

ARCHAEOLOGICAL SENSITIVITY

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. 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

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maps depicting recorded archaeological sites, historic districts and local landmarks.

AQUIFER RECHARGE

The site is located within an area identified as being in the 0 to 4 inch per year aquifer recharge area. This range is below the threshold of 12 inches or more per year which would constitute a prime recharge area as defined in the Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR). Prime aquifer recharge areas are the primary focus of groundwater resource protection. However, development resulting from the proposed land use amendment will be reviewed during the site plan review and permitting process for compliance with the land development regulations that have been established to protect groundwater resources. Such regulations address issues such as drainage systems, septic systems, and landscape/irrigation regulations.

Infrastructure Element – Aquifer Recharge Sub-Element (IE-AR)

Policy 1.2.3 The City shall continue to coordinate with the SJRWMD and utilize the best available resources and information including the latest update of the Floridan Aquifer Recharge GIS grid coverage to protect the functions of the natural groundwater aquifer recharge areas and to discourage urban sprawl.

Policy 1.2.7 Within two years of establishment by the SJRWMD and the Water Resources Management Plan of prime recharge areas for the Floridan Aquifer, the Planning and Development Department shall prepare maps of such designated areas showing the special zoning and land use consideration the City has established for such areas as designated by the latest update of the Floridan Aquifer Recharge GIS grid coverage.

WETLANDS

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the City’s GIS analysis that indicates 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: 0.48 of an acre

General Location(s): The wetlands is an isolated pocket located in the western portion of the application site. It is a larger part of an isolated wetland pocket that spills into the adjoining property to the north.

Quality/Functional

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Value: The wetland has a low functional value for water filtration attenuation and flood water storage capacity due to its isolation, size and/or the lowering of the hydro-period due to nearby site grading or drainage/retention improvements. In addition the wetland has no clear or significant impact on the City's waterways.

Soil Types/
Characteristics: (22) Evergreen-Wesconnett complex – The Evergreen and Wesconnett series consists of nearly level, very poorly drained, soils. The Evergreen soils formed in decomposed organic materials underlain by thick sandy marine sediments while the Wesconnett soils formed in thick sandy marine sediments. Both soils are in depressions and are moderately permeable and moderately slowly permeable. The high water table is at or above the soil surface for very long periods.

Wetland Category: Category III

Consistency of
Permitted Uses: Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 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: According to the site plan, the wetland will be eliminated by development.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

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:

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- 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.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map

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series (FLUMs)

(1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

(a) Silvicultural uses, 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.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that 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.



PROCEDURAL COMPLIANCE

Upon site inspection by the Planning Department on July 9, 2025, the required notices of public hearing signs were posted. 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 July 28, 2025. Two members of the public expressed opposition particularly because of the light industrial use and some concerns about commercial use abutting residential properties to the north. Those two members being a representative from the bowling establishment to the west and the property owner of the residential property to the north. The applicant was there to speak on the application and provided their contact information to speak more with the members of the public offline.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Areas

Urban Area (UA): The UA is the second tier Development Area and generally corresponds with the densely developed portions of the City that have been in residential or employment generating uses prior to consolidation. It also includes major corridors which connect the other Development Areas. Similar to the Urban Priority Area (UPA), the intent of the UA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development, but at moderate urban densities which are transit friendly. Also similar to the UPA, the UA is intended to support multi-modal transportation and the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is encouraged to employ urban development characteristics.

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 therefore encouraged to employ urban development characteristics.

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.

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Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning 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 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.

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- Objective 1.6 The City shall accommodate growth in Jacksonville by encouraging and facilitating new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.
- 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 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

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.

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According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category.

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 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 Urban Area is intended to promote the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential uses is encouraged to provide support for commercial and other uses. The maximum gross density in the Urban Area shall be 40 units per acre and there shall be no minimum density.

Plan amendment requests for new CGC designations within the Suburban Area 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 are located in areas with an existing mix of non-residential uses. Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses. The maximum gross density within the Suburban Area shall be 20 units per acre and there shall be no minimum gross density.

The property fronts Beach Boulevard, which is a major commercial corridor and state road. Uses along this stretch of Beach Boulevard are diverse and include fast food restaurants, large shopping centers, gas stations, indoor recreation, grocery stores, medical offices, and a personal self-storage establishment, among other uses. CGC is the primary land use designation along the Beach Boulevard corridor with RPI and Business Park (BP) uses less than $\frac{1}{4}$ of a mile to the east of the subject site, along St. Johns Bluff Road, and LI and BP uses also less than $\frac{1}{4}$ of a mile to the west of the subject site along Leon Road and Desalvo Road.

The entire parcel is approximately 6.84 acres and has a split land use designation of both CGC and LDR. Approximately 1.81 acres of the parcel, designated as LDR, is subject to the proposed land use amendment. The site is currently home to a commercial shopping center. The applicant seeks to expand the shopping center, resulting in the requested land use amendment. The companion rezoning application, which is pending concurrently with this application, pursuant to Ordinance 2025-488, proposes to change the zoning from RLD-60 and CCG-2 to a PUD on the entire parcel. Consistent with FLUE Policy

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1.1.9, the PUD rezoning application includes requirements to buffer the existing residential uses to the north of the subject site from the proposed CGC land use.

As mentioned, the site has access to both a collector road (Cortez Road) and a FDOT principal arterial road (Beach Boulevard), which are the preferred roadway classifications for the CGC land use category. The site is served by full urban services, including centralized water and sewer connections and the JTA Bus Rapid Transit (BRT) service. The proposed land use amendment would allow for the entire parcel to be used for commercial uses and would promote an organized combination of integrated uses in the area. The proposed land use amendment to CGC would be complimentary to existing commercial uses along the Beach Boulevard corridor. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objective 3.2, and Policies 1.1.21, 1.1.22, and 3.2.1.

The proposed small-scale amendment would increase the amount of commercial designated land available to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth. Additionally, the property is underutilized as at least half of the parcel remains vacant in an area of the City that has access to full urban services. Thus, the proposed amendment is consistent with FLUE Objective 1.6 and Policy 1.1.21.

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated March 11, 2025. According to the letter, there are water and sewer connection points available for the site. There is an existing 16-inch water main along Beach Boulevard and there is an existing 12-inch water main along Cortez Road. Additionally, there is an 8-inch force main along Beach Boulevard. The connection to JEA water and sewer services would provide 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.

Greater Arlington/Beaches Vision Plan

The subject property is located within the boundaries of the Greater Arlington/Beaches Vision Plan (2010). The proposed land use amendment is consistent with Sub-Principle 2.1: Promote greater density/diversity of land uses in appropriate locations. This portion of the Plan states that, "mixed uses are most sustainable when they are developed in locations that maximize adjacencies to existing land uses, have the greatest opportunity for connectivity, and reuse vacant or underutilized land in developed areas. This generally includes infill sites on major corridors and nodes, redevelopment and adaptive reuse." The proposed land use amendment would allow for the expansion of commercial uses on an underutilized property along a significant mass transit corridor.

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Strategic Regional Policy Plan

The proposed amendment is consistent with the following Objective and Policy of the Strategic Regional Policy Plan, Regional Transportation Subject Area:

Objective: Integrated planning: The link between land use, resources, and mobility

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

- Maintenance of a diversity of land use in the Region.
- Infill and redevelopment.

The proposed land use amendment would increase opportunities for commercial development, helping to maintain a diversity of land use in the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

LAND USE AMENDMENT
FIELD / LOCATION / CURRENT LAND USE MAP

