



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

November 20, 2025

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

**RE: Planning Commission Advisory Report
Ordinance No.: 2025-0761**

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

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning Department Recommendation: **Approve**

Planning Commission Recommendation: **Approve**

Planning Commission Commentary: There were no speakers in opposition to the proposed rezoning. Chair Garrison expressed concerns about rezoning to CCG-2, as it would allow more intensive commercial uses in a corridor that is primarily designated CCG-1. He would be more supportive of a Planned Unit Development that could limit the permitted uses. All other commissioners did not express concerns for the expansion of commercial uses under the CCG-2 zoning district.

Planning Commission Vote: **4-1-1**

Charles Garrison, Chair	Nay
Mon'e Holder, Vice Chair	Aye
Michael McGowan, Secretary	Abstain
Lamonte Carter	Aye
Amy Fu	Absent
Ali Marar	Absent
Dorothy Gillette	Aye

D.R. Repass

Absent

Joshua Garrison

Aye

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

Sincerely,

A handwritten signature in blue ink, appearing to read 'Erin L. Abney', with a stylized, flowing script.

Erin L. Abney, MPA

Chief, Current Planning Division
Planning Department
214 North Hogan Street, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING 2025-0761

NOVEMBER 6h, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning **2025-0761**.

<i>Location:</i>	4052 University Blvd S, between Barnhill Drive and Kennerly Road
<i>Real Estate Numbers:</i>	137122-0010
<i>Current Zoning:</i>	Commercial Community/General-1 (CCG-1)
<i>Proposed Zoning:</i>	Commercial Community/General-2 (CCG-2)
<i>Current Land Use Category:</i>	Community/General Commercial (CGC)
<i>Planning District:</i>	Southeast, District 3
<i>Council District:</i>	District 5
<i>Applicant / Agent:</i>	Chris Hagan The Southern Group 208 N Laura Street, Suite 710 Jacksonville, FL 32202
<i>Owner:</i>	Edwin Seagers EKS 04 LLC 5337 Beach Blvd Jacksonville, Florida 32207
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Rezoning **2025-0761** seeks to rezone approximately .76 acres of land currently zoned Commercial Community/General-1 (CCG-1) to Commercial Community/General-2 (CCG-2) to expand the potential commercial uses of the property. The subject site currently has a vacant building which has most recently operated as a motorcycle/ATV dealership. While the site is primarily located within a CCG-1 corridor, the lot directly to the south is zoned CCG-2. Due to the residential zoning that is located directly to the west of the subject lot, approval of this ordinance would require a 25 foot uncomplimentary use buffer on the west property boundary.

The subject property has frontage along University Blvd S, which is a 5-lane roadway classified as minor arterial.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to Section 656.125 of the Zoning Code, an applicant for a proposed rezoning bears the burden of proving, by substantial competent evidence, that the proposed rezoning is consistent with the City's comprehensive plan for future development of the subject parcel. In determining whether a proposed rezoning is consistent with the 2045 Comprehensive Plan, the Planning Department considers several factors, including (a) whether it is consistent with the functional land use category identified in the Future Land Use Map series of the Future Land Use Element; (b) whether it furthers the goals, objectives and policies of the Comprehensive Plan; and (c) whether it conflicts with any portion of the City's land use regulations. Thus, the fact that a proposed rezoning is permissible within a given land use category does not automatically render it consistent with the 2045 Comprehensive Plan, as a determination of consistency entails an examination of several different factors.

1. Is the proposed rezoning consistent with the 2045 Comprehensive Plan?

Yes. The 0.76 subject site is located at 4052 University Boulevard South approximately 0.08 of a mile south of the intersection of Kennerly Road. According to the City's Functional Roadway Classification Map, University Boulevard South is a Minor Arterial roadway. The subject site is located in the Community/General Commercial (CGC) land use category, in Planning District 3 (Southeast) and in Council district 5 within the Urban Area. Council district 4 is located across University Boulevard South to the east of the site.

Community/General Commercial (CGC) in the Urban Development Area 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.

2. Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

Yes. This rezoning is supported by the following Objectives and Policies of the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan:

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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.

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.

3. ***Does the proposed rezoning conflict with any portion of the City's land use regulations?***

No. The Planning Department finds that the proposed rezoning will not be in conflict with any portion of the City's land use regulations. The proposed zoning district would be compatible with the commercial properties located on all sides of the subject site.

SURROUNDING LAND USE AND ZONING

The subject property is located along University Blvd S, south of Beach Blvd and north of the I-95. The surrounding site is a commercial hub centered a large shopping center to the south, and many commercial centers surrounding the subject site. Approval of the rezoning would be expanding the CCG-2 District north along Univeristy Blvd S, where the district exists directly to the south, as well as sporadically along University Blvd S, while most commercial lots are zoned CCG-1. The surrounding uses, land uses, and zoning districts are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use(s)
North	CGC	CCG-1	Warehouse/Mini-Storage
East	CGC	CCG-1	Medical Office
South	CGC	CCG-2	Restaurant
West	LDR	RLD-60	Single-Family Dwellings

SUPPLEMENTARY INFORMATION

Upon visual inspection by the assigned City Planner on October 24th, that the required Notice of Public Hearings signs were posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0761** be **APPROVED**.



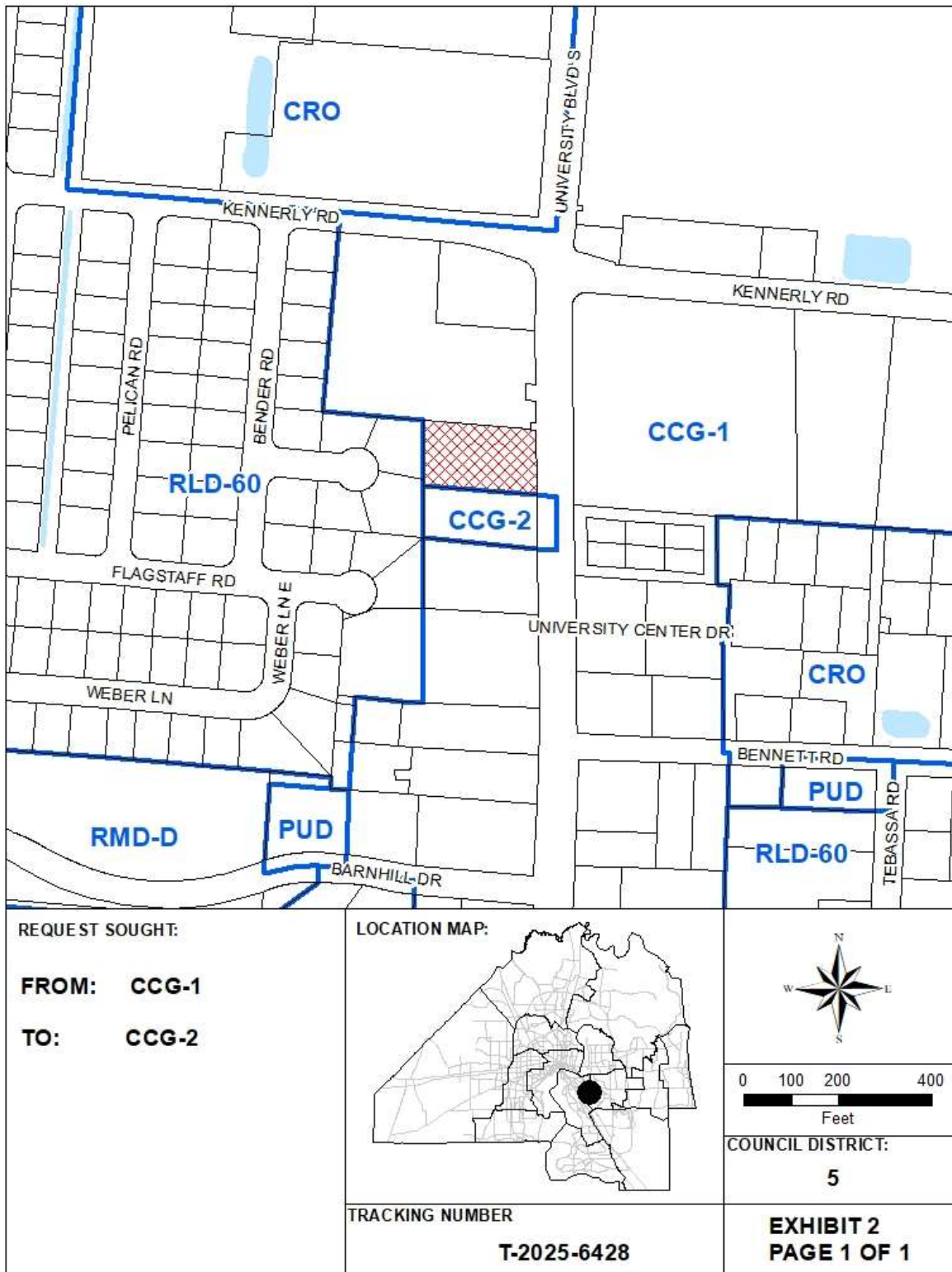
Aerial View



View of the building



View of the adjacent residential



Legal Map



Planning Department

Ed Ball Building
214 North Hogan Street, Suite 300
Jacksonville, FL 32202

MEMORANDUM

TO: Stephen Nagbe
Current Planning Division

FROM: Kaleigh Shuler
Community Planning Division

RE: Z-6428

DATE: September 29, 2025

The following review is based on the information provided by the Current Planning Division staff

Description of Proposed Rezoning Application

Current Land Use: Community/General Commercial (CGC)

Proposed Land Use: N/A

Current Zoning: Commercial Community/General – 1 (CCG - 1)

Proposed Zoning: Commercial Community/General – 2 (CCG - 2)

Development Area: Urban Development Area

Total Acres: 0.76 of an acre

Comprehensive Land Use Policy Analysis

Is the proposed rezoning district consistent with the functional land use category identified in the 2045 Comprehensive Plan?

YES ☒ NO ☐

ZONING REQUEST:

The applicant is requesting this rezoning to expand the uses.

LAND USE CATEGORY CONSISTENCY REVIEW:

The 0.76 subject site is located at 4052 University Boulevard South approximately 0.08 of a mile south of the intersection of Kennerly Road. According to the City's Functional Roadway Classification Map, University Boulevard South is a Minor Arterial roadway. The subject site is located in the Community/General Commercial (CGC) land use

category, in Planning District 3 (Southeast) and in Council district 5 within the Urban Area. Council district 4 is located across University Boulevard South to the east of the site.

Community/General Commercial (CGC) in the Urban Development Area 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.

The proposed rezoning application is consistent with the Community General Commercial land use category description provided in the 2045 Comprehensive Plan.

To ensure compliance with the provisions of the 2045 Comprehensive Plan, zoning staff should analyze the proposed rezoning application in relation to the following goals, objectives, policies and/or text of the 2045 Comprehensive Plan. This analysis should be included within the staff report for the zoning application.

Future Land Use Element:

Goal 1	To ensure that the character and location of land uses optimize the combined potentials for economic benefit and enjoyment 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	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.

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 on 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: • The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights. • 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. • The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property. • The right of a property owner to dispose of his or her property through sale or gift.

The proposed rezoning has been identified as being related to the following issues identified in the 2045 Comprehensive Plan. Based on this relationship, the rezoning application should be carefully evaluated for consistency or inconsistency with the following issues and related goals, objectives and/or policies:

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for Naval Air Station Jacksonville (NASJAX). Zoning will limit development to a maximum height of less than 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 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 maps depicting recorded archaeological sites, historic districts and local landmarks.