

Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – January 30, 2026

Ordinance/Application No.: 2026-010 / L-6074-25C

Property Location: 2890 University Boulevard West

Real Estate Number(s): 149679 0000 (portion of)

Property Acreage: 0.63 of an acre

Planning District: District 3, Southeast

City Council District: District 5

Applicant: Hunter Faulkner, Esq.

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

Proposed Land Use: Community / General Commercial (CGC)

Current Zoning: Commercial Residential and Office (CRO)

Proposed Zoning: Planned Unit Development (PUD)

Development Area: Urban Development Area

RECOMMENDATION: **Approve**

BACKGROUND

The 0.63 of an acre subject site is situated in the southern portion of a larger parcel located along University Boulevard West (SR-109), approximately 0.08 of a mile southwest of the intersection of University Boulevard and St. Augustine Road. According to the City’s Functional Highway Classification Map, University Boulevard West is a minor arterial roadway, and St. Augustine Road is a collector roadway. The site is located within the Southeast Planning District (District 3), Council District 5, and the Urban Development Area.

The entire parcel is split between two land use categories, Residential-Professional-Institutional (RPI) and Community / General Commercial (CGC), and two zoning districts, Commercial Community / General-1 (CCG-1) and Commercial Residential and Office (CRO). The land use amendment is only for the portion of the property that is in the RPI land use category and corresponding CRO zoning district. The northern portion of the parcel will remain in the CGC land use category. Pending concurrently with this application is a companion rezoning from CCG-1 and CRO to Planned Unit Development (PUD), pursuant to Ordinance 2026-011.

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

North: Land Use: Community / General Commercial (CGC), Business Park (BP), and Public Buildings and Facilities (PBF)
 Zoning: Commercial Community / General-1 (CCG-1), Commercial Community / General-2 (CCG-2), Industrial Business Park (IBP), and Public Building and Facilities-1 (PBF-1)
 Property Use: Vacant land, retail stores, offices, a bank, an elementary school, and warehousing units

South: Land Use: Residential-Professional-Institutional (RPI) and Low Density Residential (LDR)
 Zoning: Commercial Residential and Office (CRO), Residential Low Density-60 (RLD-60), and Residential Low Density-90 (RLD-90)
 Property Use: Single family dwellings

East: Land Use: CGC, RPI, BP, and Light Industrial (LI)
 Zoning: CCG-1, CCG-2, CRO, CO, Planned Unit Development (PUD), Residential Medium Density-D (RMD-D), Residential Medium Density-A (RMD-A), and Industrial Light (IL)
 Property Use: Single family dwellings, retail stores, offices, a bank, and light industrial uses

West: Land Use: CGC, RPI, and LDR
 Zoning: CRO and RLD-60
 Property Use: Single and multi family dwellings, storage warehouses, and offices

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—0.63 of an acre		
Development Boundary	Urban Area	
Roadway Frontage Classification / State Road	University Boulevard West (SR-109)—minor arterial road Fleetwood Road—local road	
Plans and/or Studies	Southeast Vision Plan	
Site Utilization	Current: Vacant	Proposed: Auto Storage
Land Use / Zoning	Current: RPI / CRO	Proposed: CGC / PUD

Development Analysis—0.63 of an acre		
Development Standards for Impact Assessment	Current: Scenario 1: 0.5 FAR Scenario 2: 23 DU / acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 30 DU / acre
Development Potential	Current: Scenario 1: 13,721.4 sqft Scenario 2: 14 DU	Proposed: Scenario 1: 9,604.98 sqft Scenario 2: 18 DU
Net Increase/Decrease in Maximum Density	Scenario 1: N/A Scenario 2: Increase of 4 DU	
Net Increase/Decrease in Potential Floor Area	Scenario 1: Decrease of 4,116.42 sqft Scenario 2: N/A	
Population Potential	Current: Scenario 1: N/A Scenario 2: 32 people	Proposed: Scenario 1: N/A Scenario 2: 42 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: Increase of 416 daily trips Scenario 2: Increase of 18 daily trips	
Potential Public School Impact	De Minimis	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 482.66 gpd Scenario 2: Increase of 940 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 361.99 gpd Scenario 2: Increase of 705 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 6.586 tpy Scenario 2: Increase of 10.4 tpy	
Environmental Features		
Aquatic Preserve	No	
Brownfields	No	
Boat Facility Siting Zone	No	
Contours/Elevations	17-19 feet	
Drainage Basin / Sub-basin	Upstream of Trout River / Christopher Branch	
Ground Water Aquifer Recharge Area	Discharge	
Land Cover	1400: Commercial and services	
Recreation and Parks	San Jose Elementary Park	
Well Head Protection Zone	No	
Coastal High Hazard Area (CHHA)	No	
Flood Zones	No	
Soils	32: Leon Fine Sand – 0 to 2 percent slopes	
Wetlands	No	

Development Analysis—0.63 of an acre	
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	High
Cultural Resources	No
Historic District	No
Land Use and Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	No
Transportation Features	
Airport Environ Zone	150' Height and Hazard Zone and Notice Zone for Jax Naval Air Station
Mass Transit Access	Routes 25, 17, and 50
Evacuation Zone	Zone D

UTILITY CAPACITY

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning 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 September 5, 2025, as part of the companion rezoning application. According to the letter, there is an existing 8-inch water main along University Boulevard West. The letter also states that no sewer main abuts the site, but there is an existing gravity sewer manhole along University Boulevard West at Graywood Road, approximately 1,450 feet west of the parcel. Additionally, there are existing 4-inch and 6-inch force mains along St. Augustine Road east of the subject site.

Both the land use amendment application and the companion rezoning application indicate that the site will be served by JEA water and sewer. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services.

Future Land Use Element

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

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or

wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of 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 to the JEA Collection Systems available within a five (5) year period.

TRANSPORTATION

The subject site comprises approximately 0.63 of an acre and is located on University Boulevard West, a minor arterial roadway. The property lies within the Urban Area and Mobility Zone 8. The applicant is requesting a land use amendment to change the designation from Residential/Professional/Institutional (RPI) 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, specifically 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 existing RPI designation and the proposed CGC designation, illustrating the potential transportation impacts on the roadway network. Under the current RPI designation, the site would generate approximately 107 or 62 daily trips. Based on the ITE Trip Generation Manual, the proposed amendment could generate between 416 and 18 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 (RPI – Scenario 1)	710	13,721 SF	T = 7.83(X) / 1000	107
<i>Total Trips – Existing Land Use</i>				107
Current Land Use (RPI – Scenario 2)	221	14 DUs	T = 4.46(X)	62
<i>Total Trips – Existing Land Use</i>				62
Proposed Land Use (CGC – Scenario 1)	822	9,605 SF	T = 54.45(X) / 1000	523
<i>Total Trips – Proposed Land Use (Scenario 1)</i>				523
Proposed Land Use (CGC – Scenario 2)	221	18 DUs	T = 4.46(X)	80
<i>Total Trips – Proposed Land Use (Scenario 2)</i>				80
Scenario 1 Difference in Daily Trips				416
Scenario 2 Difference in Daily Trips				18

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

SCHOOL CAPACITY

The proposed amendment allows for a residential component, the site would generate 20 residential units or less. Therefore, the proposed development will have a de minimis impact on school capacity.

**AIRPORT ENVIRONMENT
HEIGHT RESTRICTION ZONE**

The site is located within the 150’ Height and Hazard Zone for Jax Naval Air Station. Zoning will limit development to a maximum height of 150 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.

IN A NOTICE ZONE

The site is also located in a Military Influence Zone for Jacksonville Naval Air Station. Known as Airport Notice Zones in the Land Development Regulations, they encompass all lands within accident potential zones, the lighting regulation zone (for OLF Whitehouse only), the 60-64.99 DNL noise contour, and the one hundred fifty (150) foot Height and Hazard Zone or inner horizontal and conical surface zones as shown on the Military and Civilian Influence Zones. They apply to NAS Jacksonville, NS Mayport and OLF Whitehouse. Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.

Future Land Use Element

Policy 2.6.14 To ensure safety and education of citizens occupying properties that are located near military and civilian airports, the City requires disclosure of airport proximity to prospective owners or lessees in the Military and Civilian Influence Zones depicted on the Military and Civilian Influence Zones Map.

ARCHAEOLOGICAL SENSITIVITY

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey. 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.

EVACUATION ZONE

The subject site is within Evacuation Zone D. As such, the land use application was routed to the City's Emergency Preparedness Division (EPD) for review and comment. EPD was provided with the land use application and the development potential of the proposed land use amendment. 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-6074-25C to have a minimal impact on Duval County evacuation clearance time based on the surrounding evacuation Zone A and Zone D, nearest evacuation route along University Boulevard to I-95 (1.2 road miles), and the estimated 18 to 416 new daily trips generated by the proposed rezoning of 0.63 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 receiving the sign posting affidavit and accompanying photos, and based on staff performing a site inspection, the required notice of public hearing signs were posted on December 4, 2025. Twenty-three (23) 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 January 20, 2026. One member of the public attended to ask questions about the use, scale, and intensity of the proposed development, as well as questions such as the ingress and egress to the site, visual screening, and drainage. The applicant's contact information was provided to the member of the public.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

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 with 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 as further described in each land use plan category.

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 1.1.22 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.
- Policy 3.1.2 Protect neighborhoods from potential negative impacts by providing a gradation of uses and scale transition. The Land Development Regulations shall be amended to provide for an administrative process to review and grant, when appropriate, relief from the scale transition requirements.
- 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 (FLUE), Residential Professional Institutional (RPI) is a category primarily intended to accommodate medium to high density residential, office, and institutional uses. RPI in the Urban Area is intended to provide compact medium density residential development. Development which includes medium density residential and professional office uses is preferred. Limited neighborhood commercial retail and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicles Miles Traveled. The maximum gross density within the Urban Area is 30 units / acre, except as provided elsewhere in the Comprehensive Plan.

Community/General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 40 units per acre in the Urban Area, unless otherwise stated in the Comprehensive Plan. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

CGC in the Urban Area is intended to provide compact development in nodal and corridor development patterns, while promoting the advancement of existing commercial land uses and the use of existing infrastructure. Development that includes residential use is encouraged to provide support for commercial and other uses. 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 0.63 of an acre subject site is located in the southern portion of a larger parcel, of which the northern portion fronts University Boulevard West (SR 109). The northern portion of the parcel is designated as CGC land use, and the southern portion, the subject of this land use amendment, is designated as RPI. The subject land use amendment seeks to extend the CGC land use to make the entire parcel CGC. Further, the site is

southwest of the commercial node formed by the intersection of University Boulevard West, a minor arterial roadway, and St. Augustine Road, a collector roadway.

The proposed amendment to CGC would allow for the development of undeveloped and underutilized property for additional commercial and retail space within the Southeast Planning District. The RPI south of the site buffers the LDR further south of the site, acting as a transitional land use and creating a gradation of uses that will minimize the impact of the proposed increase in commercial intensity. Additionally, the proposed land use designation would preserve the character of existing neighborhoods while enhancing the viability of non-residential areas. The proposed amendment is a logical extension of the abutting CGC land use designation as it will result in a uniform land use of an entire parcel. The proposed amendment to CGC results in a compact and compatible development pattern as CGC surrounds the subject site to the north, east, and west. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objectives 1.1 and 3.2, and Policies 1.1.22, 3.1.2, and 3.2.6.

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

Vision Plan

The subject site is located within the boundaries of the Southeast Jacksonville Vision Plan (2010). Sub-Principle 2.2 of the Plan recommends amending land use and zoning to support more density and mixed uses around targeted nodes and corridors, specifically on roads classified as arterials. Given that the subject site is a part of a commercial node along a minor arterial roadway and that the proposed land use amendment promotes infill development, the proposed amendment is consistent with the Southeast 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 infill development of a property, within the Urban Area, consistent with Policy 4 of the Strategic Regional Policy Plan.

