



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](http://www.Jacksonville.gov)

February 22, 2024

The Honorable Ronald B. Salem, Pharm. D., President  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, FL 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2024-058/Application No. L-5898-23C**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairman Carrico 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 2024-058 on February 22, 2024.

P&DD Recommendation                      APPROVE

PC Issues:                                      One citizen spoke in opposition to the amendment due to concerns about heavy traffic on New Berlin Road. The Commission noted that New Berlin Road is currently operating at approximately 63% capacity.

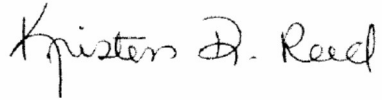
**PC Vote:                                      6-0 APPROVE**

Charles Garrison, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Absent
Julius Harden	Aye
Moné Holder	Aye
Ali Marar	Absent
Michael McGowan	Aye
Jack Meeks	Absent
Tina Meskel	Aye

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

Planning Commission Report  
February 22, 2024  
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Sincerely,

A handwritten signature in black ink that reads "Kristen D. Reed". The signature is written in a cursive style with a loop at the end of the last name.

**Kristen D. Reed, AICP**

***Chief of Community Planning Division***

City of Jacksonville - Planning and Development Department

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Jacksonville, FL 32202

(904) 255-7837

[KReed@coj.net](mailto:KReed@coj.net)

**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – February 16, 2024**

**Ordinance/Application No.:** 2024-58 / L-5898-23C

**Property Location:** 2604 New Berlin Road, between Dunn Creek Road and Sapp Road

**Real Estate Number(s):** 106924 0010

**Property Acreage:** 1.00 acres

**Planning District:** District 6

**City Council District:** District 2

**Applicant:** Josh Cockrell

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Residential Professional Institutional (RPI)

**Current Zoning:** Residential Low Density 100-A (RLD-100A)

**Proposed Zoning:** Commercial Office (CO)

**Development Boundary:** Suburban Development Area

**RECOMMENDATION: APPROVE**

**APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT**

To provide low intensity office space to service constituents in the area.

**BACKGROUND**

The 1.00-acre subject site is located along the south side of New Berlin Road, a collector road, between Dunn Creek Road, unclassified roadway, and Sapp Road, an unclassified road. The applicant is proposing a Future Land Use Map (FLUM) amendment from Low Density Residential (LDR) to Residential Professional Institutional (RPI) to allow for an office space on the site. The applicant is also proposing a companion rezoning from Residential Low Density-100A (RLD-100A) to Commercial Office (CO), which is pending concurrently with this application, pursuant to Ordinance 2024-59.

The land to the north is largely single family residential as well as a rehabilitation center. The property to the south and east is a church and further to the south and east continues the residential development pattern. Abutting the property to the west are single-family residences. Farther west is a commercial node at the intersection of Dunn Creek Road and Sapp Road.

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

North: Land Use: Low Density Residential (LDR), Public Buildings and Facilities (PBF)  
 Zoning: Residential Low Density 100-A (RLD-100A), Public Buildings and Facilities-2 (PBF-2)  
 Property Use: Single family residential, Lanier Rehabilitation Center

South: Land Use: LDR  
 Zoning: RLD-100A, Residential Low Density-50 (RLD-50)  
 Property Use: Single family residential

East: Land Use: LDR  
 Zoning: RLD-100A  
 Property Use: Church, single family residential

West: Land Use: LDR, Community General Commercial (CGC) Neighborhood Commercial (NC)  
 Zoning: Planned Unit Development (PUD), Commercial/Community General-1 (CCG-1), RLD-100A  
 Property Use: Single family residential, commercial node

**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.

**Land Use Amendment Impact Assessment - Application Number L-5898-23C**

<b>Development Analysis</b>	<b>1.00 acre</b>
Development Boundary	Suburban
Roadway Frontage Classification / State Road	New Berlin Road – collector

<b>Development Analysis</b>		<b>1.00 acre</b>
Plans and/or Studies	North VP	
Site Utilization	Current: Single family	Proposed: Office
Land Use / Zoning	Current: LDR RLD-100A	Proposed: RPI CO
Development Standards for Impact Assessment	Current: 5 DUs/Acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 15 DUs/Acre
Development Potential	Current: 5 DUs	Proposed: Scenario 1: 21780 sqft Scenario 2: 15 DUs
Net Increase or Decrease in Maximum Density	Scenario 1: N/A Scenario 2: 10 units net increase	
Net Increase or Decrease in Potential Floor Area	Scenario 1: 21,780 sq. ft. net increase Scenario 2: N/A	
Population Potential	Current: 13 people	Proposed: 35 people
<b>Special Designation Areas</b>		
Aquatic Preserve	N/A	
Evacuation Zone	Zone D	
Airport Environment Zone	N/A	
Industrial Preservation Area	N/A	
Cultural Resources	N/A	
Archaeological Sensitivity	Mostly high, some low	
Historic District	N/A	
Coastal High Hazard	N/A	
Adaptation Action Area	N/A	
Groundwater Aquifer Recharge Area	Discharge	
Wellhead Protection Zone	N/A	
Boat Facility Siting Zone	N/A	
Brownfield	N/A	
<b>Public Facilities</b>		
Potential Roadway Impact	Scenario 1: 655 net new daily trips Scenario 2: 54 net new daily trips	
Potential Public School Impact	De minimis	
Water Provider	Private Well (JEA available)	
Potential Water Impact	Scenario 1: Decrease of 107.26 gal/day Scenario 2: Increase of 2195 gal/day	
Sewer Provider	Private well (JEA available)	
Potential Sewer Impact	Scenario 1: Decrease of 80.447 gal/day Scenario 2: Increase of 1646.3 gal/day	
Potential Solid Waste Impact	Scenario 1: Increase of 14.878 tons/year Scenario 2: Increase of 26 tons/year	
Drainage Basin/Sub-basin		

<b>Development Analysis</b>	<b>1.00 acre</b>
Recreation and Parks	Tom Marshall Park – 0.7 miles away
Mass Transit Access	N/A
<b>Natural Features</b>	
Elevations	21 feet - 20 feet
Land Cover	1100: Residential, low density - less than 2 dwelling units/acre
Soils	58 – Pottsburg Fine Sand 14 – Boulogne Fine Sand
Flood Zones	N/A
Wetlands	N/A
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 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 not provided a JEA Availability Letter. A pre-existing structure is present on the property that will be used as office space under the companion Commercial Office rezoning application. The structure is currently supplied with water and sewer services from a pre-existing well and septic setup. According to infrastructure maps, JEA water and sewer lines run along New Berlin Road in front of the property. The applicant will be required to connect to JEA water and sewer if the site is redeveloped at some point in the future.

### 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 is 1.0 acres and is accessible from New Berlin Road, a collector facility. The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 3. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Residential Professional Institutional (RPI).

**Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with 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 <i>Trip Generation Manual</i> , 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:**

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 land use would result in 47 daily trips. If the land use is amended to

allow for this proposed RPI development, this will result in 712 or 101 daily trips depending on the scenario.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment has 655 or 54 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	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
LDR	210	5 SF DUs	T= 9.43 (X)	47	0	47
				<i>Total Trips for Existing Land Use- Scenario</i>		<b>47</b>
Proposed Land Use-Scenario 1	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	822	21,780 SF	T = 54.45(X)/ 1000	1,186	474	712
				<i>Total Trips for Proposed Land Use- Scenario 1</i>		<b>712</b>
Proposed Land Use-Scenario 2	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Pass-By Trips	Daily Trips
RPI	220	15 MF DUs	T = 6.74 (X)	101	0	101
				<i>Total Trips for Proposed Land Use- Scenario 2</i>		<b>101</b>
				<b>Scenario 1 Difference in Daily Trips</b>		<b>655</b>
				<b>Scenario 2 Difference in Daily Trips</b>		<b>54</b>

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

**School Impacts**

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

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of mostly high and some low sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.



### Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

### **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 change. Per EPD's attached memo, 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.

The proposed property in land use amendment L-5898-23C will be in close proximity to New Berlin Road, indicating sufficient access to I-295 (4.45 road miles) and I-95 (3.99 road miles), primary evacuation routes.

In consideration of the surrounding evacuation zones (Zone D, Zone C, and Zone A), nearest evacuation routes, and the estimate of 54 - 665 additional daily trips the development of the proposed property could create a localized impact to the traffic flow on I-295 and I-95 during an emergency evacuation scenario. The changes proposed through land use amendment application L-5898-23C would have a minimal impact on countywide evacuation clearance time within Duval County. Site design techniques that minimize disruption to existing traffic flow are encouraged.

### 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.

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 and Development Department on January 19th, 2023, the required notices of public hearing signs were posted. Twenty (20) 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 29, 2024. One member of the public spoke in opposition to the amendment.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### Future Land Use Element (FLUE)

##### *Development Area*

Suburban Area (SA): The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as defined in this 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.

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 to 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.

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), 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. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided.

Residential-Professional-Institutional (RPI) in the Suburban Area is intended to provide low to medium density development. Development which includes medium density residential and professional office uses is preferred. Limited 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. RPI in the Suburban Development Area permits residential densities up to 20 units per acre. RPI is a transitional land use category typically designated between low density residential areas and higher intensity commercial areas.

The proposed amendment from LDR to RPI would provide new low intensity designated land for offices to create a well-balanced combination of land uses. The site fronts along a collector roadway and lies less than 500 feet east of the CGC commercial intersection of Dunn Creek

Road and New Berlin Road. RPI is a low intensity commercial land use category, and the site is further limited by the companion rezoning to Commercial Office which restricts the amendment site to low intensity uses such as daycares and medical offices. Therefore, the amendment is consistent with the FLUE Goals 1 and 3, Objective 1.1, and Policies 1.1.21 and 1.1.22.

The applicant has not provided a JEA Availability Letter. However, the applicant has stated the property will be served by a pre-existing well and septic system. If any redevelopment of the site is to occur, the property owner will be required to connect to JEA water and sewer. Therefore, FLUE Policy 1.2.8 is satisfied.

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 property is located within the boundaries of the North Jacksonville Vision Plan. While the plan does not provide specific recommendations for the subject site, the proposed amendment of the site supports stated goals such as creating new office centers in the area. The amendment would support the goals of the vision plan by adding to the stock of office and professionally oriented land in the area. Therefore, the proposed application is consistent with the goals outlined in the Southwest Jacksonville Vision Plan.

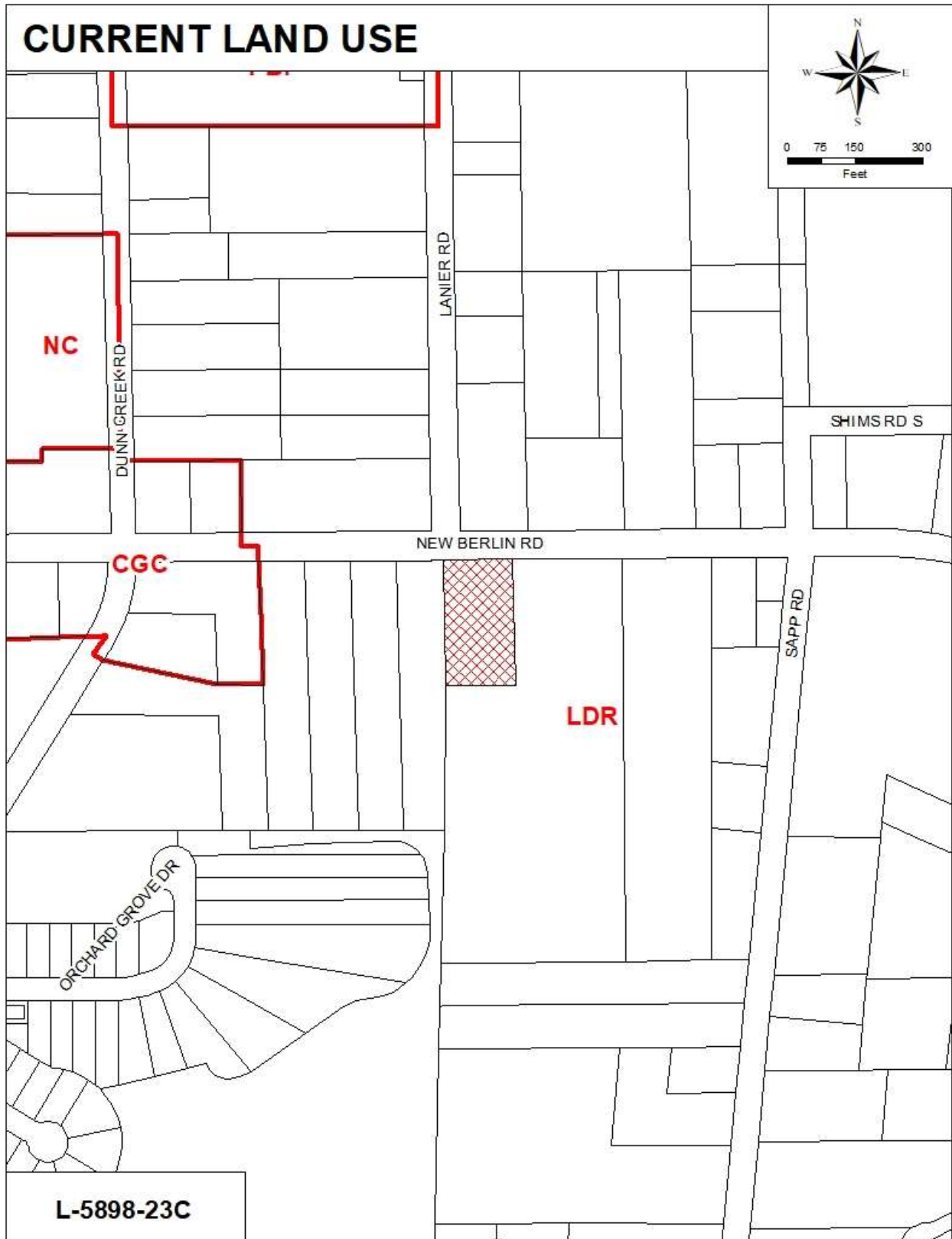
### **Strategic Regional Policy Plan**

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

Goal: A safe, sanitary, efficient and resilient housing supply that provides lifestyle choice (agricultural, rural, suburban, and urban) and affordable options for all income, age and ability groups, equitably placed in vibrant, viable and accessible communities throughout the region.

The proposed land use amendment would increase opportunities for residential development, providing a wider range of housing in the northeast Florida region and create a location for the development of new housing stock for the area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

# CURRENT LAND USE MAP



# LAND UTILIZATION MAP

