

# City of Jacksonville, Florida

*Lenny Curry, Mayor*

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February 4, 2021

The Honorable Tommy Hazouri, President  
The Honorable Michael Boylan, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, Florida 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2021-007/Application No. L-5496-20C**

Dear Honorable Council President Hazouri, Honorable Council Member and LUZ Chairman Boylan 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 2021-007 on February 4, 2021.

P&DD Recommendation	APPROVE
PC Issues:	None
<b>PC Vote:</b>	<b>6-0 APPROVE</b>

Joshua Garrison, Chair	Aye
Dawn Motes, Vice-Chair	Absent
David Hacker, Secretary	Aye
Marshall Adkison	Aye
Daniel Blanchard	Absent
Ian Brown	Aye
Alexander Moldovan	Aye
Jason Porter	Aye

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

Sincerely,

*Kristen D. Reed*

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

**Small-Scale Future Land Use Map Amendment – January 29, 2021**

**Ordinance/Application No.:** 2021-007 / L-5496-20C  
**Property Location:** 545 Eastport Road, between Aaron Road and Charlie Road  
**Real Estate Number(s):** 109538 - 0050  
**Property Acreage:** 0.76 of an acre  
**Planning District:** District 6, North  
**City Council District:** District 7  
**Applicant:** Cyndy Trimmer, Esquire  
**Development Area:** Suburban Development Area  
**Current Land Use:** LDR  
**Proposed Land Use:** RPI  
**Current Zoning:** RLD-60  
**Proposed Zoning:** RO  
**RECOMMENDATION:** **Approve**

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

Applicant seeks a land use amendment to permit the operation of an accounting office.

**BACKGROUND**

The 0.76 acre subject site is located at the northeast quadrant of Eastport Road and Aaron Road. According to the Functional Highway Classification Map, Eastport Road is a collector roadway and Aaron Road is a local roadway. The property is also located in the Suburban Development Area, Planning District 6, Council District 7 and is currently used as a civic club. The amendment seeks to change the land use category from Low Density Residential (LDR) to Residential-Professional-Institutional (RPI) to allow the property to be used as an accounting office. The zoning is currently Residential Low Density-60 (RLD-60) and the applicant is proposing a companion rezoning to Residential

Office (RO). The companion rezoning is pending concurrently with this application pursuant to Ordinance 2021-008.

Single-family residential is the dominant land use surrounding the application site. However, there are some multi-family residential dwelling units, a church, a convenience store, and light manufacturing nearby. The property was most recently used as the Northside Lions Club.

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

North: Land Use: LDR

Zoning: RLD-60

Property Use: Single-family dwellings and vacant undeveloped land

South: Land Use: LDR

Zoning: RLD-60

Property Use: Seaboard Coast railroad track, single-family dwellings and vacant undeveloped land

East: Land Use: LDR, Neighborhood Commercial (NC), Light Industrial (LI)

Zoning: RLD-60, Commercial Neighborhood (CN), Industrial Light (IL)

Property Use: Single-family dwellings, multi-family dwellings, church, convenience store, light manufacturing and warehouse

West: Land Use: LDR, Medium Density Residential (MDR), LI

Zoning: RMD-60, Planned Unit Development (PUD), IL

Property Use: Single-family dwellings, vacant undeveloped land and apartments, CSX rail road track

## **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.

Where there is not an associated site specific policy or note on the Annotated FLUM, the impact assessment incorporates supplemental information for non-residential land use categories that permit residential uses in order to assess the potential impacts. Supplemental information related to these impacts are depicted as scenario 2 in the Impact Assessment Baseline Review Table and, as relevant, in the analysis following the table.

**Impact Assessment Baseline Review – Application Number L-5496-20C**

<b>Development Analysis of 0.76 of an acre</b>		
Development Boundary	Suburban Development Area	
Roadway Frontage Classification / State Road	Eastport Road – Collector Road Aaron Road – Local Road	
Plans and/or Studies	North Jacksonville Shared Vision and Master Plan	
Site Utilization	Current: Civic Club	Proposed: Accounting Office
Land Use / Zoning	Current: LDR / RLD-60	Proposed: RPI / RO
Development Standards for Impact Assessment	Current: 5 single-family DUs/acre	Proposed: Scenario 1: 0.5 FAR Scenario 2: 10% non-residential at 0.50 FAR and 80% residential at 15 multi-family DUs per acre in Suburban Area
Development Potential	Current: 3 single-family DUs	Proposed: Scenario 1: 16,552 sq. ft. of RPI space Scenario 2: 1,655 sq. ft. of RPI Space and 10 multi-family DUs
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 3 dwelling units Scenario 2: Increase of 7 dwelling units	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 16,552 sq. ft. of RPI space Scenario 2: Increase 1,655 sq. ft. of RPI space	
Population Potential	Current: 8 people	Proposed: Scenario 1: 0 people Scenario 2: 23 people
<b>Special Designation Areas</b>		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	300 Height Restriction Zone for Jacksonville International Airport	
Industrial Preservation Area	No	
Cultural Resources	No	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	

<b>Development Analysis of 0.76 of an acre</b>	
Groundwater Aquifer Recharge Area	No; Discharge area
Wellhead Protection Zone	No
Boat Facility Siting Zone	No
Brownfield	No
<b>Public Facilities</b>	
Potential Roadway Impact	Scenario 1: Increase of 133 net new daily trips. Scenario 2: Increase of 61 net new daily trips.
Potential Public School Impact	Scenario 1: Not applicable Scenario 2: De minimus
Water Provider	JEA
Potential Water Impact	Scenario 1: Increase of 363.54 gallons per day Scenario 2: Increase of 1,668.1 gallons per day
Sewer Provider	JEA
Potential Sewer Impact	Scenario 1: Increase of 272.66 gallons per day Scenario 2: Increase of 1,251.1 gallons per day
Potential Solid Waste Impact	Scenario 1: Increase of 18.683 tons per year Scenario 2: Increase of 20.848 tons per year
Drainage Basin/Sub-basin	Broward River Basin and Sub-basin
Recreation and Parks	San Mateo Neighborhood Park
Mass Transit Access	No bus service at this location
<b>Natural Features</b>	
Elevations	20 to 22 feet above mean sea level
Land Cover	1200; Residential Medium Density
Soils	(32) Leon fine sand
Flood Zones	No
Wetlands	No
Wildlife (applicable to sites greater than 50 acres)	Not applicable

### 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).

**Infrastructure Element, Sanitary Sewer Sub-Element**

**Policy 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

**Transportation**

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in a net increase of 133 new daily external trips for scenario one and an increase of 61 new daily external trips for scenario two. This analysis is based upon the comparison of what potentially could be built on that site (as detailed in FLUE Policy 1.2.16 Development Standards for Impact Assessment) versus the maximum development potential. Trips generated by the new development will be processed through the Concurrency and Mobility Management System Office. A copy of the transportation analysis is on file with the Planning and Development Office.

**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.

**Capital Improvements Element**

**Policy 1.6.1** Upon adoption of the Mobility Plan implementing ordinance, the City shall cease transportation concurrency and use a quantitative formula for purposes of assessing a landowner's mobility fee for transportation impacts generated from a proposed development, where the landowner's mobility fee shall equal the cost per vehicle miles traveled (A); multiplied by the average vehicle miles traveled per Development Area (B); multiplied by the daily trips (C); subtracted by any trip reduction adjustments assessed to the development.

**Supplemental Transportation Information**

Objective 2.4 of the Transportation Element (TE) of the 2030 Comprehensive Plan requires that 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 of the TE of the 2030 Comprehensive Plan requires that 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.

These two Comprehensive Plan policies ensure that the transportation impact related to land use amendments are captured in the Long Range Transportation Plan (LRTP) that is conducted every 5 years. This analysis includes the cumulative effect of all land use amendments that were approved within this time period. This plan identifies the future transportation needs and is used to create cost feasible roadway needs that can be funded by the City's Mobility Strategy Plan.

Mobility needs vary throughout the city and in order to quantify these needs, the city was divided into 10 Mobility Zones. The Mobility Strategy Plan identifies specific transportation strategies and improvements to address traffic congestion and mobility needs for each mode of transportation. The project site is located in Mobility Zone 3.

The subject site is accessible via Eastport Road, a collector roadway. Eastport Road is currently operating at 65% of its service volume capacity. Both scenarios of the proposed development will have insignificant impacts on the roadway network.

### **School Capacity**

The proposed development of ten dwelling units has a de minimis impact on school capacity and therefore does not require a school level of service review.

### **Airport Environment Zone**

The site is located within the 300 foot Height and Hazard Zone for the Jacksonville International Airport. Zoning will limit development to a maximum height of less than 300 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 2.5        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.

### **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 1.2.6        The Planning and Development Department shall maintain and update for planning and permitting purposes, a U.S.G.S. series of topographic maps upon which recorded archaeological sites are shown.



## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on January 15, 2021, the required notices of public hearing signs were posted. Forty-nine (49) 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 19, 2021. The applicant was the only one in attendance for this application.

## **CONSISTENCY EVALUATION**

### **Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies**

#### *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 further described in each land use plan category.

#### **Future Land Use Element:**

- 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 1.1.5      The amount of land designated for future development should provide for a balance of uses that:  
A. Fosters vibrant, viable communities and economic development opportunities;  
B. Addresses outdated development patterns;  
C. Provides 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.
- Policy 1.1.10      Gradual transition of densities and intensities between land uses in conformance with the provisions of this element shall be achieved through zoning and development review process.

- Policy 1.1.11** Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- Policy 1.1.21** Future 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 of the area and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business consistent with FLUE Policy 1.1.5. 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 1.1.24** The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.
- Policy 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.
- 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 3.1.3** 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 6.3** 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.

### **Recreation and Open Space Element**

**Policies 2.2.1** The City shall require that all new non-residential land uses, except in the Central Business District, provide a minimum of 10% of the property in open space.

According to the Category Description within the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Development Area is intended to provide for low density residential uses. The predominant development typology in this category is single-family residential development.

RPI in the Suburban Development Area is intended to provide compact low to medium density development. Development which includes medium density residential and professional office uses is preferred. Limited commercial retail sales and service establishments which serve a diverse set of neighborhoods are also encouraged in order to reduce the number of Vehicle Miles Traveled. Single-use developments shall be limited to residential or office and mixed use developments may not include more than 90 percent of any individual use. Plan amendment requests for new RPI designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses.

Consistent with FLUE Policy 1.2.9, the subject site can be served by city water and sewer services. According to the JEA Letter dated November 3, 2020, the project site can use the existing water connection if it is in good condition. In addition there is an existing 16-inch water main within the Eastport Road right-of-way (ROW). A sanitary sewer 6-inch force main is also available within the Eastport Road ROW.

The proposed amendment to RPI promotes a compatible land development pattern on underutilized property located along Eastport Road, a collector roadway and in the Suburban Development Area. Considering there are other commercial and industrial uses nearby the proposed RPI is consistent with FLUE Policies 1.1.11, 1.1.22, 1.1.24 and Objectives 1.1 and 6.3.

The amendment to RPI results in a transitional land use category with the abutting Low Density Residential (LDR) land use category that surrounds the subject site and has frontage on a collector roadway. The proposed use as an accounting office in a RO zoning district is a low key business that will blend with the adjacent residential areas. In addition, there is Light Industrial (LI) 250 feet to the east and Neighborhood Commercial (NC) 210 feet to the east. Railroad tracks are located adjacent to the south side of Eastport Road. Therefore, the larger area is a mixed use neighborhood where the RPI uses are compatible. As such, the proposed land use amendment to RPI is consistent to FLUE Goal 3 and Policies 1.1.10 and 3.1.3.

The proposed small scale amendment to RPI provides for a compatible and appropriate scale and intensity of use with minimal impact on the neighborhood. Therefore, the amendment is consistent with FLUE Policies 1.1.5 and 1.1.21.

### **Vision Plan**

The subject property is located within the boundaries of the North Jacksonville Shared Vision and Master Plan (2003) and the Traditional Building Area of the Plan. The Plan provides no specific guidelines for the location of the subject site. However, the site is located 3,300 feet east of Main Street (SR 17), which is proposed for redevelopment of the Main Street corridor in the vision plan. Therefore, the proposed RPI is neither consistent nor inconsistent with the vision plan.

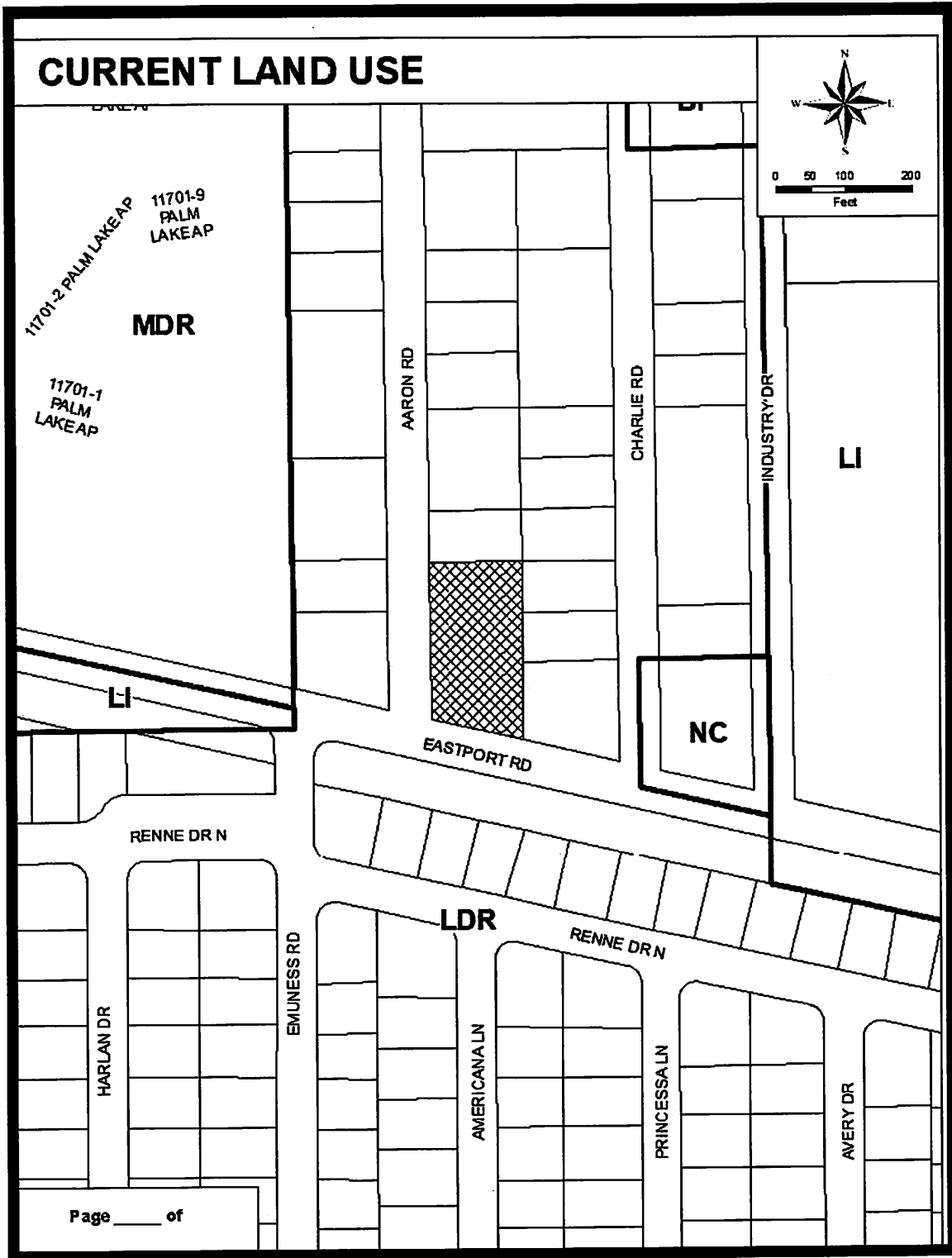
### **Strategic Regional Policy Plan**

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

Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the creation of new business thereby providing an opportunity to further local economic growth. Therefore, the proposed amendment is consistent with Goal 2.3 of the Strategic Regional Policy Plan, Economic Development Element.

# SITE LOCATION AND CURRENT LAND USE MAP



**FIELD / CURRENT USES MAP**

