

**PROPOSED LARGE SCALE  
FUTURE LAND USE MAP (FLUM) AMENDMENT**



**OVERVIEW**

**ORDINANCE: 2014-268**

**APPLICATION: 2013G-001-3-5**

**APPLICANT: PAUL HARDEN**

**PROPERTY LOCATION:** On the south side of Sunbeam Road, at the terminus of Craven Road.

**Acreege:** 37.40 Acres

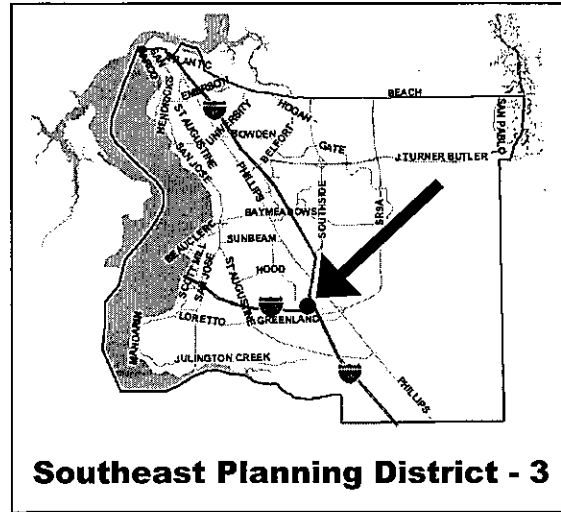
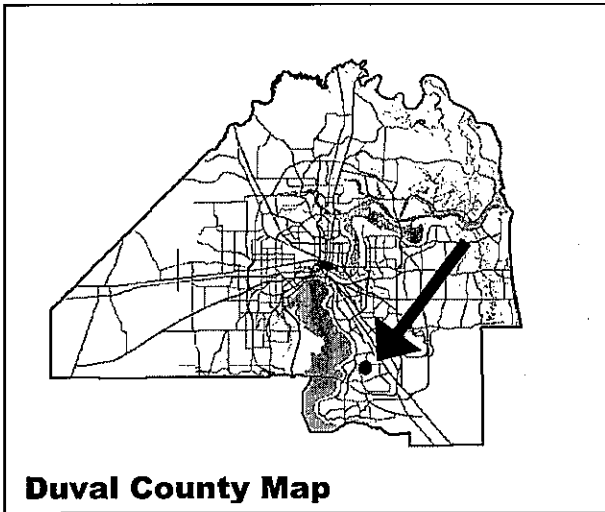
**Requested Action:**

	<b>Current</b>	<b>Proposed</b>
<b>LAND USE</b>	<b>PBF</b>	<b>LDR</b>
<b>ZONING</b>	<b>PUD</b>	<b>PUD</b>

Existing FLUM Category	Proposed FLUM Category	Existing Maximum Density (DU/Acre)	Proposed Maximum Density (DU/Acre)	Existing Maximum Intensity (FAR)	Proposed Maximum Intensity (FAR)	Net Increase or (Decrease) in Maximum Density	Non-Residential Net Increase or (Increase) in Potential Floor Area
PBF	LDR	N/A	5 du/acre = 187 dwelling units	.30 FAR/ 488,743 square feet of PBF	N/A	Increase of 187 dwelling units	Decrease of 488,743 square feet

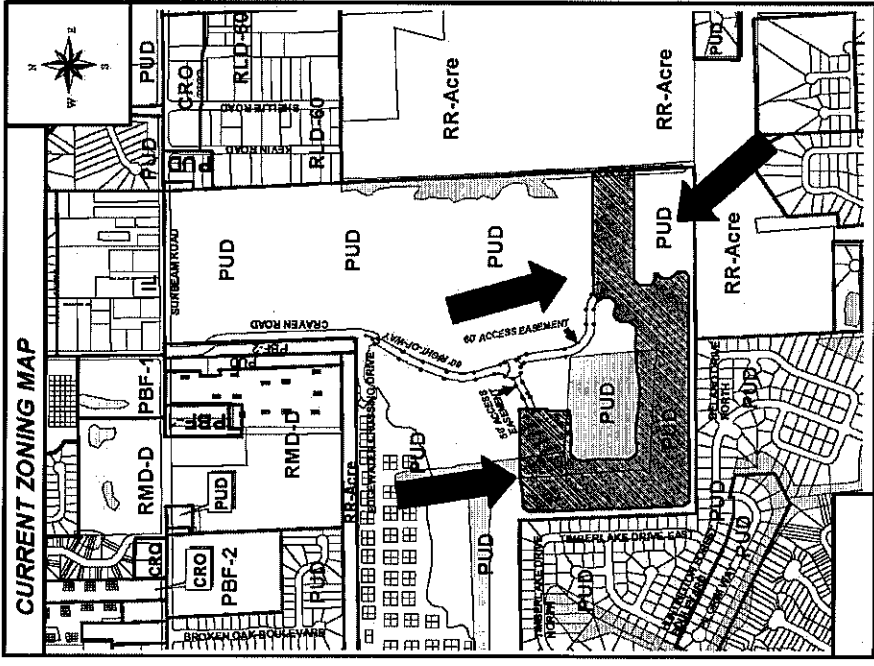
**PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL**

**LOCATION MAPS:**



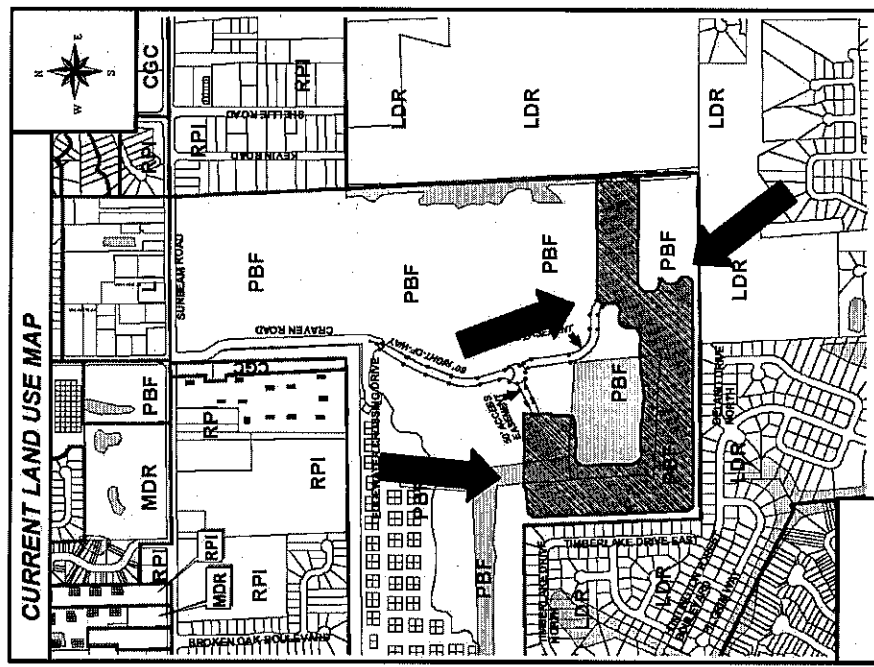
**DUAL MAP PAGE**

**LARGE SCALE LAND USE APPLICATION 2013G-001**



**Current Zoning District(s):** Planned Unit Development (PUD)

**Requested Zoning District(s):** Planned Unit Development (PUD)



**Existing FLUM Land Use Categories:** Public Buildings and Facilities (PBF)

**Requested FLUM Land Use Category:** Low Density Residential (LDR)

## **ANALYSIS**

### **Background:**

The subject property is located off of Sunbeam Road at the terminus of Craven Road in the Southeast Planning District, within the boundaries of Council District 5. The 37.40 acre land use amendment site is a small portion of a much larger site that was a former landfill. However, the land use amendment site is located at the base of the overall landfill property and was not part of the landfilled area.

The applicant proposes an amendment to the Future Land Use Map from Public Buildings and Facilities (PBF) to Low Density Residential (LDR) and a rezoning from Planned Unit Development to (PUD) to Planned Unit Development (PUD). This Large Scale Future Land Use Amendment is being considered for adoption along with its companion rezoning, Ordinance 2014-269.

The PBF functional land use category is intended to accommodate major public use or community service activities. The proposed LDR land use category accommodates mostly single-family residential developments. The applicant intends to use the property for a single family residential development.

The area surrounding the site is suburban in character with single family homes to the west and south, in the LDR land use category. Mostly commercial and office property, with some multi-family communities, front Sunbeam Road in the Residential-Professional-Institutional (RPI), Community/General Commercial (CGC) and Medium Density Residential (MDR) land use categories. Directly north and northeast of the site is the larger and currently vacant property of the former Sunbeam Road landfill in the PBF land use category. As mentioned previously, the subject land use amendment site is a small portion of the larger former Sunbeam Road landfill site. While the landfill is completed and no longer in use, the former landfill's mound continues to be a visual reminder of the site's previous use.

The subject property was previously a part of a 198.7 acre rezoning to PUD, Ordinance 2006-1115-E. One of the conditions of the PUD referenced an agreement which included a requirement for the completion of a 9-hole golf course before construction of additional residential units. The newly proposed PUD is for 37.40 acres, a portion of the overall 198.7 acres, and is proposing a low density single-family residential development. This newly proposed PUD does not propose any golf amenities.

According to the Capital Improvements Element of the 2030 Comprehensive Plan, the site is located within the "Suburban Area" of the City. The existing land use of PBF has a potential development of up to 488,743 square feet of PBF uses. The proposed land use amendment to LDR has a potential development of up to 173 dwelling units.

## **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.

### **Archaeological Sensitivity**

According to the Duval County Preliminary Site Sensitivity Map, the subject property is located within an area of mostly "low" but with some "High" sensitivity for the presence of archaeological resources. However, the property is the site of the former Sunbeam Road landfill that is complete and no longer in use; the probability for the presence of archaeological resources is low. Section 654.122 of the Code of Subdivision Regulations should be followed if archaeological resources are discovered in the construction process.

### **Airport Environs**

The subject property is located within a 300-foot height limitation zone. Development in this area will be limited to a maximum height of less than 300-feet unless approved by the Jacksonville Aviation Authority (JAA) or the Federal Aviation Administration (FAA). Development 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 656.10051(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 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).

### **Transportation**

The Planning and Development Department completed a transportation analysis (see Attachment B) and determined that the proposed amendment does not result in the creation of any new net daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

## School Capacity

The proposed land use map amendment has a potential development of 187 single-family dwelling units. This development was analyzed to determine whether there is adequate school capacity, for each school type (elementary, middle, and high school), to accommodate the proposed development, based on the LOS standards (105% of permanent capacity), concurrency service areas (CSAs) for elementary, middle and high schools, and other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

### School Impact Analysis

2013G-001

Development Potential: 187 Single-Family Dwelling Units

School Type	CSA	2013-2014 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	4	6,945	96%	31	99%	262
Middle	4	4,957	85%	14	84%	1,105
High	5	7,698	100%	17	94%	655
Total New Students				62		

Total Student Generation Yield: 0.333

Elementary: 0.167

Middle: 0.073

High: 0.093

The analysis of the proposed residential development does not reveal any deficiency for school capacity.

## Solid Waste Division

The proposed land use amendment covers a portion of the property that was formerly used as a landfill off of Sunbeam Road. The Solid Waste Division of Public Works confirmed that the subject property proposed for the land use amendment is at the base of the former landfill site and was not part of the landfilled area. However, Section 380.113, Ordinance Code, explains that "completed sanitary landfill and dump sites may be used only for recreational or agricultural purposes unless other usage is approved by the Director." The applicant has received approval for the proposed low density development from the Chief of the Solid Waste Division, Department of Public Works and therefore, can continue through the adoption round of this large scale land use amendment. (See Attachment D)

# IMPACT ASSESSMENT

<b>DEVELOPMENT ANALYSIS</b>		
	<b>CURRENT</b>	<b>PROPOSED</b>
Site Utilization	Vacant – portion of completed landfill site	Commercial
Land Use Category	PBF	LDR
Development Standards For Impact Assessment	.30 FAR	5 DU/acre
Development Potential	488,743.2 sf	187 DUs
Population Potential	N/A	497 people
<b>SPECIAL DESIGNATIONS AREAS</b>		
	<b>YES</b>	<b>NO</b>
Aquatic Preserve		X
Airport Environ Zone	300' military height zone	
Industrial Preservation Area		X
Cultural Resources		X
Archaeological Sensitivity	Mostly Low, Some Medium & High Sensitivity to Archaeological Resources	
Historic District		X
Coastal High Hazard Area		X
Ground Water Aquifer Recharge Area		X
Well Head Protection Zone		X
<b>PUBLIC FACILITIES</b>		
Potential Roadway Impact	There will be no increase of daily trips	
Water Provider	JEA	
Potential Water Impact	Increase of 14,196 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Increase of 10,647 gallons per day	
Potential Solid Waste Impact	Decrease of 275.7 tons per year	
Drainage Basin / Sub-Basin	Julington Creek Stream	
Recreation and Parks	Huntington Forest Park to the south of property;	
Mass Transit	On the bus route of SS35 and on route of the Mandarin Community Shuttle SS21	
<b>NATURAL FEATURES</b>		
Elevations	25 feet	
Soils	Pamlico muck, depressional, 0 to 1 percent slopes (49); Pits (55)	
Land Cover	Upland coniferous forests (4110); Reservoirs (5300); Wetland coniferous forest (6200); Wetland forest mixed (6300); Wet prairies (6430), Solid Waste disposal (8350)	
Flood Zone	NO	
Wet Lands	Mixed wetland hardwoods (6170)	
Wild Life	NO	

## **PROCEDURAL COMPLIANCE**

### **Signs, Notices and Preview Workshop**

Upon site inspection by the Planning and Development Department on August 7, 2013, the required notices of public hearing signs were posted. Ninety-two (92) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates. In addition, the Oxford Oaks Home Association, the Greater Hood Road Community Association, Edgewater at Sunbeam, Sutton Oaks HOA, Better Baymeadows, Inc., Summer Crossing HOA and the Southeast CPAC were notified of the proposed land use amendment.

The Planning and Development Department held a Preview Workshop on August 19, 2013. A number of citizens attended the meeting to find out additional information on the proposed change. There were 4 speakers requesting more information and voicing concerns on the amount of flooding they currently have in the area. Many phone calls requesting more information on this application have been received by the Planning and Development Department.

## **CONSISTENCY EVALUATION**

### **2030 Comprehensive Plan Consistency**

The proposed amendment is consistent with the following Objectives and Policies of the 2030 Comprehensive Plan, 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 the proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.
- 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 1.1.12      Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial and residential plan categories, in order to allow for appropriate combinations of complementary land uses, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations.

**Objective 3.1** Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for the citizens. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the 2030 Comprehensive Plan and Land Development Regulations.

According to the Category Description of the Future Land Use Element (FLUE), the existing PBF land use category accommodates major public uses or community service activities.

The proposed Low Density Residential (LDR) land use category permits housing densities of up to 7 dwelling units per acre when full urban services are available. Generally, single-family detached housing will be the predominant land use in this category, although mobile homes, patio homes, townhomes and multi-family dwellings may also be permitted in appropriate locations. Additionally, certain secondary and supporting uses are permitted in all residential categories including supporting commercial and service establishments and home occupations.

The proposed land use amendment is surrounded by residential uses to the south and west. Additional residential developments are located directly on Sunbeam Road or behind the office and commercial uses fronting on Sunbeam Road. Consistent with Objective 1.1, the proposed amendment would result in a compatible land use pattern while discouraging urban sprawl.

The applicant proposes to increase the opportunity for residential development with low density residential lots through the use of a Planned Unit Development, thereby maintaining the character and trend of the area satisfying Policy 1.1.12 and Objective 3.1. Further, the proposed LDR land use designation maintains a transition of densities and intensities between land uses for the area, thereby satisfying FLUE Policy 1.1.10.

## **Vision Plan**

The proposed amendment is located within the boundaries of the Southeast Vision Plan. The Guiding Principles of the Southeast Vision Plan provide a framework for directing growth towards existing commercial corridors and away from existing neighborhoods, with an aim towards preserving existing character and scale of neighborhoods.

Given the site's proximity to Sunbeam Road, a collector corridor, as well as its proximity to other low density residential uses to the south and west adjacent to the property, the subject



site is a suitable location for complementary low density residential uses. The proposed land use amendment is consistent with the Southeast Vision Plan as it focuses on residential growth and infill consistent with the character of the surrounding area.

### **Strategic Regional Policy Plan Consistency**

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

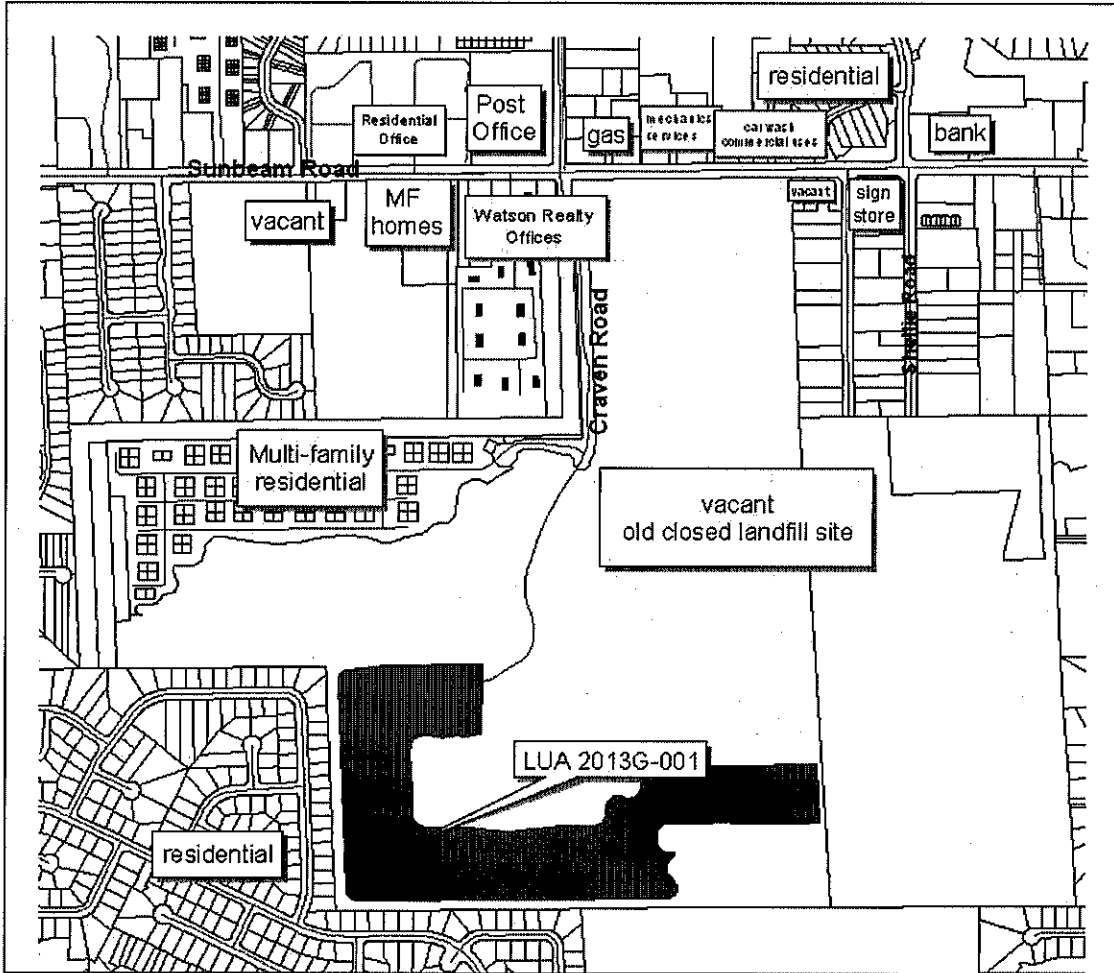
**Goal 2.3** An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment is consistent with Goal 2.3 of the Northeast Florida Regional Council's Strategic Regional Policy Plan as it would increase the opportunity for residential construction jobs and increase the market for new business to locate in the Southeast Planning District.

### **RECOMMENDATION**

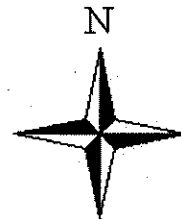
The Planning and Development Department recommends **APPROVAL** of this application based on its consistency with the 2030 Comprehensive Plan and Strategic Regional Policy Plan.

**ATTACHMENT A**  
**Existing Land Utilization**



**City of Jacksonville**  
**LUA 2013G-001**  
**Field Map**

1000 0 1000 2000 Feet



# ATTACHMENT B

## Traffic Analysis

Produced by: Planning and Development Department  
 Application Number: 2013G-001

LB  
 Date: 4/16/2014  
 Mobility Zone / Development Area: 3 / Suburban  
 Planning District: 3  
 Council District: 5

### Trip Generation Estimation

Existing Development	Number of Acres	ITE Land Use Code	Existing Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	Less Pass-By Trips	Net New Daily Trip Ends
Undeveloped	37.4							0	0
<b>Total Section 1</b>									<b>0</b>


Current Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips	Less Internal Trips	* Less Pass-By Trips	Net New Daily Trip Ends
PBF / PUD	37.4	730	488,743	1,000 SF OF GLA	$T = 68.93 (X) / 1000$	33,689	0.00%	0.00%	33,689
<b>Total Section 2</b>									<b>33,689</b>

Proposed Land Use	Number of Acres	ITE Land Use Code	Potential Number of Units (X)	Independent Variable (Units)	Estimation Method (Rate or Equation)	Gross Trips PM/Daily	Less Internal Trips	* Less Pass-By Trips	Net New Daily Trip Ends
LDR / PUD	37.4	210	187	DUs	$Ln(T) = 0.92 Ln(X) / 1000 + 2.72$	1,868	0.00%	0.00%	1,868
<b>Total Section 3</b>									<b>1,868</b>
<b>Net New Trips = Section 3 - Section 2 - Section 1</b>									<b>0</b>

Source: Trip Generation, 9th Edition, ITE

# ATTACHMENT C

## Land Use Amendment Application


	<b>APPLICATION FOR LARGE SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN</b>		
<b>Date Submitted:</b> 5/7/13 <b>Land Use Transmittal Ordinance #:</b> 2014-268 <b>Rezoning Ordinance #:</b> 2014-269 <b>JPDD Application #:</b> 2013G-001 <b>Assigned Planner:</b> Helena Parola	<b>Date Staff Report is Available to Public:</b> 5/2/2014 <b>Planning Commission's LPA Public Hearing:</b> 5/8/2014 <b>1st City Council Public Hearing:</b> 5/13/2014 <b>LUZ Committee's Public Hearing:</b> 5/20/2014 <b>2nd City Council Public Hearing:</b> 5/27/2014		
<b><u>GENERAL INFORMATION ON APPLICANT &amp; OWNER</u></b>			
<b>Applicant Information:</b> PAUL HARDEN LAW OFFICE OF PAUL M. HARDEN 501 RIVERSIDE AVENUE, SUITE 901 JACKSONVILLE, FL 32202 Ph: 904-396-5731 Fax: 904-399-5461 Email: PAUL_HARDEN@BELLSOUTH.NET		<b>Owner Information:</b> DANE CATES JAXSON BROWN, INC. 42 TIMOGA TRAIL ST. AUGUSTINE, FL 32084	
<b><u>DESCRIPTION OF PROPERTY</u></b>			
<b>Acres:</b> 37.40 <b>Real Estate #(s):</b> 149039 0000, a portion of		<b>General Location:</b> SOUTHSIDE OF SUNBEAM RD, AT THE TERMINUS OF CRAVEN RD.	
<b>Planning District:</b> 3 <b>Council District:</b> 5 <b>Development Area:</b> SUBURBAN AREA <b>Between Streets/Major Features:</b> OLD KINGS RD., S. and SAN JOSE BLVD.		<b>Address:</b> SUNBEAM RD	
<b><u>LAND USE AMENDMENT REQUEST INFORMATION</u></b>			
<b>Current Utilization of Property:</b> VACANT <b>Current Land Use Category/Categories and Acreage:</b> PBF 37.40			
<b>Requested Land Use Category:</b> LDR <b>Justification for Land Use Amendment:</b> SINGLE-FAMILY DEVELOPMENT		<b>Surrounding Land Use Categories:</b> LDR, PBF	
<b><u>UTILITIES</u></b>			
<b>Potable Water:</b> COU		<b>Sanitary Sewer:</b> COU	
<b><u>COMPANION REZONING REQUEST INFORMATION</u></b>			
<b>Current Zoning District(s) and Acreage:</b> 37.40			
<b>Requested Zoning District:</b> PUD			
Additional information is available at 904-255-7888 or on the web at <a href="http://maps.coi.net/luzap/">http://maps.coi.net/luzap/</a>			

**ATTACHMENT D**  
**Correspondence from Solid Waste Division**

SOLID WASTE DIVISION



**MEMORANDUM**

**TO:** Bruce Lewis, Planning Department  
**FROM:** Jeffrey S. Foster, P.E., P.G., Chief, Solid Waste Division   
**DATE:** March 31, 2014  
**RE:** Edgewater at Sunbeam Proposed Residential Development Sunbeam Road

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I have reviewed the proposed residential development plans and discussed the development of the parcel with the Florida Department of Environmental Protection, Northeast District. Since the site is part of the footprint for the closed landfill, the applicant may need to modify the existing permit for the landfill. In the event the FDEP determines that a permit modification will not be required, the applicant shall submit written notification and documentation to the Solid Waste Division that a permit modification will not be required within 30 days of such determination.

Therefore, pursuant to Ordinance 380.113 (Part 1) I have no objections for the use of the property other than agricultural or recreational uses, providing the following conditions are addressed by the applicant in their submittal to the FDEP, or SJRWMD as applicable:

The proposed stormwater pond for the development will be separate from the existing stormwater facility that serves the landfill, and, if the proposed development uses any portion of the existing stormwater facility that serves the landfill, the applicant will provide engineering calculations that show the stormwater system for the landfill will not be adversely affected by the new development and is approved by the FDEP, or SJRWMD, as applicable.

The City will not be taking over the ownership, upkeep, maintenance, operation or any past or future liability of the existing stormwater pond for the landfill.

If necessary, contingency plans are in place to address the potential for methane migration and/or excavation and disposal of buried refuse along the proposed right-of-way corridor in the event buried refuse is encountered during construction,

Notification to the Property Appraiser's Office (PAO) of any changes in the landfill footprint RE#'s that is/are currently on file with the PAO, and

Approval of any necessary permit modification of the Sunbeam Road Landfill by the FDEP or SJRWMD, as applicable.

If there are any questions concerning this approval letter, please do not hesitate to contact me at this office (904) 255-7512.

DEPARTMENT OF PUBLIC WORKS  
1031 Superior Street Jacksonville, FL 32254 Phone: 904.387.8922 Fax: 904.387.8905 www.coj.net

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