

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



OVERVIEW

ORDINANCE: 2013-658

APPLICATION: 2013G-001-3-5

APPLICANT: PAUL HARDEN

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

Acreage: 34.70 Acres

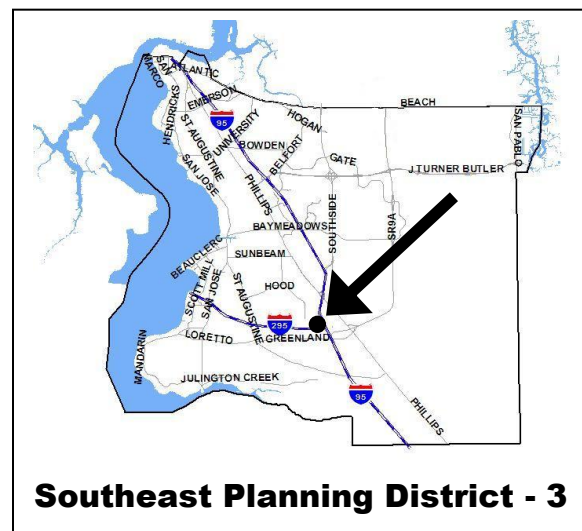
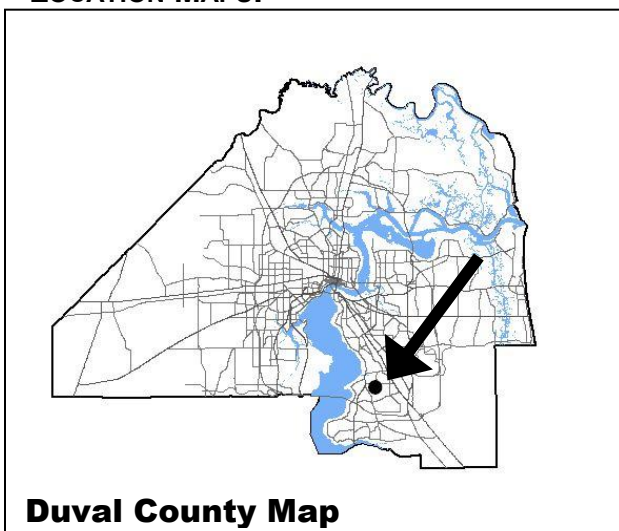
Requested Action:

	Current	Proposed
LAND USE	PBF	LDR
ZONING	PUD	PUD

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 = 173 dwelling units	.30 FAR/ 453,459 square feet of PBF	N/A	Increase of 173 dwelling units	Decrease of 453,459 square feet

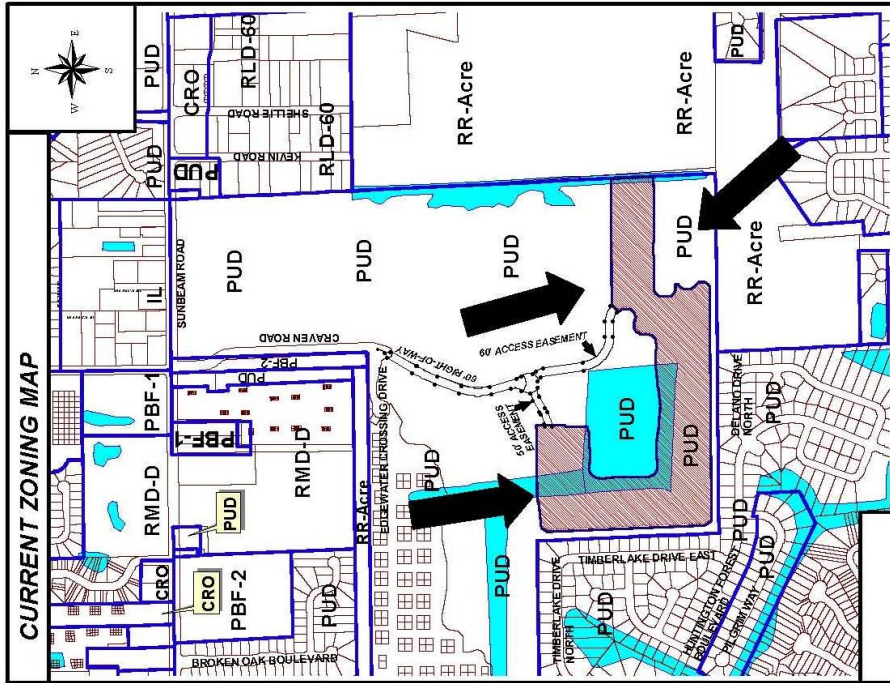
PLANNING AND DEVELOPMENT DEPARTMENT'S RECOMMENDATION: APPROVAL

LOCATION MAPS:



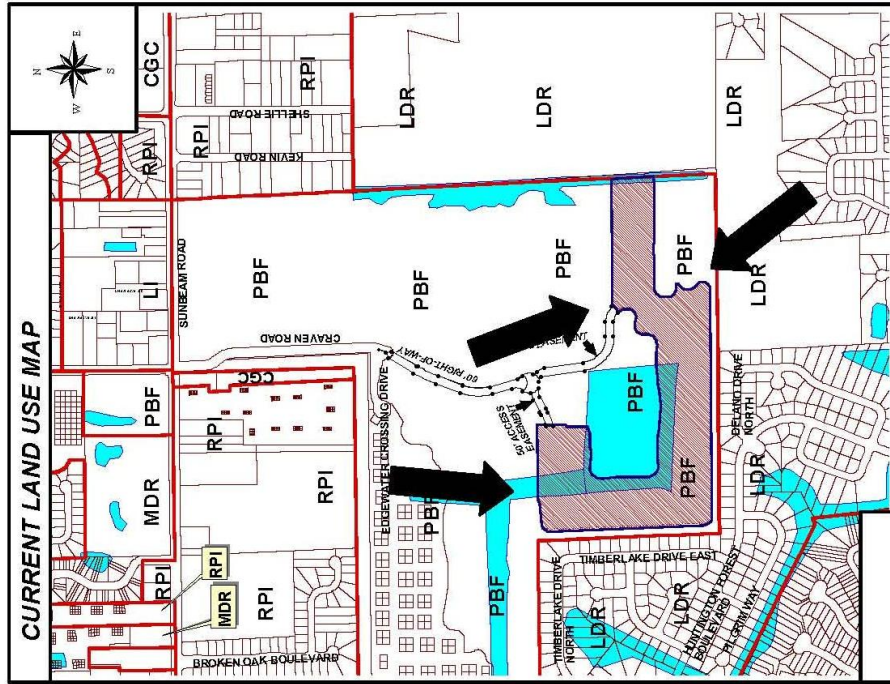
DUAL MAP PAGE

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 34.70 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). The rezoning application is not required for the transmittal round of legislation and therefore, has not yet been submitted. The rezoning application proposing an amended PUD will be processed during the adoption round of this Large Scale Future Land Use Amendment series.

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.

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 453,459 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 daily external trips. Potential traffic impacts will be addressed through the Concurrency and Mobility Management System Office.

School Capacity

The proposed land use amendment has a potential development of 173 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

LUA: 2013G-001

Development Potential: 173 Single-Family Dwelling Units

School Type	CSA	2012-13 Enrollment/CSA	Current Utilization (%)	New Student/ Development	5-Year Utilization (%)	Available Seats
Elementary	4	6,945	100%	29	106%	7,338
Middle	4	4,957	88%	13	87%	4,326
High	5	7,698	102%	16	89%	6,817
Total New Students				58		

The analysis of the proposed residential development **does** reveal that elementary school exceeds the LOS Standards (105%) for future enrollment. However, based on the 5-year projection there will be a surplus available in adjacent CSA 3. The applicant should apply for a formal review and testing for school concurrency through the Concurrency Management & Mobility Service Office.

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 must receive approval for the proposed low density development from the Chief of the Solid Waste Division or the Director of Public Works before continuing through the adoption round of this large scale land use amendment. (See Attachment D)

IMPACT ASSESSMENT

DEVELOPMENT ANALYSIS		
	CURRENT	PROPOSED
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	453,459.6 sf	173 DUs
Population Potential	N/A	460 people
SPECIAL DESIGNATIONS AREAS		
	YES	NO
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
PUBLIC FACILITIES		
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	
NATURAL FEATURES		
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:

- | | |
|---------------|---|
| 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 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.

Due to the property's location on a portion of the former Sunbeam Road landfill site, Section 380.113, Ordinance Code, must be followed to be consistent with FLUE Goal 1. 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 fronting office and commercial uses along 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 Goal 1, 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 Element:

Goal 2.2 The needs of expanding, new and changing companies are satisfied by the regional labor base.

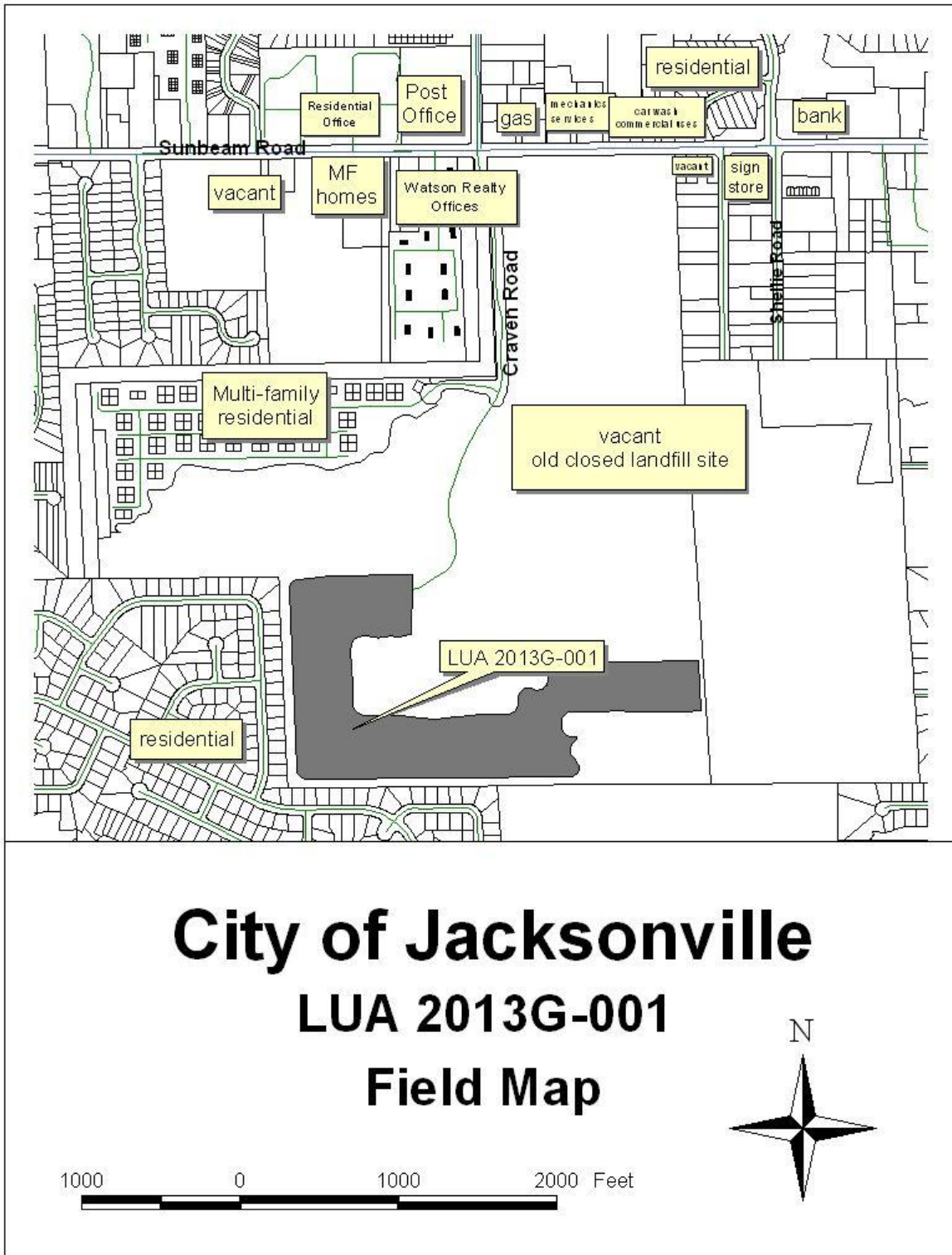
The proposed amendment creates new residential opportunities to accommodate the growing labor base. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan, Economic Development Element.

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** **LB**
 Application Number: **2013G-001**
 Ordinance Number: _____ Date **9/18/2013**

Table A

Trip Generation Estimation

Section 1

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 PM Peak Trip Ends	Net New Daily Trip Ends
Undeveloped	34.7							0	0	0
Total Section 1									0	0

Section 2

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 PM Peak Trip Ends	Net New Daily Trip Ends
PBF / PUD	34.7	730	453,460	1,000 SF OF GLA	$T = 1.21 (X) / 1000$ $T = 68.93 (X) / 1000$	549 31,257	0.00% 0.00%	0.00% 0.00%	549	31,257
Total Section 2									549	31,257

Section 3


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 PM Peak Trip Ends	Net New Daily Trip Ends
LDR / PUD	34.7	210	174	Dus	$\ln(T) = 0.9 \ln(X) / 1000 + 0.51$ $\ln(T) = 0.92 \ln(X) / 1000 + 2.72$	173 1,748	0.00% 0.00%	0.00% 0.00%	173	1,748
Total Section 3									173	1,748
Net New Trips = Section 3 - Section 2 - Section 1									0	0

Source: Trip Generation, 9th Edition, ITE

* Pass-by Trip % - COJ Planning & Development Department

ATTACHMENT C

Land Use Amendment Application

		APPLICATION FOR LARGE SCALE LAND USE AMENDMENT TO THE FUTURE LAND USE MAP SERIES - 2030 COMPREHENSIVE PLAN	
Date Submitted:	5/7/13	Date Staff Report is Available to Public:	10/4/2013
Land Use Transmittal Ordinance #:	2013-658	1st City Council Public Hearing:	10/8/2013
JPDD Application #:	2013G-001	Planning Commission's LPA Public Hearing:	10/10/2013
Assigned Planner:	Helena Parola	LUZ Committee's Public Hearing:	10/15/2013
		2nd City Council Public Hearing:	10/22/2013
<u>GENERAL INFORMATION ON APPLICANT & OWNER</u>			
Applicant Information: 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		Owner Information: DANE CATES JAXSON BROWN, INC. 42 TIMOGA TRAIL ST. AUGUSTINE, FL 32084	
<u>DESCRIPTION OF PROPERTY</u>			
Acreage: 34.70 Real Estate #(s): 149039 0000, a portion of		General Location: SOUTHSIDE OF SUNBEAM RD, AT THE TERMINUS OF CRAVEN RD.	
Planning District: 3 Council District: 5 Development Area: SUBURBAN AREA Between Streets/Major Features: OLD KINGS RD., S. and SAN JOSE BLVD.		Address: SUNBEAM RD	
<u>LAND USE AMENDMENT REQUEST INFORMATION</u>			
Current Utilization of Property: VACANT Current Land Use Category/Categories and Acreage: PBF 34.70			
Requested Land Use Category: LDR Justification for Land Use Amendment: SINGLE-FAMILY DEVELOPMENT		Surrounding Land Use Categories: LDR, PBF	
<u>UTILITIES</u>			
Potable Water: COJ		Sanitary Sewer COJ	
<u>COMPANION REZONING REQUEST INFORMATION</u>			
Current Zoning District(s) and Acreage: PUD 34.70			
Requested Zoning District: PUD			
Additional information is available at 904-255-7888 or on the web at http://maps.coj.net/luzap/			

ATTACHMENT D

Correspondence from Solid Waste Division

Parola, Helena

From: Foster, Jeffrey
Sent: Monday, September 23, 2013 5:00 PM
To: Parola, Helena; Fuller, Eric
Subject: RE: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

Ms. Parola:

Forgot to mention that any development other than recreational or agricultural requires approval by the Director of Solid Waste and Resource Management. Since we no longer have that particular job title, that would fall to either me, the Solid Waste Division Chief or Jim Robinson, Director, Public Works Department. We would need to get OGC to determine whether the "Director" listed in Ordinance 380 applies to me or Mr. Robinson. Either way, we (Solid Waste/Public Works) would need to approve the use of the landfill for any other use than recreational or agricultural. I've attached the relevant section of Ordinance 380 which dictates the uses and limitations of closed sanitary landfills for your use. I've also forwarded the site map to Florida Department of Environmental Protection for their comments.

Jeff Foster
PWSW

Sec. 380.113. - Uses for completed sanitary landfill and dump sites.

Completed sanitary landfill and dump sites may be used only for recreational or agricultural purposes unless other usage is approved by the Director. The construction of buildings, sewer, gas or water supply mains, parking lots or paved areas on or through completed portions of sites filled with solid waste is prohibited unless approved by the Director. To make identification of these sites in the General Services District more certain, all owners of property containing an active or completed sanitary landfill or completed dump shall report the use of the property to the Property Appraiser. The Property Appraiser shall note same by real estate parcel number as used by his office.

(Ord. 80-578-260, § 1; Ord. 83-591-400, § 1; Ord. 85-838-439, § 1; Ord. 88-1065-548, § 11)

Note—Former § 618.114.

From: Parola, Helena
Sent: Wednesday, September 18, 2013 12:07 PM
To: Fuller, Eric; Foster, Jeffrey
Subject: RE: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

Thank you so much. I will be using this information in our recommendation report and will talk to the applicant to see where they are at in these processes.

Thank you,

Helena

Helena Atalla Parola
Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, Florida 32202
(904) 255-7842 - phone
HParola@coj.net

ATTACHMENT D (cont.)

Correspondence from Solid Waste Division

Please note that under Florida's very broad public records law, e-mail communications to and from city officials are subject to public disclosure.



Save a tree...please don't print this e-mail unless you really need to.

From: Fuller, Eric
Sent: Wednesday, September 18, 2013 10:56 AM
To: Parola, Helena; Foster, Jeffrey
Subject: RE: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

<< File: Sunbeam Road Landfill Maps.pdf >>
Ms. Parola,

Please see the attached drawings I pulled from FDEP's OCULUS website for the former Sunbeam Road landfill. It would appear that the development area in question was not part of the landfilled area. I believe the Florida Department of Environmental Protection (FDEP) will need to also sign off on this development (if they have not done so already) but that would be separate from your application. I left a message with Rick Rachal with FDEP to see if they have been contacted. Even though the proposed development does not appear to be on the former landfilled area, methane gas migration may be a concern for structures in this area. I imagine that they have already done testing in this regard.

Eric B. Fuller
Landfill Environmental Scientist
City of Jacksonville, Solid Waste Division

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From: Parola, Helena
Sent: Wednesday, September 18, 2013 10:15 AM
To: Foster, Jeffrey; Fuller, Eric
Subject: RE: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

I appreciate any help you can give. We do not want to say a residential development is ok in that location if it is in fact over part of the landfill.

Helena Atalla Parola
Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, Florida 32202
(904) 255-7842 - phone
HParola@coj.net

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ATTACHMENT D (cont.)

Correspondence from Solid Waste Division

From: Foster, Jeffrey
Sent: Wednesday, September 18, 2013 10:14 AM
To: Parola, Helena; Fuller, Eric
Subject: RE: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

I'll have to find a set of the old LF plans to see if there is any infrastructure under the proposed footprint. WM was the old owner/operator and they have the plans. The last time I checked on this property from a citizen complaint (last year), the property was in bankruptcy.

From: Parola, Helena
Sent: Wednesday, September 18, 2013 10:10 AM
To: Foster, Jeffrey; Fuller, Eric
Subject: Old Sunbeam Road Landfill - Residential subdivision proposed just south of mound

Mr. Foster/Mr. Fuller,

I work in the Planning and Development Department. We have an application for a land use change to allow a low density residential development on a portion of the property that was part of the now non active Sunbeam Road Landfill, a portion of real estate #149039 0000 (see attached Map). This application is beginning its public hearing schedule; before Planning renders a recommendation report, we wanted to confirm what the aerials look like they are saying (to our untrained eyes) about this site – that it is on the undisturbed ground at the base of the old landfill and that this portion of the property that is proposed for a low density subdivision was not part of the actual landfill.

I have attached some maps for your reference. Can you please take a look at this and let me know exactly where the old landfill is and if it encroaches on the portion of the property proposed for residential?

I appreciate your help,

Helena Parola

<< File: 2013g-001 aerial.jpg >> << File: 2013G-001 Location Map.pdf >>

Helena Atalla Parola
Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, Florida 32202
(904) 255-7842 - phone
HParola@coj.net

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