



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning and Development Department  
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April 18, 2024

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

**RE: Planning Commission Advisory Report**  
**Ordinance No.: 2024-229**                      **Application for: Aterro Destiny PUD**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation:   **Approve with Conditions**

Planning Commission Recommendation:                      **Approve with Conditions**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated November 8, 2023.**
- 2. The original written description dated February 26, 2024.**
- 3. The original site plan dated September 22, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. ADA compliant sidewalk shall be provided on the frontage on Craven Road.**
- 2. Traffic studies meeting the requirements given in Section 1.1.11 of the Land Development Procedures Manual shall be required for the individual parcels at the Civil Site Plan Review depending on the final uses.**

Planning Department conditions:

1. **ADA compliant sidewalk shall be provided on the frontage on Craven Road.**
2. **Traffic studies meeting the requirements given in Section 1.1.11 of the Land Development Procedures Manual shall be required for the individual parcels at the Civil Site Plan Review depending on the final uses.**

Recommended Planning Commission Conditions that can be incorporated into the Written Description: **None**

Planning Commission Commentary: There were several speakers in opposition who had concerns about traffic from church activities, and access to Craven Road. There was little discussion among the Commissioners.

Planning Commission Vote: **5-0**

Charles Garrison, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mark McGowan, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Absent
Julius Harden	Aye
Mon'e Holder	Absent
Ali Marar	Absent
Jack Meeks	Abstain

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

Sincerely,



Bruce E. Lewis  
City Planner Supervisor – Current Planning Division  
City of Jacksonville - Planning and Development Department  
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**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2024-0229 TO**  
**PLANNED UNIT DEVELOPMENT**

**APRIL 18, 2024**

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2024-0229** to Planned Unit Development.

***Location:*** 0 Sunbeam Road, between Craven Road and Kevin Road

***Real Estate Numbers:*** 149039 0600; 149039 0700

***Current Zoning Districts:*** Planned Unit Development 2017-0752-E (PUD)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Community/General Commercial (CGC)

***Planning District:*** Southeast, District 3

***Applicant/Agent:*** Jeremy Hill  
Stratagem Partners  
751 Oak St #620  
Jacksonville, FL 32204

***Owner:*** Aterro, LLC  
751 Oak St #620  
Jacksonville, FL 32204

Jeremy's Hill, LLC  
751 Oak St #620  
Jacksonville, FL 32204

***Staff Recommendation:*** **APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2024-0229** seeks to rezone approximately 7.44± acres of land from Planned Unit Development 2017-752-E (PUD) to Planned Unit Development (PUD).

The subject property was originally part of a closed landfill and was rezoned in 2017 to allow for a mixed-use development consisting of residential, commercial, and recreational. A majority of that parcel rezoned under 2017-752-E (approximately 152 acres) will be developed as a Multi-Use Recreational Facility, including a running track, dog park, walking trails, and space for tennis, handball, and badminton.

The applicant is seeking to rezone approximately 7.44 acres of the original PUD to a new PUD to permit various commercial, institutional, and supporting uses for the propose MURF facility. The new PUD fronts entirely along Sunbeam Road, a collector roadway. The applicant is seeking to split the property into three separate parcels with limited uses on each parcel. Parcel A is proposed to be developed with a church and allows other uses consistent with the Commercial Office (CO) zoning district. Parcel B will allow for commercial uses consistent with the Commercial Community/ General-1 (CCG-1). Parcel C will allow for open air recreational uses, and supporting uses for the abutting Multi-Use Recreational Facility, including food services and restrooms.

**PUD Ord. 2017-752-E was approved with the following conditions:**

1. The new development will be age-restricted active senior community for the 55 and older owners/residents.
2. The new development will have its own governing association and its own gated entrance.
3. A maintenance provision will be input into the new association that specifies that mowing and landscape maintenance of the landfill, buffer, and Craven Road south of Sunbeam will ultimately be the responsibility of the new association. This provision will include mowing all areas at least 4 times annually.
4. There will be a vegetative and/or berm buffer along the southern bank of the lake adjacent to the existing units obfuscating the view of the new development. The new association will be responsible for the maintenance.
5. The new association will be responsible for maintenance of the lake adjacent to the existing development including monthly lake service and any service need to maintain the 2 light fountains.
6. Acceptable landscape improvements to Craven Road are to be completed. These improvements are the responsibility of the Developer to execute, and will be the responsibility of the new Association to maintain.
7. Any alterations to the lake adjacent to the existing Association will need the approval of the existing Association.
8. Vehicular access for the commercial parcels shall be subject to the review and approval of the Transportation Planning Division and the City's Traffic Engineer.

9. Prior to the first final inspection within any phase of development, the owner or their agent shall submit to the Planning and Development Department for its review and approval either (a) an affidavit documenting that all conditions to the development order have been satisfied, or (b) a detailed agreement for the completion of all conditions to the development order.

**The Planning & Development Department has reviewed the conditions of the enacted ordinance and forwards the following comments:**

1. The Department does not recommend forwarding the above listed conditions due to many of the conditions applying to the residential community that was proposed under PUD 2017-752-E. Also, a majority of the property that was rezoned under PUD 2017-752-E is still within that PUD and is required to meet those above listed conditions. The proposed PUD (2024-0229) only includes commercial and recreational uses.

**CRITERIA FOR REVIEW**

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

***(A) Is the proposed zoning district consistent with the 2045 Comprehensive Plan?***

Yes. The Planning and Development Department finds that the subject property is located in the Community/General Commercial (CGC) and Public Buildings and Facilities (PBF) functional land use categories as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2045 Comprehensive Plan.

Community / General Commercial (CGC) is a category primarily intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods. Transit-Oriented Developments (TOD), as defined in this element, are encouraged when in close proximity to an existing or planned JTA premium transit station. The maximum gross density for CGC in the Suburban Area is 20 units per acre.

Public Buildings and Facilities (PBF) is a broad land use category that is intended to accommodate major public use or community service activities. Siting public/semi-public facilities that are

allowed in commercial, light and heavy industrial, residential and institutional categories as supporting uses will not require plan amendment. Some major uses, however, because of their scale and potential community impacts, may only be sited in this plan category. Activities that provide community service functions vary in character and locational need.

The proposed PUD allows the development of a church on the PBF portion of the site and various commercial uses. The proposed PUD rezoning is consistent with the PBF and CGC land use categories.

***(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

Yes. The proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan and furthers the following goals, objectives and policies contained herein, including:

**Goal 1**

To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

**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.

**Objective 3.2**

Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

**Designated Brownfield Site**

The subject site is a designated Brownfield Site. A Brownfield Site is property where the expansion, redevelopment, or reuse of the property may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant. Tax credits may be available for properties designated as a Brownfield Site.

This site is referenced by the Department of Environmental Protection (DEP) as “4502 Sunbeam Road” – DEP Site ID# BF160205001. In 2003 the site’s owner entered into a Brownfield Site Redevelopment Agreement (BSRA) with the DEP. At the time of this report, there is no Site Rehabilitation Cleanup Order (SRCO) listed on the DEP’s website.

***(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?***

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

***(1) Consistency with the 2045 Comprehensive Plan***

In accordance with Section 656.129 Advisory recommendation on amendment of Zoning Code or rezoning of land of the Zoning Code, the subject property is within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Community/General Commercial (CGC) and Public Buildings and Facilities (PBF). The Planning and Development Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (B).

***(2) Consistency with the Concurrency Mobility and Management System***

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals. **This development is subject to mobility fee review and Pursuant to Policies 4.1.2 and 4.1.5 of the Transportation Element of the 2045 Comprehensive Plan.**

***(3) Allocation of residential land use***

This proposed Planned Unit Development request to permit the development of commercial, institutional, and recreational uses. Moreover, this proposed development will not exceed the projected holding capacity reflected in Table L-20, Land Use Acreage Allocation Analysis For 2045 Comprehensive Plan's Future Land Use Element, contained within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan.

***(4) Internal compatibility***

This proposed PUD is consistent with the internal compatibility factors. An evaluation of the internal compatibility of a proposal Planned Unit Development shall be based on the following factors:

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** The applicant will be providing approximately 2.97 acres of active recreation and open space on Parcel C.

**The use of existing and proposed landscaping:** The Property shall be developed in accordance with the requirements of Part 12 Landscape Regulations of the Zoning Code.

**Traffic and pedestrian circulation patterns:** The subject site is approximately 7.38 acres and is accessible by Sunbeam Road, a collector facility. Sunbeam Road between Craven Road to Philips Highway is currently operating at 35% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 36,600 (vpd) and average daily traffic of 12,782 vpd.

The applicant requests 45,000 square feet of Church (ITE Code 560), which could produce 342 daily trips.

The Transportation Planning Division has issued the following comments:  
This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

Per the submitted written description, the applicant is proposing access points along Sunbeam Road and Craven Road, however, final design of the access points shall be subject to the review and approval of the Planning Department. The City's Traffic Engineer has reviewed the application and requests that traffic studies meeting the requirements in Section 1.1.11 of the Land Development Procedures Manual be required for the individual parcels at the Civil Site Plan Review depending on the final uses.

**Compatible relationship between land uses in a mixed-use project:** The proposed PUD is split into three proposed parcels. Parcel A, will be for a church and allows uses consistent with the Commercial Office zoning district. Parcel B allows for uses consistent with the Commercial/Community General-1 (CCG-1) zoning district. And Parcel C will be developed with recreational uses.

#### ***(5) External Compatibility***

Based on the written description of the intended plan of development and site plan, the Planning and Development Department finds that external compatibility is achieved by the following:

**The type, number and location of surrounding external uses:** The proposed development is located in an area where residential, office, commercial and institutional uses function as a mixed-use development. Commercial uses are appropriate at this location, due to the existing commercial and industrial uses along Sunbeam Road. The proposed Multi-Use Recreational Facility to the south will act as a transition from the proposed commercial uses to the nearby residential dwellings. Commercial and recreational uses at this location will increase commercial uses and provide recreational facilities for those in the immediate area.



**The Comprehensive Plan and existing zoning on surrounding lands: The adjacent uses, zoning and land use categories are as follows:**

Adjacent Property	Land Use Category	Zoning District	Current Use
North	LI	IL	Warehousing, gas station, service garage
South	PBF	PUD 2017-0752-E	Vacant, proposed Multi-Use Recreational Facility
East	RPI/BP	CRO / PUD 2020-0331-E	Vacant, commercial retail
West	CGC/RPI	PUD 2000-0515-E / RMD-D	Offices, residential condominiums

***(6) Intensity of Development***

The proposed development would be consistent with the CGC functional land use category to allow for the mixed use commercial development including a church, commercial retail sales and services, and outdoor recreation facilities. The PUD is appropriate at this location and is consistent with the surrounding uses.

**The availability and location of utility services and public facilities and services:**

The subject site will be serviced by JEA for city water and sewer.

**The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries:** The subject property abuts Sunbeam Road, a collector roadway. According to the Transportation Planning Division, this section of Sunbeam Road between Craven Road and Philips Highway is operating at 35% capacity. Primary access is proposed along Sunbeam Road, however, will ultimately be determined during Civil Plan Review by the City’s Traffic Engineer.

***(7) Usable open spaces plazas, recreation areas.***

The proposed PUD does not include any residential uses and therefore does not require any recreational or open spaces. However, Parcel C will be developed with open air recreational uses and supporting uses for the neighboring Multi-Use Recreational Facility, which is under the same ownership but within a separate PUD (2017-752-E). The MURF area will include a track, walking and running trails, a dog park, and an area for leisure activities such as lawn bowling, Frisbee golf, badminton, and tennis.

***(8) Impact on wetlands***

Any development impacting wetlands will be permitted pursuant to local, state and federal permitting requirements.

***(9) Listed species regulations***

No wildlife survey was required as the project is less than the 50-acre threshold.

***(10) Off-street parking including loading and unloading areas.***

Parking for the proposed Parcel A and Parcel B will be required to meet Part 6 of the Zoning Code. Parking for Parcel C is an existing gravel lot.

***(11) Sidewalks, trails, and bikeways***

According to the submitted written description, there are existing sidewalks along Sunbeam Road. The City Traffic Engineer has commented that an ADA compliant sidewalk shall be provided on the frontage along Craven Road. Staff supports this and has forwarded it as a condition. The proposed Parcel C will also include open air recreational uses and supporting uses (such as food services, restrooms, and related buildings) to the proposed Multi-Use Recreational Facility located south of the subject property.

**SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on April 4, 2024 to the Planning and Development Department, that the Notice of Public Hearing signs were posted.

**RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2024-0229** be **APPROVED with the following exhibits:**

- 1. The original legal description dated November 8, 2023.**
- 2. The original written description dated February 26, 2024.**
- 3. The original site plan dated September 22, 2023.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0229** be **APPROVED WITH CONDITIONS.**

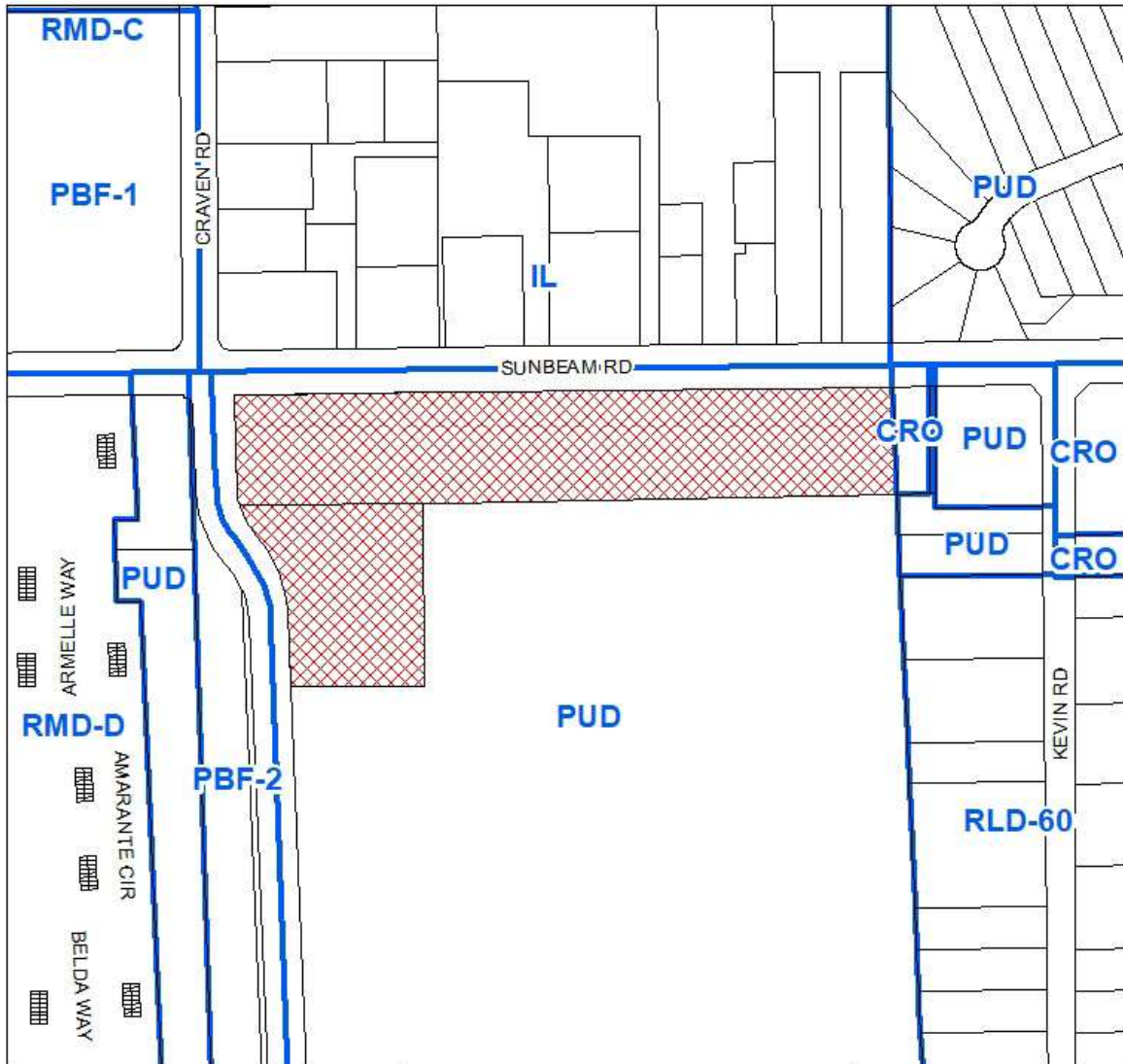
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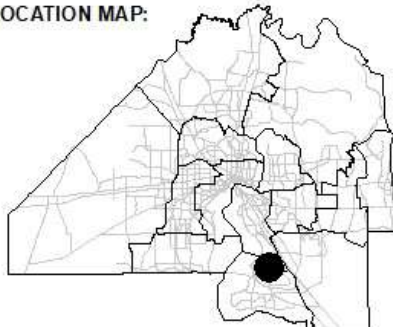
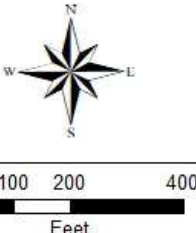


**Aerial view of the subject property, facing north.**



**View of the subject property along Sunbeam Road**



<p>REQUEST SOUGHT:</p> <p><b>FROM: PUD</b></p> <p><b>TO: PUD</b></p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p><b>5</b></p>
<p>ORDINANCE NUMBER</p> <p><b>ORD-2024-0229</b></p>	<p>TRACKING NUMBER</p> <p><b>T-2023-5307</b></p>	<p><b>EXHIBIT 2</b></p> <p><b>PAGE 1 OF 1</b></p>