

City of Jacksonville, Florida

Lenny Curry, Mayor

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Jacksonville, FL 32202
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September 17, 2020

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. 2020-334/Application No. L-5445-20C

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 **DENIED** Ordinance 2020-334 on September 17, 2020.

P&DD Recommendation

APPROVE

PC Issues:

There were no speakers from the public. Discussion by the Commission focused on the compatibility of uses permitted in the proposed companion rezoning with abutting residential areas.

PC Vote:

1 - 7 APPROVE (Motion to Approve Failed)

Joshua Garrison, Chair

Nay

Dawn Motes, Vice-Chair

Nay

David Hacker, Secretary

Nay

Marshall Adkison

Nay

Daniel Blanchard

Nay

Ian Brown

Aye

Alexander Moldovan

Nay

Jason Porter

Nay

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

Sincerely,

Kristen D. Reed

Kristen D. Reed, AICP
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Report of the Jacksonville Planning and Development Department

Large-Scale Future Land Use Map Amendment – July 31, 2020

Ordinance/Application No.: 2020-334 / L-5445-20C

Property Location: 719 East Union Street and 0 Ionia Street

Real Estate Number(s): 122115-0000, 122114-0000, 122113-0000, 122116-0000

Property Acreage: 0.49 of an acre

Planning District: District 1, Urban Core

City Council District: District 7

Applicant: Philip Azar

Development Area: Urban Priority Area

Current Land Use: Medium Density Residential

Proposed Land Use: Light Industrial

Current Zoning: Residential Medium Density-A

Proposed Zoning: Industrial Light

RECOMMENDATION: APPROVAL

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

To expand Azar Sausage and make all of the lots conforming and to add jobs to the 32206 area.

BACKGROUND

The 0.49 of an acre site is comprised of four lots on the northeast corner of Union Street and Ionia Street. The property is located in Council District 7, the Urban Core Planning District, and within the boundaries of the Urban Core Vision Plan. The property is also located in the Urban Priority Area as identified in the Future Land Use Map series (FLUMs) of the Future Land Use Element (FLUE) of the 2030 Comprehensive Plan.

Currently the amendment site is a legal non-conforming use. The historical use of the amendment site has been either industrial or commercial uses since the building on site was constructed in 1942. The amendment site is a meat processing facility. The current company has been at this location since 2008. The property abuts a 50-foot former railroad right of way, which buffers the site from the residential to the east. The predominant land use pattern to the north and east is single-family residential. South of the property are warehouses and a cement mixing facility.

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

North: Land Use: MDR
 Zoning: RMD-A
 Property Use: single-family

South: Land Use: CGC, LI
 Zoning: PUD, IL
 Property Use: warehouse/storage/certified for mixed-use development per Ordinance 2019-228-E

East: Land Use: MDR
 Zoning: RMD-A
 Property Use: single-family

West: Land Use: PBF
 Zoning: PBF-1
 Property Use: public park

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.

Impact Assessment Baseline Review

Development Analysis		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	Local	
Plans and/or Studies	Urban Core Vision Plan	
Site Utilization	Current:	Proposed:

Development Analysis		
	Industrial Food processing	Industrial Food processing
Land Use / Zoning	Current: MDR/RMD-A	Proposed: LI/IL
Development Standards for Impact Assessment	Current: 15 DU per acre	Proposed: 0.4 FAR
Development Potential	Current: 7 DU	Proposed: 8,537.76
Net Increase or Decrease in Maximum Density	Decrease 7 DU	
Net Increase or Decrease in Potential Floor Area	Increase 8,537 sq. ft.	
Population Potential	Current: 16 people	Proposed: N/A
Special Designation Areas		
Aquatic Preserve	No	
Septic Tank Failure Area	No	
Airport Environment Zone	No	
Industrial Preservation Area	No	
Cultural Resources	Florida Master Site File	
Archaeological Sensitivity	Low	
Historic District	No	
Coastal High Hazard/Adaptation Action Area	No	
Groundwater Aquifer Recharge Area	No	
Wellhead Protection Zone	750' buffer zone	
Boat Facility Siting Zone	No	
Brownfield	No	
Public Facilities		
Potential Roadway Impact	No new net daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	

Development Analysis	
Potential Water Impact	Decrease 1,645 gpd
Sewer Provider	JEA
Potential Sewer Impact	Decrease 1,234 gpd
Potential Solid Waste Impact	Decrease 18 tons per year
Drainage Basin/Sub-basin	Upstream of Trout River/ Hogans Creek
Recreation and Parks	Oakland Park
Mass Transit Access	Route 11
Natural Features	
Elevations	16 ft.
Land Cover	1550 other light industrial
Soils	72 – Urban land Ortega Kershaw complex
Flood Zones	None
Wetlands	None
Wildlife (applicable to sites greater than 50 acres)	N/A

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

Transportation

The Planning and Development Department completed a transportation analysis and determined that the proposed amendment has the potential to result in no increase of net new daily external trips. The Transportation memo is on file with the Planning Department. 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.

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 9.

Existing available roadway capacity for the vehicle/truck mode for the entire zone was tested based on volume demand to capacity ratio (V/C), where the average daily traffic volumes determined from the most recent City of Jacksonville traffic count data were compared to the Maximum Service Volumes (MSV) from the current FDOT Quality/Level of Service Handbook (2012) for each functionally classified roadway within the zone. A V/C ratio of 1.0 indicates the roadway network is operating at its capacity.

The result of the V/C ratio analysis for the overall Mobility Zone 9 is 0.84.

Subject site is accessible via Ionia Street and Union Street. Both streets are 2-lane undivided local roads and proposed development will not have any significant impacts on the external roadway network.

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. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.6 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.

Wellhead Buffer Zone

The land use amendment site is within the 750-foot buffer of a wellhead. The Environmental Quality Division (EQD) responded on July 8, 2020 that the address is within the 750 foot radius of Main Street Well 4 and within the 500 foot radius of Palmetto Ready Mix Plant, a petroleum facility, #168521361. EQD stated there are no concerns. There are no well records for that address and any well activity must be in accordance with JEPB Rule 8.

Infrastructure Element, Sanitary Sewer Sub-Element

Policy 1.2.3 The City shall implement the Wellhead Protection Ordinance to protect its potable water supply source. Improperly constructed or maintained Hawthorne Group and Floridan Aquifer private wells in proximity to a Public Potable Water well within Duval County are potentially harmful to the drinking water supply of the City of Jacksonville. A Pathway Focused Approach to prevent migration of contamination from the shallow aquifer into the Floridan aquifer is reasonable and prudent to protect public water supplies. The intent of this policy is to protect and safeguard the health, safety and welfare of the residents of Duval County by establishing a Pathway Focused Approach to wellhead protection that safeguards the Floridan aquifer from intrusion of any contaminants that may jeopardize present and future public water supply wells.

Within Wellhead Protection Areas, the following shall apply:

1. Within a 500-foot radius around an existing Public Potable Water well, those actions and uses established by the Florida Department of Environmental Protection in Rule 62-521.400, Fla. Admin. Code shall be

prohibited.

2. Pursuant to Chapter 366 City of Jacksonville Municipal Code, no existing private wells shall be deepened and no new wells shall be constructed within designated Wellhead Protection Areas that penetrate a portion of the Hawthorne Group or the Floridan Aquifer without first obtaining a well construction permit from the City of Jacksonville Environmental Quality Division (EQD) as provided in Environmental Protection Board Rule 8 and including a review of areas of known contamination at or near the proposed or existing well location. All new wells within such areas must be fully grouted.
3. Pursuant to Chapter 366 City of Jacksonville Municipal Code, abandonment of existing wells shall be in accordance with applicable SJRWMD requirements and a copy of the plugging and abandonment report shall be submitted to the EQD.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on July 2, 2020, the required notices of public hearing signs were posted. Forty-four (44) 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 July 20, 2020. There was one speaker present and he was in support of the application.

CONSISTENCY EVALUATION

Consistency with 2030 Comprehensive Plan Goals, Objectives and Policies

Development Area

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and the use of existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. Development is expected to employ urban development characteristics as further described in each land use plan category. The UPA does not include the Central Business District Land Use Category boundaries.

Future Land Use Element:

- 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 1.1.21 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 1.2.9 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.

Objective 3.2 Continue to 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.

Policy 3.2.7 The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

Policy 4.1.8B The City shall evaluate all proposed amendments to the Comprehensive Plan as to their compliance with the area's vision plan and any existing neighborhood plans and studies. Priority shall be given to those amendments with the greatest potential to further the goals and objectives of the vision plans and neighborhood plans and studies.

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.

According to the category description of the Future Land Use Element (FLUE), the MDR land use category is intended to provide compact medium to high density mixed use development. Multi-family housing such as apartments, condominiums, townhomes and row houses should be the predominant development in this category. MDR is generally intended to provide transitional uses between commercial and single family residential uses.

The LI Future Land Use Category is intended to provide for location of industrial uses which have fewer objectionable impacts than Heavy Industrial (HI) on residential areas such as noise, odor, toxic chemical and wastes. Generally, light assembly, manufacturing, packing, processing, and storage/warehousing are principal uses in this category.

The applicant is proposing a land use change from MDR to LI. The proposed amendment remedies the current non-conforming use as a meat processing facility. The proposed land use amendment is located in the Urban Priority Development Area (UPA) of the Urban Core Planning District, in an area with access to full urban services. The expansion of the existing non-conforming property promotes the intent of the UPA to promote infill development that takes advantage of existing infrastructure and services and that results in a compact development pattern. Therefore, the proposed amendment is consistent with the intent of the UPA and FLUE Objective 6.3 and Policy 1.1.5.

The historic land use pattern of the site includes industrial use neighboring the established MDR to the northeast. Although the area does not consist of compatible land use patterns, the Urban Core Vision Plan recognizes the economic importance of the historical industrial properties and states they are generally not an issue to public health and safety as they are less intense uses. According to the Vision Plan, buffering the non-conforming LI uses from residential areas can be accomplished through the use of transitional zoning districts that allow less intense uses, such as commercial or light manufacturing. Additionally, landscaping buffers and opaque fencing can be used to lessen the impact of these uses on residential areas. The existing business will be required to provide a 10-foot buffer under the land development regulations which will support the transition between the intensity of land uses. To the east of the property there is a 50 foot unopened former railroad right-of-way that provides a buffer to the residential properties on the east, which are all vacant lots except for one single family home. As such, the proposed amendment is consistent with FLUE Objective 3.2 and Objective 6.3 and Policies 3.2.7 and 4.1.8B.

The amendment provides for additional LI designated land in order to allow for the continued use of an existing meat processing facility in an area that has the capacity to support such uses. The historical use of the property demonstrates the need for the small-scale amendment and has a negligible impact the overall provision of MDR designated lands. Therefore, the amendment is consistent with FLUE Polices 1.1.5 and 1.1.21.

A JEA availability letter dated April 7, 2020, has been provided for the subject site as part of the companion rezoning application. The letter states that the subject site has access to centralized sewer and water adjacent to the property, consistent with FLUE Policy 1.2.9.

Urban Core Vision Plan

The subject site is located within the boundaries of the Urban Core Vision Plan (2010-614-E). The Plan acknowledges that in the Urban Core, the historic pattern of development has created several instances of industrial encroachment into residential neighborhoods. Fortunately, the majority of industrial uses in the Urban Core consist of light manufacturing and warehousing and the adjacencies are generally not an issue of public health and safety as might be the case for heavy industrial use. According to the Vision Plan, industrial uses are a vital economic generator for the City and should be protected. They continue to bring redevelopment opportunities to the City and the Urban Core. Given that historical development patterns in these areas make it nearly impossible to achieve an ideal “gradation” of uses to protect residential neighborhoods from industrial encroachment, the City must employ other strategies and tools to address the issue. The plan recommends the creation of landscape buffers between existing industrial uses and residential areas to reduce noise and visual impacts from industry. Therefore, the proposed amendment to change the land use category from MDR to LI would be consistent with the recommendation of the Urban Core Vision Plan.

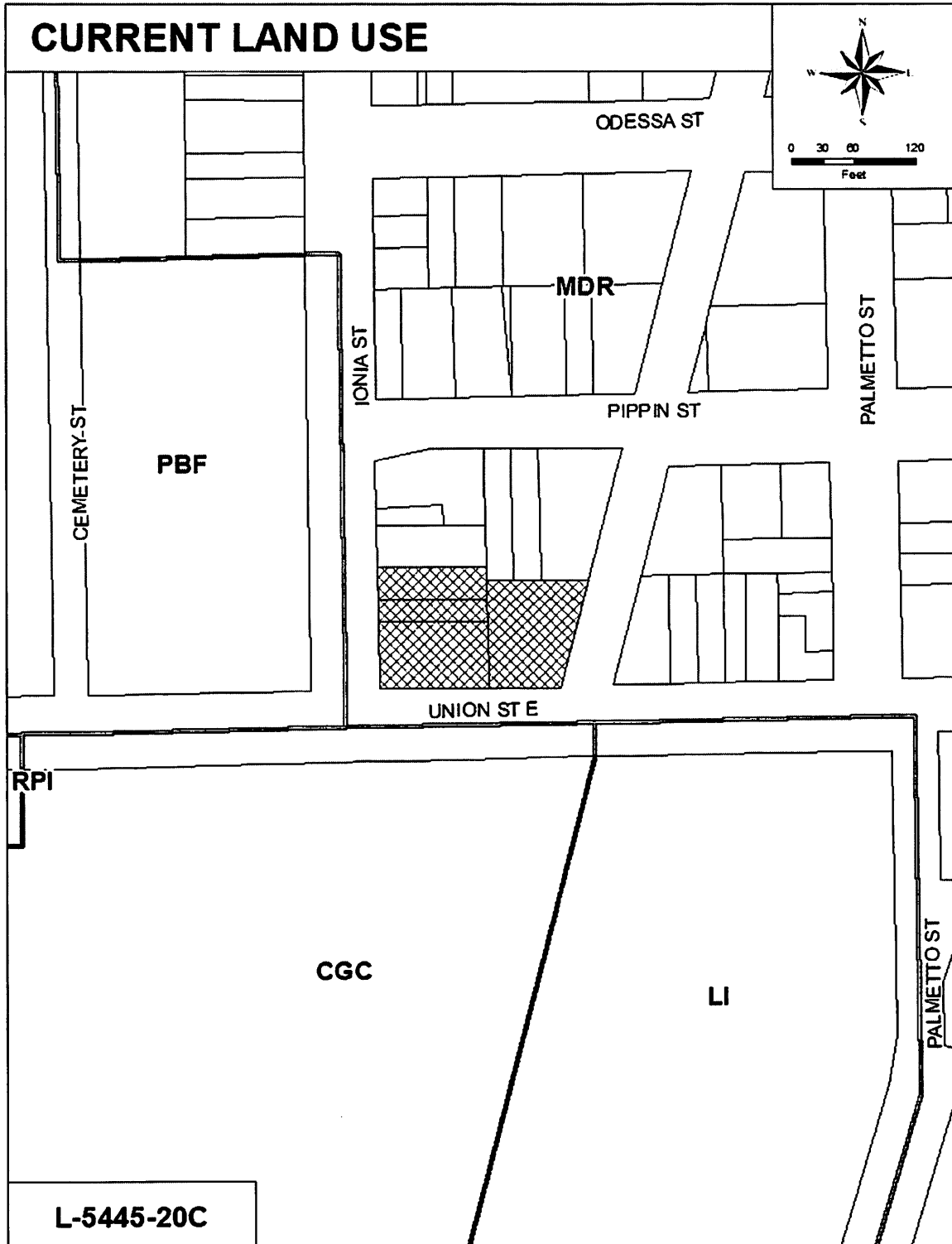
Strategic Regional Policy Plan

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

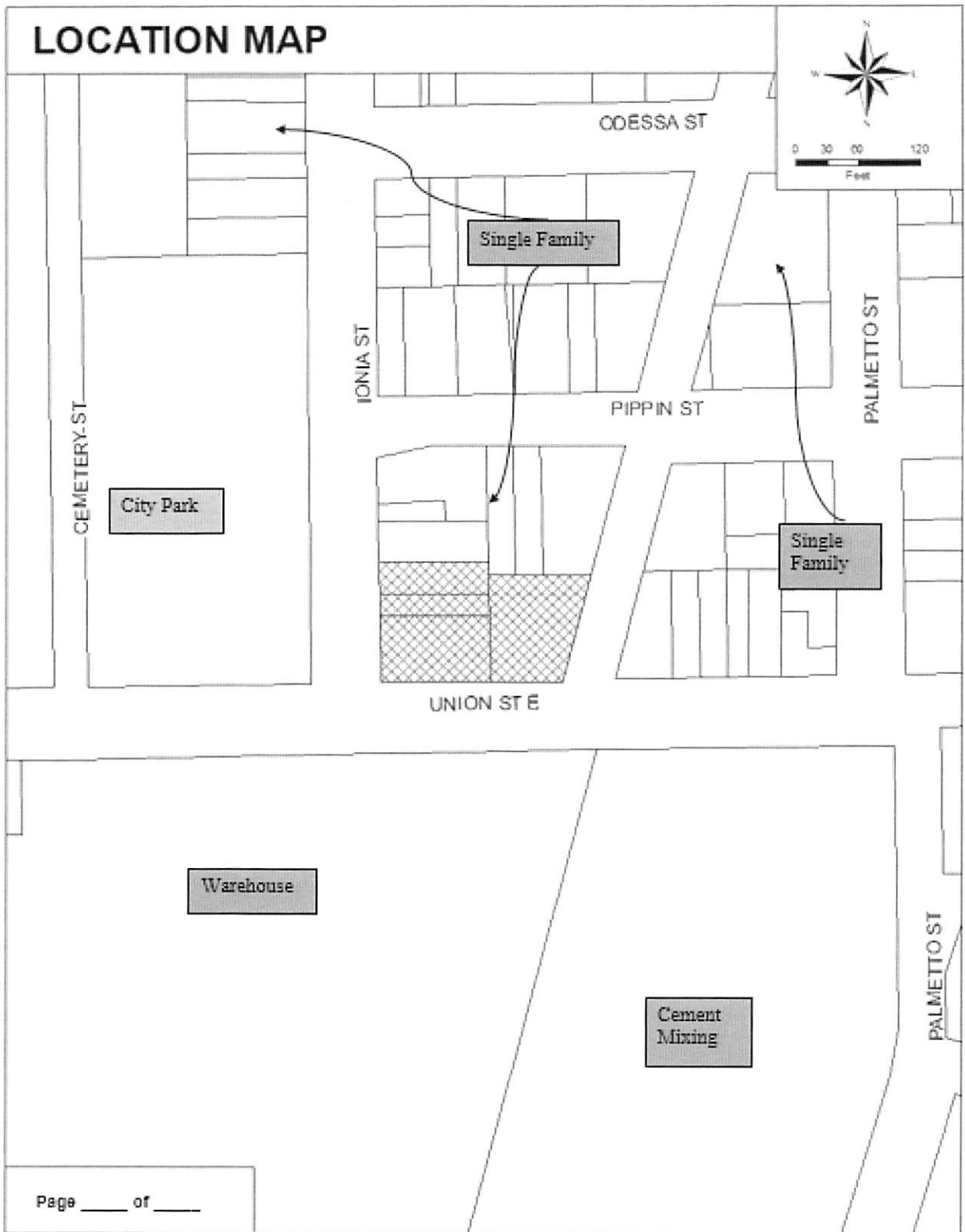
Goal 2.3 An environment that is conducive to the creation and relocation of new businesses as well as the expansion of existing businesses in the northeast Florida region.

The proposed land use amendment promotes an environment that is conducive to the expansion of existing 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 LAND USE MAP



FIELD MAP



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