



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

June 6, 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.: 2024-348 **Application for: Phoenix Arts District 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 Condition**

Planning Commission Recommendation: **Approve with Condition**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated January 1, 2024.**
- 2. The original written description dated January 10, 2024.**
- 3. The original site plan dated December 22, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The PUD shall consist of an integrated system of pedestrian walkways, sidewalks and paths. This system shall also incorporate the Emerald Trail, which is envisioned to be located along the southern edge of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and Jacksonville Transportation Authority ("JTA") upon a mutually-agreeable trail location and design. The owners of the Subject Property, or their successors or assigns, shall grant all necessary**

easements to the City, Groundwork Jacksonville, Inc. and JTA as necessary to build and maintain the Emerald Trail.

Planning Department conditions:

- 1. The PUD shall consist of an integrated system of pedestrian walkways, sidewalks and paths. This system shall also incorporate the Emerald Trail, which is envisioned to be located along the southern edge of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and Jacksonville Transportation Authority (“JTA”) upon a mutually-agreeable trail location and design. The owners of the Subject Property, or their successors or assigns, shall grant all necessary easements to the City, Groundwork Jacksonville, Inc. and JTA as necessary to build and maintain the Emerald Trail.**

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

Planning Commission Commentary: There were no speakers in opposition and little discussion among the Commissioners.

Planning Commission Vote: **7-0**

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	Aye
Jack Meeks	Aye

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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Jacksonville, FL 32202
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REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-348 TO
PLANNED UNIT DEVELOPMENT

JUNE 6, 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 **2024-348** to Planned Unit Development.

Location: East of Main Street North, south of 16th Street East, west of Liberty Street North and north of Georgia & Florida Southern Railway

Real Estate Number(s): 044931-0000, 044910-0000, 044912-0000, 044936-0000, 044938-0000, 044941-0000, 044942-0000, 055295-0000, 044932-0000, 044922-0000, 044935-0000, 044914-0000, 044911-0000, 044941-0000

Current Zoning District(s): Planned Unit Development (PUD 2023-393)
Industrial Light (IL)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Community General Commercial (CGC)
Light Industrial (LI)

Proposed Land Use Category: Regional Commercial (RC) subject to FLUE Site Specific Policy 4.4.43

Planning District: Urban Core, District 1

Council District: District 7

Applicant/Agent: Hayden Phillips, Esq.
Rogers Towers, PA
1301 Riverplace Boulevard, Suite 1500
Jacksonville Florida 32207

Owner: FOC JP PROP 1A, LLC FOC JP PROP 2, LLC
FOC JP PROP 3, LLC FOC JP PROP 4, LLC
FOC JP PROP 5, LLC FOC JP PROP 6, LLC

FOC JP PROP 7, LLC FOC JP PROP 8, LLC
224 Northeast 59th Street
Miami Florida 33137

Staff Recommendation:

APPROVE WITH CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2024-348** seeks to rezone approximately 8.3 acres of land from PUD and IL to PUD. The rezoning to PUD is being sought to allow a mix of office, commercial retail, service establishments, restaurants, and multi-family dwellings in a mixed use development interconnected with pedestrian access. The PUD will allow the existing warehouse and industrial uses to continue, but new warehouse and industrial uses will not be allowed. The PUD will also allow for the sale and service of all alcoholic beverages, including beer, wine, and liquor, for on-premise and off-premise consumption less than 1,500 feet from a church without needing a Waiver of Liquor Distance.

PUD **Ord. 2023-393-E** was approved with the following condition:

- (1) The PUD shall consist of an integrated system of pedestrian walkways, sidewalks and paths. This system shall also incorporate the Emerald Trail, which is envisioned to be located along the southern edge of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and Jacksonville Transportation Authority (“JTA”) upon a mutually-agreeable trail location and design. The owners of the Subject Property, or their successors or assigns, shall grant all necessary easements to the City, Groundwork Jacksonville, Inc. and JTA as necessary to build and maintain the Emerald Trail.

The Planning & Development Department has reviewed the conditions of the enacted ordinance and recommends the condition be continued in this PUD.

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 Light Industrial (IL) 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. However, there is a companion Application for Small Scale Land Use Amendment to the Future Land Use Map

Series **L-5906-24C (Ordinance 2024-347)** that seeks to amend the portion of the site that is within the Community General Commercial (CGC) and Light Industrial (IL) land use categories to Regional Commercial (RC).

Regional Commercial (RC) uses are intended to accommodate development and redevelopment of areas pursuant to a master plan that is implemented through a Planned Unit Development (PUD) or a Transit Oriented Development (TOD) Zoning Overlay. The RC designation shall be implemented to facilitate innovative site planning, adaptive reuse, infill development and smart growth techniques and to allow for flexible and creative integration of uses that would not otherwise be accommodated under other land use categories. New development within the RC category shall be for sites under 250 acres in size, shall generally include a mix of both residential and non-residential uses, and are discouraged in the Rural Development Area. Plan amendment requests for new RC designations shall be accompanied by a site-specific policy. The policy shall provide for a list of the permitted uses and density and intensity of uses along with any additional information deemed necessary. Gross acreage shall be used in calculating residential densities. The RC category shall be limited to projects that exhibit innovative and creative development concepts and shall not be used as a mechanism to circumvent application other land use categories. Additionally, development in the RC category will be implemented through a PUD Zoning District or TOD Zoning Overlay.

Additional criteria regarding development typology and land development regulations are included in the RC category description and are summarized as described below:

- Preferred in locations are those which are supplied with full urban services, located in close proximity to a roadway classified as a collector or higher and located within the Suburban Development Area.
- Enables innovation and creativity in development that could not otherwise be accommodated under other land use categories.
- Furthers smart growth practices as defined in FLUE Policy 1.1.24
- Directs development away from environmentally sensitive lands.

The proposed site-specific policy, pending with the companion land use amendment, allows for allows for a mix of residential and non-residential uses with a maximum density of 100 residential units per acre. The density of the proposed PUD is consistent with the proposed site-specific policy, below.

Proposed site-specific FLUE Policy 4.4.43

Pursuant to Ordinance 2024-347, a small-scale amendment is approved that designates an 8.3 acre RC land use category site on the Future Land Use Map. In order to implement a creative integration of uses to facilitate innovative site planning, adaptive reuse, infill development with vertical and horizontal integration of mixed uses, and smart growth techniques as called for in the RC land use category, development is subject to the following site-conditions.

1. Development shall allow for the following uses: (a) All public facilities and non-residential principal and secondary uses in the Community/General Commercial (CGC), Residential-Professional-Institutional (RPI) and Neighborhood Commercial (NC) land

- use categories, (b) Residential, (c) Commercial, (d) Retail and Service, (e) Professional and Business Office, (f) Medical, (g) Light Industrial, (h) Recreational and Open Space, (i) Institutional, (j) Agricultural and (k) Mixed-use.
2. Development shall be limited to a maximum of 450,000 square feet of non-residential uses and a maximum of 100 residential units per acre, which may include multi-family residential uses, single-family residential uses, or a mix of both multi-family and single-family residential uses.
 3. The owner is encouraged to interconnect the development's integrated system of pedestrian walkways, sidewalks, parks and paths with the abutting portion of Segment #4, the S-Line Connector, of the Emerald Trail, which will be located on property owned by the City of Jacksonville.

The uses in the proposed PUD are consistent with the proposed RC land use category and Site Specific Policy. Therefore, the proposed PUD is consistent pending the approval of the companion Land Use Amendment, Ordinance **2024-347**.

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

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

Future Land Use Element:

Goal 1 To ensure that the character and location of land uses optimize the combined potentials of economic benefit and 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.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.1.24 The city will encourage the use of such smart growth practices as:

1. Interconnectivity of transportation modes and recreation and open space areas;
2. A range of densities and types of residential developments;
3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown;
6. Use of site design features that engage and enhance the pedestrian experience abutting collector roads and higher (public art, social connection, recreation and open spaces, pedestrian entries and transparency); and

7. Create walkable neighborhoods.

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 3.1 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 residents. 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 Comprehensive Plan and Land Development Regulations.

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.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Historic Preservation Section Review: The Historic Preservation Section has reviewed the property located at 2245 Main Street North (RE: 055295-0000). Based on archival records, this site was originally owned by the Dozier & Gay Paint Company and it contained a commercial structure built in 1905 that was used as a paint factory. The structure was demolished in 1996 due to it being located outside of the boundaries of the Springfield Historic District and not being designated as a local landmark. Because the vacant property lacks real historical significance and does not warrant consideration for listing in the National Register of Historic Places, development of the site would not have a negative impact on any historic or archaeological resources.

Springfield Neighborhood Plan The subject site is located within the boundaries of the 1977 Springfield Neighborhood Plan. The Springfield Neighborhood Plan was implemented over forty-five years ago and has since been replaced by the Springfield Zoning Overlay, which was implemented in 1998 and covers the boundaries of the Springfield Historic District, which was established in 1992. The subject site is located outside the boundaries of the overlay and is, therefore, not subject to the provisions of the Springfield Zoning Overlay or the Springfield Historic District.

(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 categories as identified in the Future Land Use Map series (FLUMs): Community General Commercial (CGC) and Light Industrial (IL). There is a companion Application for Small Scale Land Use Amendment to the Future Land use Map Series L-5906-24C (Ordinance 2024-347) with Site Specific FLUE Policy 4.4.43 that seeks to amend the portion of land that is within the Community General Commercial (CGC) and Light Industrial (IL) land use categories to Regional Commercial (RC). 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.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for single and multi-family dwellings not to exceed 100 units. 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 proposed 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 written description intends to set aside areas for active and passive recreation areas, pocket parks, walking paths, and green space and incorporate the Emerald Trail within the subject property.
- The treatment of pedestrian ways: The project will contain an integrated system of pedestrian walkways, sidewalks, and paths. The applicant intends to incorporate the

Emerald Trail, which is envisioned to be located along the southern portion of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The owner shall grant all necessary easements to the City/Groundwork/JTA necessary to build and maintain the Emerald Trail.

- Traffic and pedestrian circulation patterns: The subject site is approximately 8.09 acres and consists of multiple parcels. The sites are accessible from Main St (US 1) a FDOT Principle Arterial, Liberty Street a Collector facility, and 15th St a local facility. West of the Subject sites is Main St between 8th St and 20th St that is currently operating at 30.8% of capacity. This segment currently has a maximum daily capacity of vehicles per day 38,300 (vpd) and average daily traffic of 11,781 vpd.

Below are comments received from the Florida Department of Transportation on May 23, 2024:

Trip Generation

Table 1 shows the trip generation based on the plan of development using ITE’s *Trip Generation Manual, 11th Edition*.

Table 1

Land Use	ITE Code	Size	Units	Daily Trips	AM Peak Trips	PM Peak Trips
Mid-Rise Residential with Ground-Floor Commercial – GFA (25-65K)	321	830	Dwellings Units	-	340	623

Roadway Capacity

Table 2 shows the maximum level of service and peak hour volume for US 1/17, US 1 and US 1A according to FDOT’s *Florida State Highway System Level of Service Report*, dated July 2022.

Table 2

County	Road	Segment ID	Segment	FDOT LOS Standard	Maximum Service Volume	2021 Peak Hour Volume	2021 Peak LOS	2027 Peak Hour Volume	2027 Peak LOS
Duval	US 1 / 17/ Main St	4,464	E 8 St to 20 Street Expy	D	2,190	1,060	D	1,191	D
Duval	US 1	5.362	US 17 / N	D	6,800	4,653	C	5,219	C

	A/ 20 th St Expy / M.L.K		Main St to Phoenix Ave						
Duval	US 1 / 20 th St Expy / M.L.K	4,362	Boulevard St to US 17 / N Main St	D	6,800	4,746	C	5,350	C

The segments mentioned in Table 2 will have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2027. FDOT does not anticipate any significant adverse impacts to US 1/17, US 1, or US 1A.

- Compatible relationship between land uses in a mixed use project: The subject property will include a variety of uses permitted in the CGC land use category, including commercial, residential, entertainment, green space, offices, and industrial/warehousing.

(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 surrounding area is primarily single-family residential to the north, along with an elementary school and middle school located to the west and south. There are a mixture of industrial uses found primarily to the east of the subject property.
- 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	MDR	RMD-B	Single family dwellings
South	PBF LI	PBF-1 IL	Springfield Middle Warehouses, industrial uses
East	BP LI HI	IL	Industrial uses, warehouses, undeveloped parcels
West	MDR CGC	PBF-1 CCG-2	Andrew Robinson Elementary Restaurant, auto sales

(6) Intensity of Development

With the approval of the companion small scale Land Use Amendment with Site Specific FLUE Policy 4.4.43, the proposed development will be consistent with the Regional Commercial (RC) functional land use category. The PUD is appropriate at this location because it will allow

adaptive reuse of buildings, and a flexible integration of diverse uses into a mixed use development.

- The existing residential density and intensity of use of surrounding lands: The site plan shows residential development adjacent to the existing single family dwelling to the north. The more intensive commercial uses will be to the south and interior of the development. This will allow the multi-family to act as a transition and buffer to the single family dwellings north of 15th Street.
- Any other factor deemed relevant to the limitation of the intensity of the development for the benefit of the public health, welfare and safety: The property is located within the Downtown Brownfield Pilot Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfield Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a 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.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with open space and recreation areas as shown on the site plan.

(8) Impact on wetlands

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did not identify any wetlands on-site.

(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.

The site will be developed in accordance with Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

The project will contain an integrated system of pedestrian walkways, sidewalks, and paths. The applicant intends to incorporate the Emerald Trail, which is envisioned to be located along the southern portion of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The owner shall grant all necessary easements to the City/Groundwork/JTA necessary to build and maintain the Emerald Trail.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on May 23, 2024, the required Notice of Public Hearing sign was posted.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning **2024-348** be **APPROVED** with the following exhibits:

1. The original legal description dated January 1, 2024.
2. The original written description dated January 10, 2024.
3. The original site plan dated December 22, 2023.

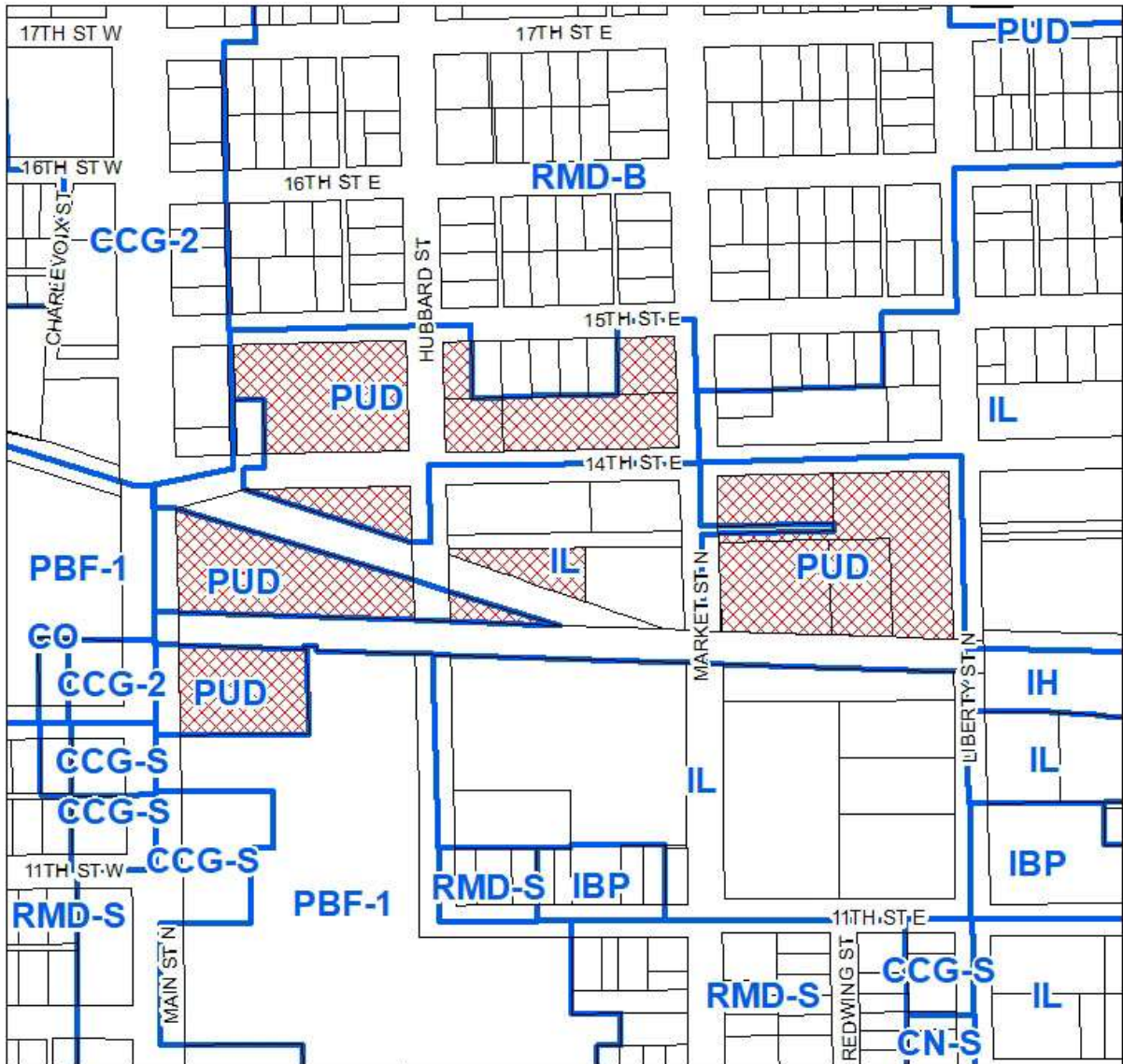
Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-348** be **APPROVED** subject to the following conditions, which may only be changed through a rezoning:

- (1) The PUD shall consist of an integrated system of pedestrian walkways, sidewalks and paths. This system shall also incorporate the Emerald Trail, which is envisioned to be located along the southern edge of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and Jacksonville Transportation Authority (“JTA”) upon a mutually-agreeable trail location and design. The owners of the Subject Property, or their

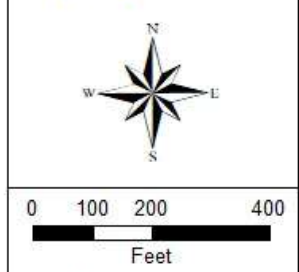
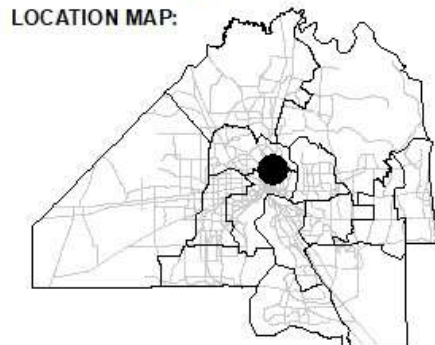
successors or assigns, shall grant all necessary easements to the City, Groundwork Jacksonville, Inc. and JTA as necessary to build and maintain the Emerald Trail.



Aerial view of the subject property.



REQUEST SOUGHT:
FROM: IL & PUD
TO: PUD



COUNCIL DISTRICT:
7

ORDINANCE NUMBER
ORD-2024-0348

TRACKING NUMBER
T-2024-5405

EXHIBIT 2
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