



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

January 9, 2024

The Honorable Randy White
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.: 2024-0903 Application for: 1221 East 16th Street PUD

Dear Honorable Council President White, 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 w/ Conditions**

Planning Commission Recommendation: **Approve w/ Conditions**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated April 23, 2024
2. The Original Written Description dated October 21, 2024
3. The Original Site Plan dated July 19, 2024

Planning Commission Conditions:

1. The height of the proposed new construction shall be limited to sixty (60) feet.
2. Construction/renovation of the former J. Allen Axson Elementary School shall commence prior to the issuance of a Certificate of Occupancy for the personal property self-storage structure.
3. Any parking that may be permitted within the right-of-way is subject to review and approval by the City Traffic Engineer and Transportation Planning Division upon submission of engineered plans showing that such spaces can be constructed to City Standards and without interfering with City Standard sidewalks.

Planning Department Conditions:

1. The height of the personal property self-storage structure shall be limited to forty-five (45) feet.
2. Construction/renovation of the former J. Allen Axson Elementary School shall commence prior to the issuance of a Certificate of Occupancy for the personal property self-storage structure.
3. Parking shall not be permitted in the public right-of-way.

Planning Commission Commentary: There were no speakers in opposition and the planning commission felt the height transition from the existing school to the proposed sixty foot (60) self-storage facility was appropriate for the area.

Planning Commission Vote: **6-0**

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

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

Sincerely,



Erin L. Abney, MPA

Chief, Current Planning Division
Planning & Development Department
214 North Hogan Street, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2024-0903 TO
PLANNED UNIT DEVELOPMENT

JANUARY 9, 2025

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 **2024-0903** to Planned Unit Development.

Location: 0 17th Street East & 1221 16th Street East
Between Phoenix Avenue and Martin Luther King Jr
Parkway

Real Estate Numbers: 113566 0500; 113567 0010

Current Zoning Districts: Public Buildings and Facilities-1 (PBF-1)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Public Buildings and Facilities (PBF)

Proposed Land Use Category: Community/General Commercial (CGC)

Planning District: District 1 – Urban Core

Council District: District 7

Applicant/Agent: Cyndy Trimmer, Esq.
Driver, McAfee, Hawthorne & Diebenow, PLLC
One Independent Drive, Suite 1200
Jacksonville, FL 32202

Owner: Jack Sun Villas, LLC
1228 Evergreen Avenue
Jacksonville, FL 32206

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2024-0903** seeks to rezone approximately 2.40± acres of land from Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD). The rezoning to PUD is being sought to permit the redevelopment of the former J. Allen Axson Elementary School into a boutique hotel, add a personal property self-storage facility on-site, and waive the liquor distance requirements of Part 8 of the Zoning Code.

This PUD differs from the conventional zoning district by permitting a variety of commercial uses while taking into consideration the historic nature of the existing structure on-site. The types of commercial uses permitted here will be limited, and both parking and landscaping requirements will be modified from the conventional requirements.

There is a companion Land Use Amendment, **2024-0902 (L-5942-24C)** which seeks to amend the site from Public Buildings and Facilities (PBF) to Community/General Commercial (CGC).

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 in the Public Buildings and Facilities (PBF) functional land use category 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 **2024-0902 (L-5942-24C)** that seeks to amend the site to Community/General Commercial (CGC).

Community General Commercial (CGC) is a category 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 to reduce the number of Vehicle Miles Traveled.

In addition to the CGC category description, the CGC Principal Uses allows residential development at up to 20 units per acre and contains the following restrictions:

- Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up; to one quarter of a mile radius is developed for non-residential uses, and

- Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development.

The PUD written description acknowledges these restrictions in the event the site is used for residential development.

The site is 2.40 acres. According to the PUD application, the maximum amount of commercial gross floor area is 230,000 square feet and the maximum amount of residential units is 144 residential units. The PUD also includes the restrictions noted above. The uses and density listed in the submitted written description are consistent with the 2045 Comprehensive Plan.

(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.

Objective 1.6

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.

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.

(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): Public Buildings and Facilities (PBF). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series **2024-0902 (L-5942-24C)** that seeks to amend the land to Community/General Commercial (CGC). 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 requests the development of a hotel and a personal property self-storage facility. 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 use of existing and proposed landscaping: Landscaping will meet Part 12 requirements, with the following modifications:

1. Vehicular use interior landscaping – A minimum ten percent (10%) of the interior vehicle use area shall be landscaped except that no interior landscaping shall be required on the Parking Lot Parcel.
2. Perimeter landscaping around vehicular use areas – A minimum five (5) foot on average for the eastern parcel except where bicycle parking is provided as conceptually depicted on the Site Plan. For the Parking Lot Parcel, a minimum ten (10) foot buffer that includes a minimum six (6) foot/maximum eight (8) foot tall, eighty-five percent (85%) opaque fence and landscape area shall be provided along boundaries abutting single-family development, and a minimum four (4) foot landscape area shall be provided along the rights-of-way. Fencing shall not be required for the Parking Lot Parcel boundary lines that abut rights-of-way but may be installed at Applicant's discretion.
3. Uncomplimentary use buffers and screening shall not be required unless otherwise

provided herein.

The use and variety of building groupings: The subject property is currently developed with the former J. Allen Axson Elementary School, which was originally constructed in 1912. The applicant will be renovating the existing school into a boutique hotel and developing a second structure on the eastern portion of the site as a personal property self-storage facility.

The use and variety of building sizes and architectural styles: Staff is recommending a condition to limit the height of the self-storage facility to match with the existing structure on-site. Staff is recommending this condition to ensure that the mass and scale of the proposed storage facility isn't out of character with the surrounding residential neighborhood.

(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 subject site is approximately 2.40 acres and is located west of MLK Jr. Parkway and between 16th Street E and 17th Street E. The surrounding area is primarily single-family residential to the north, west, and south.

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	Railroad
South	MDR/RPI	RMD-A/CRO	Single-family dwellings, church, vacant
East	LDR	RLD-60	MLK Jr. Parkway, single-family dwellings
West	MDR	RMD-A	Single-family dwellings

(6) Intensity of Development

The proposed development would be consistent with the proposed CGC functional land use category to allow for a boutique hotel and a personal property self-storage facility. 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. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

Additional service and design elements will be addressed following applicant's construction plan review submittal.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 2.40 acres and is located on Franklin Street between 16th and 17th Street, all local roadways. The site is just east of Phoenix Avenue, a 2-lane collector roadway. This segment of Phoenix Avenue between 8th Street and Martin Luther King Jr Parkway is currently operating at 10% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 24,000 (vpd) and average daily traffic of 2,432 vpd.

The applicant requests a hotel with 101 rooms (ITE Code 310), a restaurant with 160 seats (ITE Code 931), and 95,000 SF of Storage (ITE Code 151) which could produce 1,122 daily trips.

The application was forwarded to the City's Traffic Engineer and the following comments were received:

- There shall be no parking created in the city right of way.

(7) Usable open spaces plazas, recreation areas.

Recreation and open space will be provided as required by the 2045 Comprehensive Plan.

(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.

The following are the parking requirements listed in the submitted site plan:

1. The following minimum parking requirements shall be provided:
 - a. Personal property self-storage: Three (3) parking spaces and one (1) loading space shall be provided for up to one hundred twenty (120,000) square feet of self-storage use.
 - b. Hotel/motel/hospitality: Parking shall be provided at a rate of 0.85 spaces per room with no additional guest parking spaces required. Any ancillary commercial retail or service use, including an integrated restaurant, shall not require separately designated parking spaces.
 - c. Parking may be shared for uses within the Property.
 - d. Notwithstanding the above, any use may be parked according to Part 6 of the Zoning Code or to the applicable standard within the most recent edition of the ITE Parking Manual. Any such parking calculation may consider shared parking or any other parking metric generally recognized by Transportation Professionals for uses

within the PUD, or as otherwise approved by the Planning and Development Department.

2. There shall be no parking maximum for any proposed use.
3. The Parking Lot Parcel shall be permitted to serve the development.
4. Loading spaces are not required for hotel and/or multi-family uses provided that all loading must be performed on-site and not within the public right-of-way.

(11) Sidewalks, trails, and bikeways

Sidewalks will be provided as required by the 2045 Comprehensive Plan.

The following are the comments received by the Transportation Division of the Planning and Development Department:

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.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on **January 2, 2025**, by the Planning and Development Department, the Notice of Public Hearing signs **were** posted.



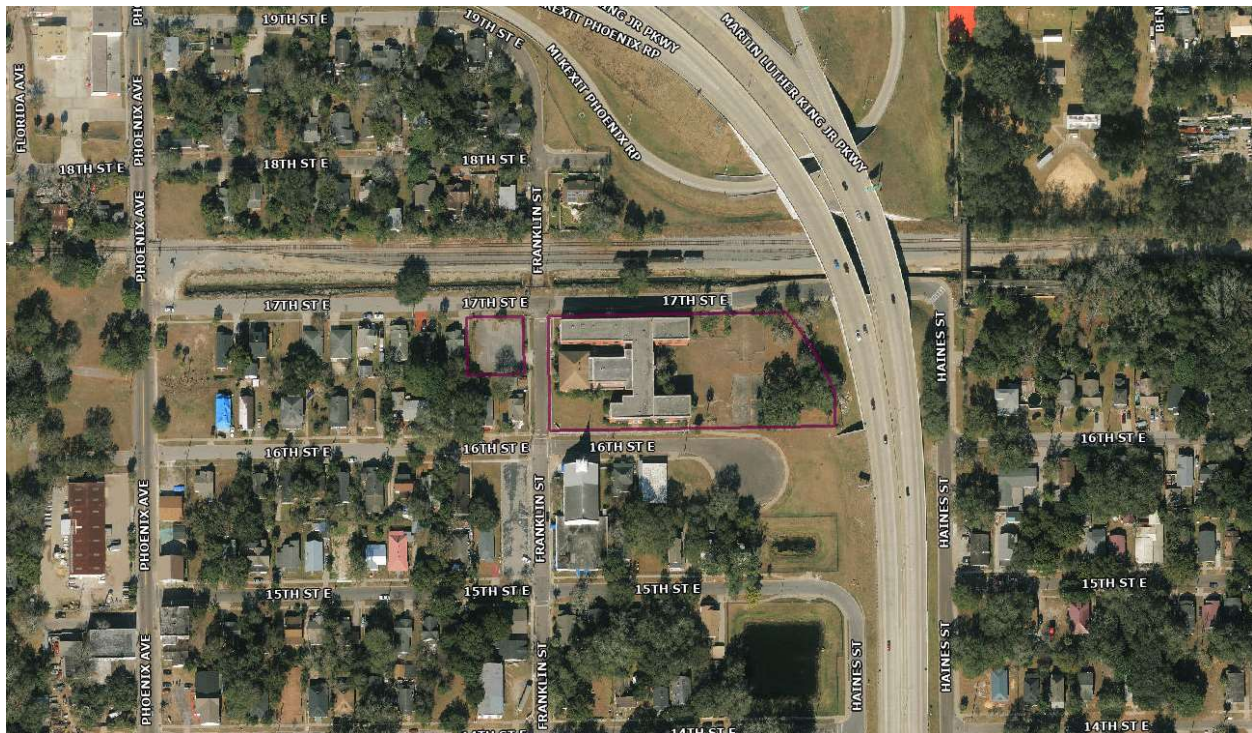
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2024-0903** be **APPROVED WITH CONDITIONS** with the following exhibits:

1. The original legal description dated April 23, 2024
2. The original written description dated October 21, 2024
3. The original site plan dated July 19, 2024

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2024-0903** be **APPROVED WITH the following CONDITIONS:**

1. The height of the personal property self-storage structure shall be limited to forty-five (45) feet.
2. Construction/renovation of the former J. Allen Axson Elementary School shall commence prior to the issuance of a Certificate of Occupancy for the personal property self-storage structure.
3. Parking shall not be permitted in the public right-of-way.



Source: Planning & Development Department, 1/2/2025
Aerial view of the subject property, facing north.



Source: Planning & Development Department, 1/2/2025

View of the subject property from East 16th Street.



Source: Planning & Development Department, 1/2/2025

View of the subject property from East 16th Street.



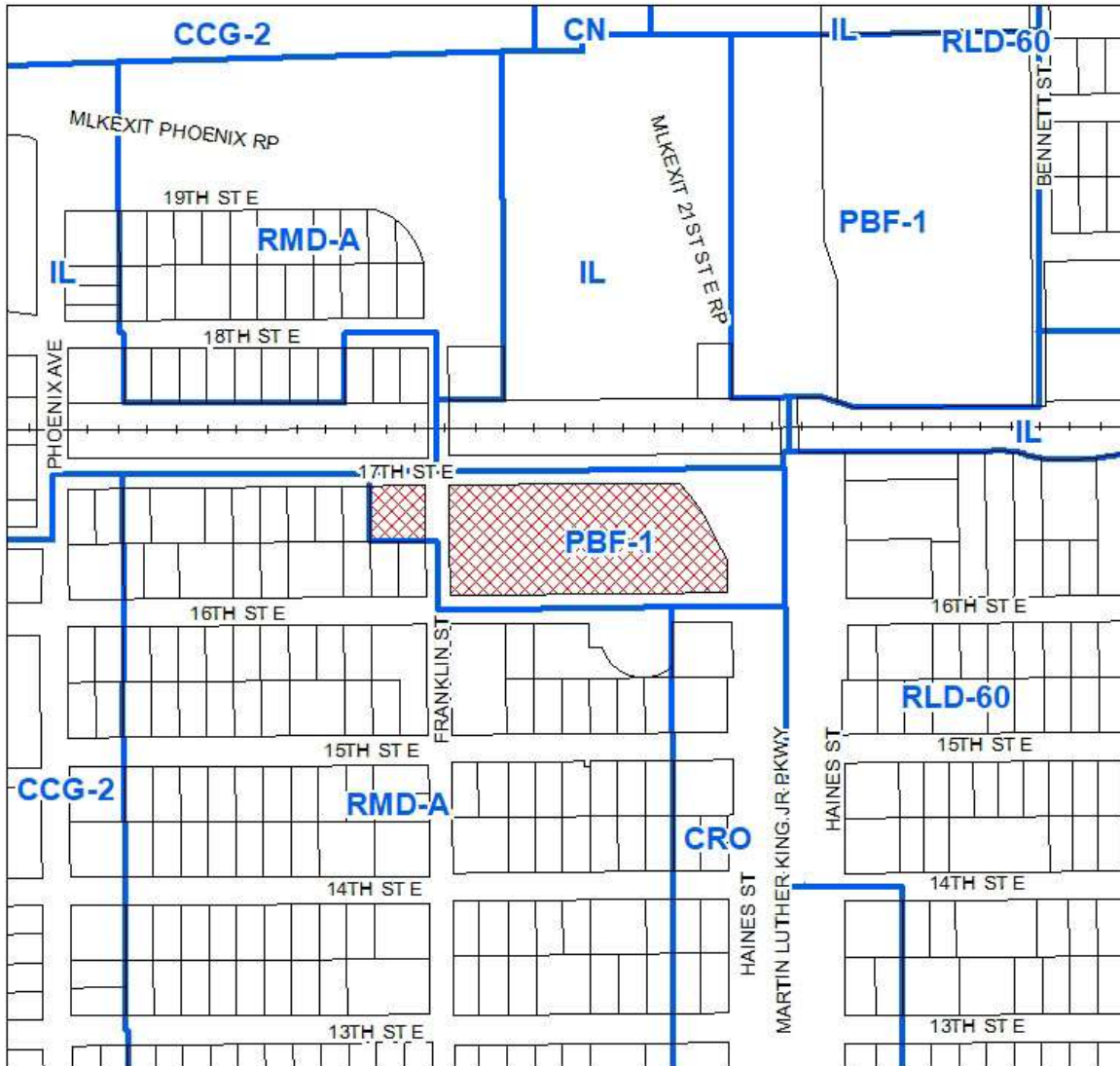
Source: Planning & Development Department, 1/2/2025

View of the portion of the site where the proposed storage facility will be developed.

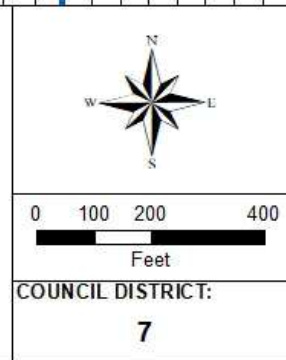
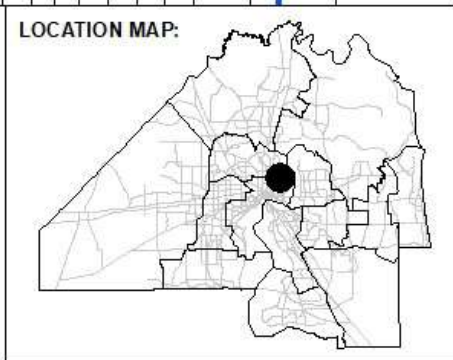


Source: Planning & Development Department, 1/2/2025

View of the parking lot parcel from Franklin Street.



REQUEST SOUGHT:
FROM: PBF-1
TO: PUD



ORDINANCE NUMBER
 ORD-2024-0903

TRACKING NUMBER
 T-2024-5566

EXHIBIT 2
PAGE 1 OF 1