

**Parkway Shops North PUD**  
Written Description  
September 17, 2019

Summary:

The purpose of this application is to modify the Parkway Shops PUD to allow mixed use development in the undeveloped, northerly portion of the Parkway Shops project. This area was previously cleared for retail development. The proposed modification would allow for multiple-family dwellings, retail, restaurant, hotel, office and other uses. The proposed allowable uses and development criteria are based upon a variation of the CCG-1 zoning district.

Parkway Shops is currently zoned PUD under Ordinance 2009-253-E, as modified by MM-18-09 (which related to signage). For the property included in this application, the allowed uses, site plan, criteria and conditions are proposed to be governed by the Ordinance adopting this application, this Written Description and the included Site Plan for Parkway Shops North.

The landowners are affiliated with RPT Realty (f/k/a Ramco Gershenson), which is developing the Parkway Shops project and River City Marketplace, which together contain over 1 Million square feet of retail uses and a hotel. Additionally, the River City Marketplace project contains approximately 900 multifamily units constructed by others. Parkway Shops currently contains over 150,000 square feet of retail and service uses, including Hobby Lobby, Dick's Sporting Goods, Ulta, Aldi, Mellow Mushroom and other retail and restaurant uses.

The modifications to the Parkway Shops PUD contained in this application apply only to the area covered by the legal description attached as **Exhibit 1**, which is currently undeveloped.

Proposed Development:

Total acreage: 22.51

Multifamily: Up to 300 dwelling units

Nonresidential uses: as described below, subject to compliance with performance standards below. Approximately 100,000 enclosed sf of nonresidential uses is anticipated at buildout.

A Conceptual Site Plan is included with this application. Certain non-residential development may occur in the first floor of the multifamily buildings as described below, but is not required. Building locations and parking configurations are conceptual and may be refined during final engineering review.

A. Permitted Uses and Structures. (compare CCG-1 District, § 656.313)

1. Commercial retail sales and service establishments, except the sale of tires, which are permissible only by exception.
2. Restaurants, including restaurants and cafes with the outside sale and service of food and beverages, meeting the performance standards and development criteria set forth in Part 4.<sup>1</sup>
3. Banks, including drive-thru tellers, savings and loan institutions, and similar uses.
4. Professional and business offices, buildings trades contractors that do not require outside storage or the use of heavy machinery, ditching machines, tractors, bulldozers, or other heavy construction equipment and similar uses.
5. Hotels and motels.
6. Commercial indoor recreational or entertainment facilities such as bowling alleys, swimming pools, indoor skating rinks, movie theaters, and similar uses.<sup>1</sup>
7. Art galleries, museums, community centers, gymnasiums, fitness, dance, art or music studios.<sup>2</sup>
8. Vocational, trade or business schools and similar uses.
9. Day care centers or care centers meeting the performance standards and development criteria set forth in Part 4.
10. Off-street commercial parking lots meeting the performance standards and development criteria set forth in Part 4.
11. Adult Congregate Living Facility (but not group care homes or residential treatment facilities).
12. An establishment or facility which includes the retail sale and service of beer or wine for off-premises consumption or for on-premises consumption in conjunction with a restaurant, commercial indoor recreational or entertainment facility and/or hotel.<sup>3</sup>
13. An establishment or facility which includes the retail sale and service of all alcoholic beverages including liquor, beer or wine for on-premises consumption or off-premises consumption or both in conjunction with (i) a hotel, or (ii) in conjunction with a restaurant meeting the minimum size and seating requirements for a restaurant-related alcoholic beverage license from the State of Florida.<sup>4</sup>
14. Permanent or restricted outside sale and service of alcoholic beverages, meeting the performance standards and development criteria set forth in Part 4.<sup>5</sup>

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<sup>1</sup> Outside sale and service of food is normally allowed by exception (only) in CCG-1. We are seeking to allow outside sale and service of food and beverages as a permitted use to encourage urban, outside activity in this mixed use center.

<sup>2</sup> added gymnasiums and fitness for clarification to the category in which these uses are normally allowed by the City in CCG-1.

<sup>3</sup> Added allowance for sale and service of beer and wine in conjunction with hotels and with commercial indoor recreational or entertainment facilities.

<sup>4</sup> The regular CCG-1 district allows sale and service of all alcoholic beverages including liquor by exception only, without limitation as to the type of use. The requested PUD would allow restaurants qualifying for restaurant-related alcoholic beverages licenses and hotels to serve all alcoholic beverages as a permitted use.

<sup>5</sup> Permanent outside sale and service (of alcoholic beverages) is normally allowed in CCG-1 by exception. To encourage ground level activity in this mixed use project, we are proposing to allow this as a permitted use without the need to seek an exception.

15. Retail plant nurseries including outside display, but not on-site mulching or landscape contractors requiring heavy equipment or vehicles in excess of one-ton capacity.
16. Express or parcel delivery offices and similar uses (but not freight or truck terminals)
17. Veterinarians and animal boarding, subject to the performance standards and development criteria set forth in Part 4.
18. Personal property storage establishments meeting the performance development criteria set forth in Part 4.
19. Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.
20. Essential services, including water, sewer, gas, telephone, radio, television and electric, meeting the performance standards and development criteria set forth in Part 4.
21. Churches, including a rectory or similar use.
22. Outside retail sales of holiday items, subject to the performance standards and development criteria set forth in Part 4.
23. Wholesaling or distributorship businesses located within a retail shopping center (but not on an out-parcel or within a stand-alone structure), provided such use is limited to 30 percent of the total gross square footage of the retail shopping center of which the wholesaling use or activity is a part, and further provided there is no warehousing or storage of products not directly associated with the wholesaling or distributorship businesses located on the premises.
24. Assembly of components and light manufacturing when in conjunction with a retail sales or service establishment, conducted without outside storage or display.
25. Filling or gas stations meeting the performance standards and development criteria set forth in Part 4.
26. Dancing entertainment establishments not serving alcohol. This provision shall not supersede any other approvals or requirements for such use found elsewhere in this Chapter or elsewhere in the Ordinance Code.
27. Mobile Car Detailing Services and automated car wash facilities meeting the performance standards and development criteria set forth in Part 4.
28. Textile Recycling Collection Bins meeting the development criteria and performance standards set forth in Part 4, Section 656.421 (Textile Recycling Bins).
29. Multiple-family dwellings, with or without other uses on the first floor.
30. Within the first floor of buildings containing multiple-family dwellings, uses 1-24 above are allowed, permitted uses, and uses described (B)(1)-(2) are allowed by exception.

**B. Uses allowed by exception.**

1. For uses where such sale and service is not permitted without an exception, an establishment or facility which includes the retail sale and service of all alcoholic

beverages including liquor, beer or wine for on-premises consumption or off-premises consumption or both.

2. For uses where such sale and service is not permitted without an exception, permanent or restricted outside sale and service, meeting the performance standards and development criteria set forth in Part 4.
  3. Residential treatment facilities and emergency shelters.
  4. Crematories.
  5. Service garages for minor or major repairs
  6. Auto laundry or manual car wash.
  7. Pawn shops (limited to items permitted in the CCG-1 Zoning District).
  8. Recycling collection points meeting the performance standards and development criteria set forth in Part 4.
  9. Retail sales of new or used automobiles
  10. Blood donor stations, plasma centers and similar uses.
  11. Private clubs.
  12. Billiard parlors.
  13. Service and repair of general appliances and small engines.
  14. Schools meeting the performance standards and development criteria set forth in Part 4.
  15. Dancing entertainment establishments serving alcohol. This provision shall not supersede any other approvals or requirements for such use found elsewhere in this Chapter or elsewhere in the Ordinance Code.
  16. Nightclubs.
  17. Indoor gun ranges meeting the performance standards and development criteria set forth in Part 4.
  18. Sale of new or used tires, meeting the performance standards and development criteria set forth in Part 4.
- C. Minimum lot requirements (width and area). None, except as set forth in Chapter 656, Part 4 for certain uses.
- D. Maximum lot coverage by all buildings and structures. None, except as otherwise required for certain uses.
- E. Maximum building height. 60 feet. Building height means the vertical distance from the required finished floor to the peak of the roof or parapet. Spires, belfries, cupolas, and chimneys that are not intended for human occupancy shall not count towards height measurement. Other roof-top appurtenance and mechanical equipment not intended for human occupancy may be placed above the roof line provided it is not visible from an adjacent right-of-way.<sup>6</sup>

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<sup>6</sup> Definition based upon definition in Zoning Code, except omitting exceptions for certain zoning overlay districts which are not relevant as to this location.

- F. Maximum Residential Density. 20 units per gross acre, consistent with the CGC future land use category.
- G. Accessory Uses (compare 656.403).
1. Accessory uses allowed under section 656.403, Zoning Code.
  2. In connection with multiple-family dwellings, including housing for the elderly, coin-operated laundromats and other vending machine facilities, day care centers, establishments for sale of convenience goods, personal and professional service establishments; provided, however, that these establishments shall be designed and scaled to meet only the requirements of the occupants of these multiple-family dwellings or housing for the elderly and their guests with no signs or other external evidence of the existence of these establishments.
- H. Parking.
1. Business, commercial or personal service establishments, and all other allowable uses not listed: Minimum 3.0 spaces per 1,000 square feet of gross floor area.
  2. Restaurants: Minimum one space for each four patron seats (including indoor and outdoor patron seating) plus one space for each two employees on a peak hour shift.
  3. Multiple-family dwellings: Minimum 1.7 spaces per dwelling unit.
  4. All other uses not listed: minimum parking and bicycle parking requirements shall be met consistent with section 656.604, Jacksonville Zoning Code (March 2019).
  5. Shared parking: For individual users, which may own their sites in fee simple, parking may be provided "off-site" within the PUD and may be shared with other users/uses, so long as the PUD in its entirety provides sufficient parking for all proposed uses. When determining whether sufficient parking is provided, the operating hours and usage patterns of the users should be taken into account.
  6. Maximum parking ratios: There shall be no maximum parking ratio for the uses allowed within this PUD.
- I. Landscaping. Landscaping will be provided consistent with Part 12 of the Zoning Code.
- J. Signage. Signage shall be allowed as follows below, in addition to all other allowed signage for the CCG-1 Zoning District under Part 13 of the Zoning Code:
1. North Shared Entrance Sign. The northerly entrance to the Project on Max Leggett Parkway may have a shared entrance sign up to 48 square feet in area and up to 15 feet in height, identifying the project name and individual tenants or users in the Project, on multiple panels. Such sign may be internally or externally illuminated, and may be one-sided or two-sided.
  2. South Shared Entrance Sign. The southerly entrance to the Project on Max Leggett Parkway may have a shared sign up to 300 square feet in area and up to 35 feet in height, identifying the project name and individual tenants or users in the Project, on multiple panels. Such sign may be internally or externally illuminated, and may be one-sided or two-sided.

3. Wall Signage. Wall signs are allowed, facing Max Leggett Parkway and internally to the project (such as facing to the southwest), not to exceed ten percent of the square footage of the occupancy frontage or respective side of the building.<sup>7</sup>

K. Differences between Proposed PUD and Zoning Code.

1. Multi-family use. The CCG-1 zoning district (656.313) allows multi-family uses by exception. This application proposes to allow multi-family uses by right, subject to compliance with the PUD Site Plan and the standards and criteria of this PUD. The proposed parking minimum of 1.7 spaces/unit differs from the standard code requirement, which varies based upon the number of bedrooms.
2. Outside sales and service. The proposed PUD would allow outside sales and service of alcohol by right (where in conjunction with a permitted use also allowing alcohol sales) to encourage outside commercial and pedestrian activity in and around its buildings and in accord with the more urban design of this project. The CCG-1 zoning district allows such sales by exception.
3. Alcohol sales in hotels and motels. The proposed PUD would allow alcohol sales by right as part of hotel and motel use, and as part of indoor entertainment facilities. The CCG-1 zoning district allows such sales by exception.
4. "Sweepstakes" facilities. Such uses are not proposed to be allowed, though they are allowed in the CCG-1 zoning district.
5. Shared entrance signs. Section 656.1303 does not expressly provide for shared entrance signs, but these are common in multi-use projects.
6. Wall signs facing internally. Section 656.1303(j) allows wall signs facing public rights-of-way and approved private streets. The proposed PUD would allow wall signs to face internal to the project as well. This is appropriate given the scale of the project and given that visibility of development in this PUD is complementary to the existing Parkway Shops project.

L. Quantitative Data.

1. Development Team

Owners: Ramco Parkway LLC and Ramco TRS LLC  
c/o Dan Morris, Vice President Development  
31500 Northwestern Highway, Suite 300  
Farmington Hills, MI 48334  
(248) 592-6224  
[dmorris@rptrealty.com](mailto:dmorris@rptrealty.com)

Developer: Ramco Gershenson, Inc., affiliated with RPT Realty

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<sup>7</sup> §656.1303(j)(1) normally limits the wall signs to the side of the building abutting a public right-of-way or approved private street.

(same contact information as above)

Planner: John Freel, Director of Design  
RPT Realty  
31500 Northwestern Highway, Suite 300  
Farmington Hills, MI 48334  
[jfreel@rptrealty.com](mailto:jfreel@rptrealty.com)

Engineer: Barry Rohrer  
Taylor & White, Inc.  
9556 Historic Kings Road S., Suite 102  
Jacksonville, FL 32257  
(904) 346-0671  
[Barry.Rohrer@taylorandwhite.com](mailto:Barry.Rohrer@taylorandwhite.com)

Legal: Sodl & Ingram PLLC  
Thomas O. Ingram, Esq.  
233 E Bay Street, Suite 1113  
Jacksonville, FL 32202  
(904) 612-9179  
[thomas.ingram@si-law.com](mailto:thomas.ingram@si-law.com)

2. Site Data Table – See **Exhibit F**

M. Project Phasing. The applicant anticipates that development will be initiated and completed in one, ten-year phase, but such timing is ultimately dependent upon market conditions.

N. Operation and Maintenance. The landowners, Ramco Parkway LLC and Ramco Duval TRS LLC, are existing entities and anticipate that they, their successors and assigns will be primarily responsible for operation and maintenance of shared facilities within Parkway North. Should a commercial property owners' association be formed in the future, the property owners' association would be primarily responsible for maintenance of those common facilities not provided, operated or maintained by the City.

O. Ingress, Egress and Circulation.

1. Vehicular Access.

- a) For the southerly part of the PUD, access to the Project will be provided by two driveway connections to Max Leggett Parkway as generally shown, with left-hand turning movements subject to further review during the civil engineering review process.

- b) For the Owens Road area of the PUD, access to the Project will be provided by driveway connections meeting City engineering requirements.
- c) Identification signage, walls, fences and landscaping shall not obstruct horizontal sight distance at intersections and meet sight triangle requirements.
- d) If any internal roadway within the Project is dedicated as a public roadway, then it shall meet all design requirements of Section 3.0 of the Land Development Procedures Manual. Internal driveways shall align or meet 75' separation requirements.

2. Pedestrian Access. The developer will comply with the applicable sidewalk regulations of the Jacksonville Ordinance Code.

P. Criteria for Review.

1. Consistency with Comprehensive Plan.

The proposed zoning is consistent with the Comprehensive Plan. The proposed zoning is consistent with and furthers the following Goals, Objectives and Policies:

Future Land Use Element

1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use, pattern, 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.

3.2.1 The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

3.2.6 The City shall encourage neighborhood commercial uses to be located within one quarter mile of the intersections of roads classified as collector or higher on the Functional Highway Classification Map, except when such uses are an integral component of a mixed-use development, Traditional Neighborhood Development (TND), Transit Oriented Development (TOD), Rural Village or similar development. The City should prohibit the location of neighborhood commercial uses interior to residential neighborhoods in a manner that will encourage the use of local streets for nonresidential traffic.

CGC- General Intent: Uses should generally be developed in nodal and corridor development patterns.

2. Consistency with Concurrency Management System. The proposed PUD will comply with the City's concurrency ordinance. A fair share agreement applies to



this development and was prepaid to assist with the construction of Max Leggett Parkway. Once fair share credits have been fully used, the developer anticipates using the Mobility Fee to offset mobility impacts. A utility availability letter will be provided from JEA.

3. Allocation of Residential Land Use. Multi-family uses are primary uses within the CGC land use category, and the proposed Project will comply with the 2030 Comprehensive Plan.
4. Internal Compatibility/Vehicular Access. The uses proposed within the Project are compatible with each other. The PUD is intended to allow for integration of multiple uses, vertically and/or horizontally. No incompatible use buffers are required. There is no undue adverse impact on any neighboring use, in that the existing, approved shopping center project is as intense if not more intense than the proposed PUD. The proposed area for buildings is set back from the adjacent single family residential parcels as set forth in the Site Plan.
5. External Compatibility. The proposed Project is consistent with the existing and planned uses of the surrounding properties, and will not have any avoidable or undue adverse impact on existing or planned surrounding uses. The proposed uses are consistent with the intensity of uses in this area, including the existing Parkway Shops project and the UF Health North campus, a manufacturing business to the east of the project's retention pond, and the two homes to the south. Note that the parcel to the east of the northerly area of the PUD is proposed for development of an assisted living facility.
6. Intensity of Development. The proposed residential density and intensity are consistent with existing uses in the area, including the UF Health North campus and the Parkway Shops project. This PUD represents an effort to encourage mixed-use development which complements the River City Marketplace area's emergence as a major jobs and retail center for north Jacksonville. Consistent with the CGC-Suburban land use category, the proposed residential use comprises less than 80 percent of the Parkway Shops development. Parkway Shops contains over 150,000 square feet of retail uses and approximately 100 acres of open space, with additional retail development planned. There is a companion application to amend a northerly portion of Parkway Shops from LI to CGC.
7. Usable open spaces, plazas, recreation areas. Any multi-family uses constructed in the Project shall comply with the requirements of section 656.420(d), Jacksonville Ordinance Code (March 2019), with a minimum of 150 square feet of active recreation area per dwelling unit. All multiple-family developments of 100 units or more shall provide 150 square feet of active recreation area per dwelling unit. There may be one area for each 100 units, or the areas may be combined, subject to approval by the Planning and Development. At least 10

percent (10%) of the Project will be open space, which would include any areas used for stormwater retention.

8. Impact on Wetlands. There are no wetlands on the Property.
9. Listed Species Regulations. Development of the Project will comply with the Endangered Species Act and other laws concerning the protection of listed species.
10. Off-Street Parking & Loading requirements. See the parking requirements proposed above.
11. Sidewalks, Trails and Bikeways. The Project will comply with the applicable requirements of the Zoning Code, 2030 Comprehensive Plan, and Land Development Procedures Manual regarding the provision of sidewalks.

Q. Development Plan Approval.

With each request for verification of substantial compliance with this PUD, a preliminary development plan shall be submitted to the City of Jacksonville Planning and Development Department, identifying all then-existing and proposed uses within the Property, and showing the general layout of the overall Property. In the event of a conflict between the Site Plan and this Written Description, this Written Description shall take precedence.

- R. Existing Site Characteristics. The site was prepared for redevelopment in the late 2000s and is mostly grassed with predominately bahia grass and flat, with a stormwater system. There are no significant variations in elevations other than those associated with the stormwater system, and no unique natural features or significant natural vegetation. The current ponds and vegetation are shown in the aerial photograph included with this application. Driveways and median openings within 660 feet of the site are depicted on supplemental pages to the Site Plan, using recent aerial photos.

S. Property Tax Parcel Numbers.

Tax Parcel ID 106252 0020, 0 Owens Road

Tax Parcel ID 106252 0200, 0 Max Leggett Parkway

Tax Parcel ID 106249 0000, 0 Max Leggett Parkway

Tax Parcel ID 106252 0300 (partial), 15324 Max Leggett Parkway

Tax Parcel ID 106252 0400 (partial), 0 Max Leggett Parkway