



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
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October 9, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2025-0496 Application for: 1000 Riverside PUD

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairperson Carlucci 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 Department Recommendation: **Approve w/ Condition**

- 1. A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, the Chief of Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).**

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

- 1. A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, the Chief of Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated February 14, 2025.
2. The Revised Written Description dated September 26, 2025.
3. The Revised Site Plan dated September 18, 2025.

Planning Commission Commentary: There were no speakers in opposition and little discussion amongst the commissioners.

Planning Commission Vote:	7-0
Mark McGowan, Chair	Aye
Mon'e Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Absent
Charles Garrison	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Aye

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

Sincerely,

A handwritten signature in blue ink, appearing to read 'Erin L. Abney'.

Erin L. Abney, MPA

Chief, Current Planning Division
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REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0496 TO
PLANNED UNIT DEVELOPMENT

OCTOBER 9, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0496** to Planned Unit Development.

Location: 860, 1000 Riverside Avenue and 1049 May Street
between Riverside Park Place and Lomax Street

Real Estate Number(s): 090198-0000; 090204-0010; 090211-0000

Current Zoning District: Planned Unit Development (PUD-2017-0010)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Residential Professional Institutional (RPI)

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

Planning District: Urban Core, District 1

City Council District: District 7

Applicant/Agent: Cyndy Trimmer, Esq.
One Independent Drive, Suite 1200
Jacksonville, Florida 32202

Owner: CLL Land I, LLC
1000 Riverside Avenue, Suite 600
Jacksonville, Florida 32204

Staff Recommendation: **APPROVE with CONDITION**

GENERAL INFORMATION

Application for Planned Unit Development **2025-0496** seeks to rezone approximately 1.9 acres of land from PUD to PUD. The rezoning to PUD is being sought to permit a mixed use development of commercial retail and a hotel. Development will additionally include a parking

garage to increase the amount of parking on site to accommodate existing parking demands and those generated by the new development. The site currently is developed with a office tower that includes a first-floor restaurant and rooftop bar. The site is in the Urban Transition Character Area of the Riverside Avondale Zoning Overlay. However, the site is outside of the Riverside Avondale Historic District and is not required to obtain Certificate of Appropriateness for its design.

The PUD differs from the normal zoning code by adopting the existing PUD development standards while allowing for the hotel use and other CGC uses. Additionally, the PUD requires the sidewalks to be a minimum of eight (8) feet wide along May Street. A minimum ten (10) foot landscape area will be established in lieu of on-street parking along the proposed garage frontage. The front setbacks on Riverside Avenue are reduced to account for the outdoor dining area of the existing historic building. Side and rear setbacks for new construction are reduced compared to the normal code requirements. The maximum height is eighty (80) feet as permitted in the existing while the standard CGC districts allow for 60 feet.. Building frontage may occupy less than eighty percent (80%) of the Post Street frontage, and corner entrances are not required. The Parking Garage will not be required to have enclosed commercial or civic floor space and may front May Street as depicted in the Site Plan without an intervening building or landscaped open space as required in the overlay. The walkways and open spaces on the Site Plan are requested satisfy the requirement for public space pursuant to Section 656.399.33. The Proposed Building and Parking Garage may exceed twenty thousand (20,000) square feet in building footprint, and the Parking Garage is exempt from Sections 656.399.24(1) and 656.399.34 of the Zoning Code.

The existing PUD 2017-0010 was approved with the following conditions:

- 1.) The height of the 1000 Riverside building is limited to 130 feet as measured from the finished floor, however any new construction (on the balance of the property) is limited to 80 feet in height as measured from the finished floor, with the exception of elevator structures, external stairwell, mechanical equipment, water closets, spires, cupolas, antennas, chimneys, open-air rooftop terrace area associated appurtenances.
- 2.) New construction, other than the 1000 Riverside building, measuring from 60 feet to 80 feet in height, and new parking structures, shall comply with the Riverside/Avondale Zoning Overlay, and will also be subject to review by the Jacksonville Historic Preservation Commission.
- 3.) Only the signs described in the Revised Written Description dated February 22, 2017 and attached to Ordinance 2017-10-E shall be allowed;
- 4.) For purposes of clarification, the building identification signs located on the upper structure of the existing building, which is stepped back from the main plane of the building, shall be limited to the following:
 1. One building identification sign not exceeding 575 square feet, in the location of the existing sign on the side of the building facing Riverside Avenue;
 2. One building identification sign not exceeding 300 square feet, on the wall facing Post Street and perpendicular to the existing wall sign. This sign may not be internally

illuminated;

5.) The small parking lot shall be developed in accordance with Revised Exhibit 4 attached to Ordinance 2017-10-E, and shall include a continuous 2-3 foot evergreen hedge along the Post Street and Riverside Avenue sides of the lot. The hedge shall reach a height of 2-3 feet, and be full and continuous (with the exception of the driveways) within 3 years.

Staff has reviewed the following conditions and does not recommend forwarding them onto the new PUD as they have been incorporated into the revised Written Description dated September 26, 2025.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 1.90-acre subject site is made up of two sites that are on the north and south side of Post Street (SR-228), between May Street to the west and Riverside Avenue to the east. Riverside Avenue and Post Street are both minor arterial roadways and May Street is a local roadway. The site is in the Urban Core Planning District (District 1), Council District 7, and the Urban Priority Development Area. The site is also in the Urban Transition Character Area of the Riverside Overlay. Pending concurrently with this application is a companion land use amendment from RPI to CGC, pursuant to Ordinance 2025-495.

The separate, 0.15 acre portion of the site on the north side of Post Street is a small parking lot. The larger 1.75-acre portion of the site on the south side of Post Street contains the Corner Lot Tower, built in 1963, which is a commercial office building with the River & Post restaurant occupying the ground floor and rooftop, with an additional associated parking lot serving the building. The subject site and surrounding area are well developed with a mix of commercial, office, and residential uses. and this rezoning to PUD would add to the existing structures on the site.

According to the Category Descriptions of the Future Land Use Element (FLUE), 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 neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

CGC in the UPA is intended to provide compact development which should generally be developed in nodal and corridor development patterns while promoting the revitalization or advancement of existing commercial districts and the use of existing infrastructure through infill development and redevelopment. Development that includes residential uses is preferred to provide support for commercial and other uses. Vertical integration of a mix of uses is encouraged.

The maximum gross density in the Urban Priority Area shall be 60 units/acre and the minimum gross density shall be 20 units/acre, except as provided elsewhere in the comp plan.

The permitted and permissible uses in the PUD written description are consistent with the allowed uses, secondary uses, and densities of the proposed CGC category of the 2045 Comprehensive Plan.

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

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 Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

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 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

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.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

(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.

The following additional criteria shall be considered by the Planning and Development Department, the Local Planning Agency, and the City Council when evaluating any land use or zoning application within the Riverside/Avondale Zoning Overlay District:

(a) Whether the proposed rezoning is consistent with the Riverside/Avondale Zoning Overlay District and the historic district regulations;

The primary purpose and intent of the Riverside/Avondale Zoning Overlay is to protect the existing historic residential areas. The Written Description references reviews being required by the Historic Planning Division for consistency with the regulations.

(b) Whether the rezoning will negatively affect or alter the character of the character area or corridor;

The intended plan of development will not alter the character of the Urban Transition Area (UTA) or the abutting corridors. The proposed uses are similar and compatible to those surrounding the site.

(c) Whether the rezoning and subsequent future development would result in the destruction of natural resources such as wetlands, protected trees or exceptional specimen trees; and

The intended plan of development will not destroy protected trees or specimen trees, or wetland areas. If any of these are found on the site, they will be subject to all regulations and permits for removal.

(d) Whether the rezoning would have a negative effect on any contributing structures within the Riverside Avondale historic district, as defined in Section 656.399.17, historic landmark or landmark site.

The majority of the subject sites are not within the Historic District outside of a portion of the most southern portion of 1049 May Street. The portion of the site within the boundary is occupied today by a parking lot. Therefore, no contributing structures or landmarks will be affected by the

proposed development.

(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 proposed functional land use category as identified in the Future Land Use Map series (FLUMs): Community/General Commercial (CGC). This proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria A and B above.

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals. **This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.**

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for a commercial development, with the possibility of multi-family mixed use. 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 with specific reference to the following:

The use of existing and proposed landscaping: The site today follows the Landscaping Regulations of the Zoning Code. The proposed written description states the Property shall be developed consistent with the conceptual Site Plan attached as Exhibit 4. In particular, if a parking garage is constructed, Developer will work with the City to improve the May Street right-of-way as shown on the Site Plan to eliminate on-street parking and establish a minimum ten (10) foot landscape buffer along the proposed parking garage frontage. With regard to the small parking lot at the corner of Riverside Avenue and Post Street, so long as it remains a surface parking lot, a three (3) foot landscape buffer to include a two (2) to three (3) foot continuous hedge (not including the drive way) shall be required along the Post Street side of the lot, and a four (4) foot landscape buffer to include a two (2) to three (3) foot continuous hedge shall be required along the Riverside Avenue side of the lot.

Traffic and pedestrian circulation patterns: The proposed site plan will alter the entrances and limit them to one entrance to the garage from May Street and one new entrance on Post Street which will access the existing office tower, proposed hotel structure and parking garage on the larger parcel. Pedestrian access will remain in place through the existing sidewalks, and internal walkways from all three frontages of the larger parcel. The smaller parking parcel is not proposed to be altered on the site plan and will remain with its existing drive aisles and pedestrian facilities. The Transportation Divisions Comments on the Proposed Project:

The subject site is approximately 1.9 acres and is located on the southwest and northwest portions of the intersection of Post Street and Riverside Avenue, both of which are minor arterial roadways. Post Street between Margaret Street and Riverside Avenue is currently operating at 14% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 25,200 (vpd) and average daily traffic of 3,549 vpd. Riverside Avenue between Post Street and Acosta Bridge is currently operating at 55% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 40,800 (vpd) and average daily traffic of 22,500 vpd. Riverside Avenue between Lancaster Street and Post Street is currently operating at 34% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 40,800 (vpd) and average daily traffic of 14,000 vpd.

The applicant requests a maximum of 125 hotel rooms (ITE Code 310) which could produce 999 daily trips.

Compatible relationship between land uses in a mixed use project: The written description includes permitted and permissible uses commonly found in the CCG-1 Zoning District. The current office and restaurant uses will be compatible with the proposed hotel use and any other permitted use in the written description.

(5) External Compatibility

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

The type, number and location of surrounding external uses: The proposed development is located in an area where residential, office, commercial and institutional uses function as a mixed-use development. A hotel and parking garage at this location complements the existing hospital, offices, commercial and residential uses for those in the immediate area.

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

Adjacent Properties	Land Use Category	Zoning District	Current Property Use
North	RPI	CRO/PUD	Cummer Museum Parking/ Residential Quadplex
East	RPI	CRO	Offices
South	RPI	CRO/PUD	Garden Club of Jacksonville / Office
West	RPI	PUD	Presbyterian Apartments

(6) Intensity of Development

The proposed development is consistent with the proposed CGC functional land use category as a commercial / office development. The PUD is appropriate at this location because it will support the existing offices, service establishments and hospital in the area. Water, sewer and electric connections are 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.

(7) Usable open spaces plazas, recreation areas.

The project will contain with the required amount of open space per the 2045 Comprehensive 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.

A minimum of two hundred fifty-five (255) parking spaces and one (1) on-site loading area shall be provided. Parking spaces may be located on a different lot or parcel than they are intended to serve. A minimum of two (2) public bike racks will be provided on site.

(11) Sidewalks, trails, and bikeways

As required by City regulations except that sidewalks a minimum of eight (8) feet wide shall be provided along the May Street frontage.

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on October 2, 2025, the required Notice of Public Hearing sign was posted.



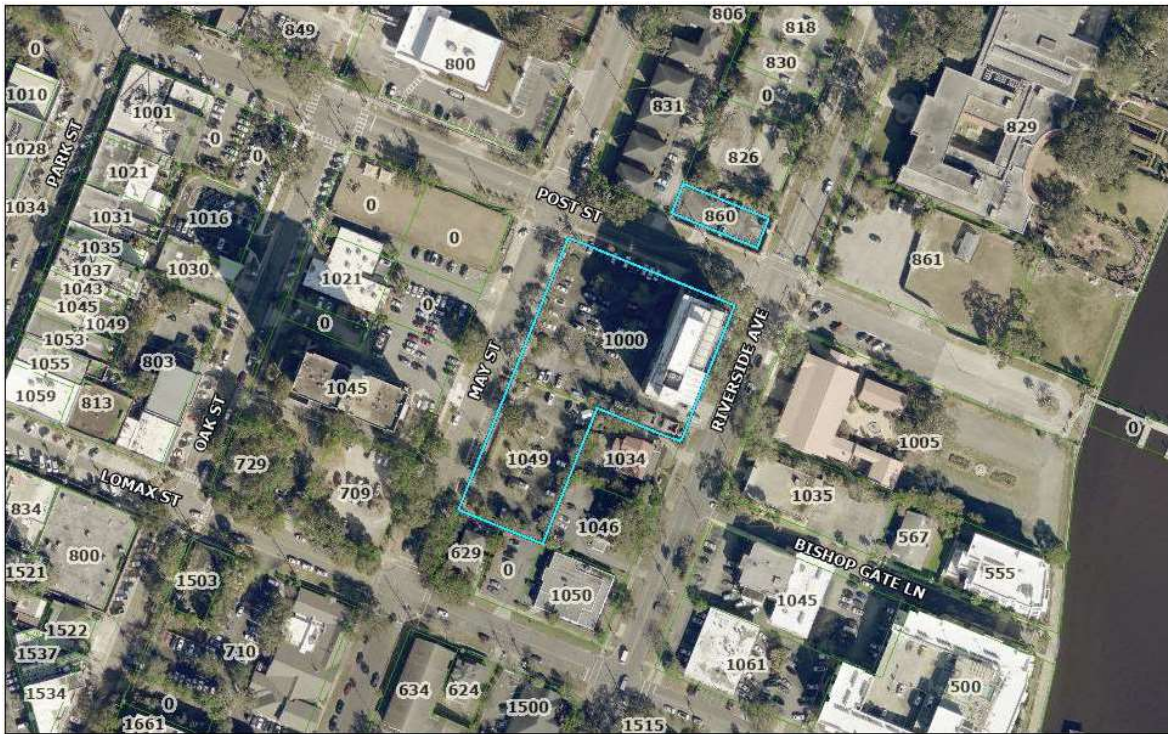
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0496** be **APPROVED** with the following exhibits:

1. The original legal description dated February 14, 2025
2. The revised written description dated September 26, 2025
3. The revised site plan dated September 18, 2025.

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0496** be **APPROVED** with **ONE CONDITION**:

- 1.) A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, the Chief of Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).



Aerial Photo



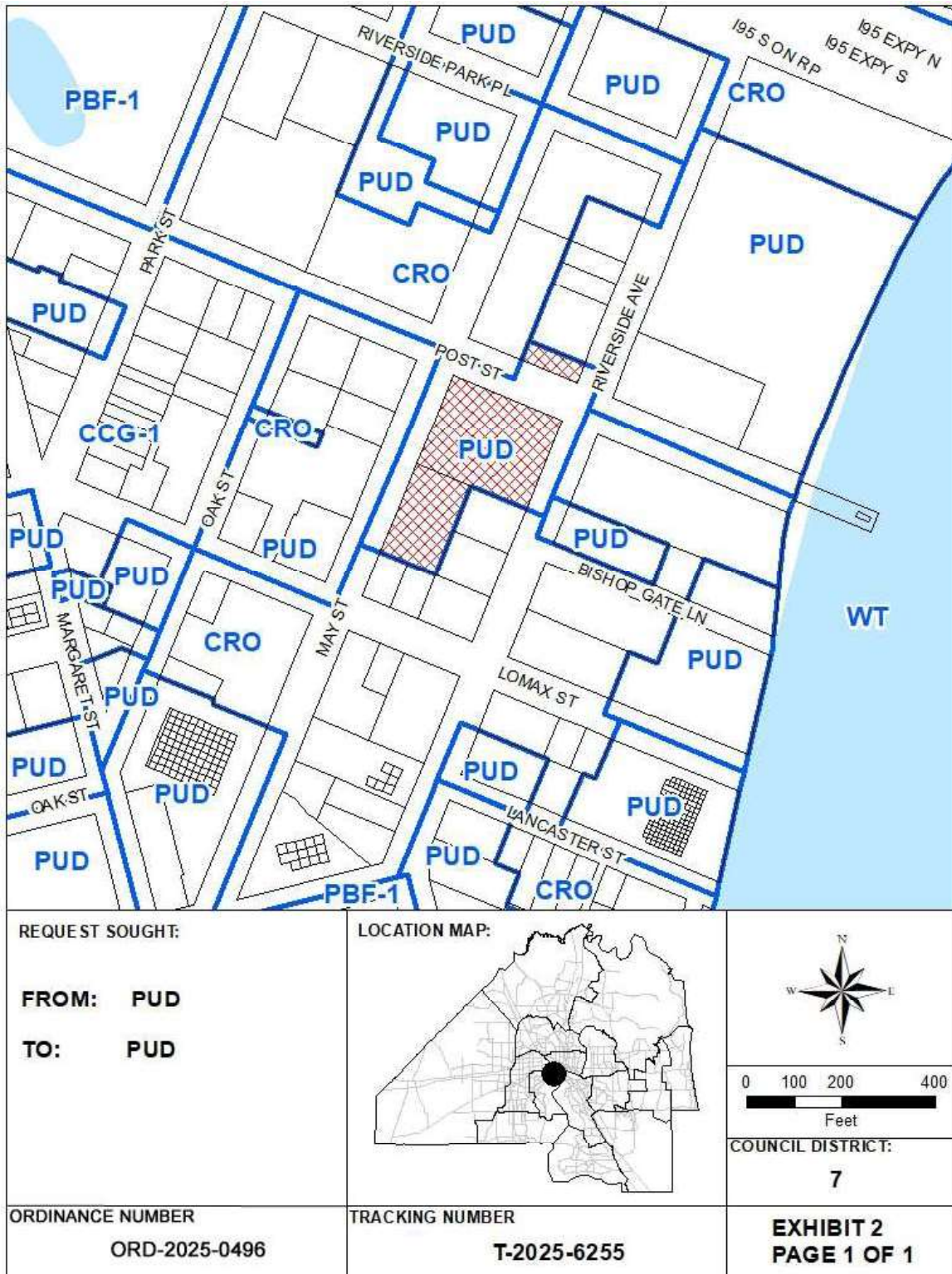
View of the existing office tower with the proposed hotel location in front



View of the proposed parking garage location



View of the existing surface lot across Post Street



Legal Map