

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

October 19, 2023

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.: 2023-653 **Application for: Soccer Entertainment Complex 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 Conditions**

Planning Commission Recommendation: **Approve**

This rezoning is subject to the following exhibits:

1. **The original legal description dated April 21, 2023.**
2. **The revised written description dated October 4, 2023.**
3. **The revised site plan dated October 3, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions: **None**

Planning Department conditions:

1. **The maximum height of all parcels north of Albert Street shall be limited to 60 feet.**
2. **The maximum height of all parcels south of Albert Street shall be limited to 100 feet.**
3. **Traffic studies may be required for any phases after Phase 1, to be determined at Civil Site Plan Review. If a traffic study is required, prior to its commencement, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division and the traffic reviewer from Development Services.**

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

Planning Commission Commentary: There was one speaker in opposition as the development does not consider the historical heights. Should be more inclusionary and equitable for the neighborhood. The Commissioners considered the development appropriate for the area, but would like to see more support from local groups and show how it betters the community..

Planning Commission Vote:	7-0
Charles Garrison, Chair	Aye
Daniel Blanchard, Vice Chair	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Julius Harden	Absent
Mone Holder	Absent
Ali Marar	Aye
Jack Meeks	Aye
Tina Meskel	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
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7820
blewis@coj.net

REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2023-0653 TO
PLANNED UNIT DEVELOPMENT

OCTOBER 19, 2023

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 **2023-0653** to Planned Unit Development.

Location: 665 A. Philip Randolph Boulevard, 1021, 1033, 1034, 1068, 1105 Albert Street, 0 Georgia Street, 1030, 1150 Grant Street, 0 Spratt Street, and 0 Van Buren Street Between Arlington Expressway and Grant Street

Real Estate Numbers: 130649-0000, 130650-0000, 130651-0000, 130724-0000, 14 130725-0000, 130726-0000, 130728-0000, 130729-0000, 130730-0000, 130730-0010, 130731-0000, 130732-0000, 130733 0000, 130734-0000, 130736-0000, 130737-0000, 130738-0000, 130740-0000, 130741-0000, 130742-0000, 130743-0000, 130744-0000, 130745-0000, 130746-0000, 130747-0000, 130747-0100, 130748-0000, 130749-0000, 130750-0000, 130837-0000, 130838-0000, 130840-0000 , 130841-0000, 130841-0010 and 130842-0000

Current Zoning Districts: Public Buildings & Facilities-1 (PBF-1)
Commercial Community General-2 (CCG-2)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Medium Density Residential (MDR)
Community/General Commercial (CGC)

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

Planning District: Urban Core, District 1

Applicant/Agent: Steve Diebenow, Esq.
Driver, McAfee, Hawthorne and Diebenow, PLLC
1 Independent Drive, Suite 1200
Jacksonville, FL 32202

Owner: City of Jacksonville
214 North Hogan Street, Suite 300
Jacksonville, Florida 32202

Barbara Jaffe
SLG Investment Partnership, LLLP
6550 St. Augustine Road #104
Jacksonville, Florida 32217

Staff Recommendation: APPROVE W/ CONDITIONS

GENERAL INFORMATION

Application for Planned Unit Development **2023-0653** seeks to rezone approximately 7.52± acres of land from Public Buildings & Facilities-1 (PBF-1) and Commercial Community General-2 (CCG-2) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for a mixed-use development of a soccer complex, commercial, residential, offices, and open space. There is a companion Land Use Amendment, **2023-0652 (L-5846-23C)** which seeks to amend the site from Medium Density Residential (MDR) to Community/General Commercial (CGC); some of the lots are already within the Community/General Commercial (CGC) land use category.

The subject properties currently consist of a variety of vacant lots within the block of Albert Street, A. Philip Randolph Boulevard, Grant Street, and Georgia Street. The applicant seeks to develop the property with a soccer complex for the Armada FC which includes retail, offices, and parking areas. This project is intended to be in two phases. Phase I development will include the soccer complex, surface level parking, and outdoor plazas. Phase II intends to have structured parking, retail, and multi-family development.

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 subject site is located west of N Georgia Street, between Grant Street and Albert Street, according to the City's Functional Highways Classification Map all three are local roadways. The site is in the Medium Density Residential (MDR) land use category in the Urban Priority area. A companion land use application, L-5846-23C, has been filed concurrently with this application for rezoning to change the land use of the subject site from Medium Density Residential to Community/General Commercial (CGC).

According to Category Descriptions of the Future Land Use Element (FLUE), Medium Density Residential (MDR) in the Urban Priority Area is intended to provide compact medium to high density development.

CGC in the Urban Priority Area 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. The following uses are permitted, but are not limited to: Restaurants, Commercial Recreational and Entertainment Facilities, and Offices. Vertical integration of a mix of uses is encouraged.

A JEA availability letter, dated March 15, 2023, has been provided. There is an existing 12-inch water main along A Philip Randolph Boulevard and an existing 8-inch gravity sewer main along Albert Street.

The proposed PUD would allow for the construction of a soccer stadium and is consistent with the proposed CGC land use category.

(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:

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.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Downtown Brownfield Pilot Area

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.

East Jax Neighborhood Action Plan

The proposed amendment is located in the East Jacksonville Neighborhood Action Plan. This plan was formed to revitalize the eastern historic district using its assets. The plan does not specifically talk about the subject site, but in Section 7: A. Philip Randolph Corridor, A. Philip Randolph Boulevard is categorized as a major commercial center for the neighborhood, with mixed uses. The amendment site's proposed use will follow the current trend in the area and will be an additional commercial use mixed with potential residential uses the public will be able to use for entertainment.

(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): Medium Density

Residential (MDR). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series **2023-0652 (L-5846-23C)** 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.

The agent/owner will need to submit a Mobility application & a CRC application to the Concurrency Office's email at CMMSO@coj.net for review/fee assessment/approval.

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 requests permitting the development of a soccer/entertainment stadium, commercial, retail and office uses. The written description requests multi-family development as a permitted use. 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. The attached Land Use table shows 350 dwelling units, but the site plan dated July 26, 2023, does not show these dwelling units, rather the written description states "future phases of the Project beyond Phase II may include multi-family residential of up to 350 dwelling units."

(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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Recreation and open space will be in compliance with the 2045 Comprehensive Plan. The recreation and open space will be provided by the multi-use outdoor plaza, event field and other indoor and outdoor recreation facilities on the property.

The use of existing and proposed landscaping: The Property shall be developed in accordance with the requirements of Part 12 Landscape Regulations of the Zoning Code while developing through Phase I and Phase II. The written description goes into detail about landscaping requirements that are more lenient than what Part 12 states.

The treatment of pedestrian ways: The property will have sidewalks along A. Philip Randolph Boulevard and Albert Street for pedestrian use. There will also be outdoor plazas throughout the property to provide safe walking areas for pedestrians. During Phase II of the project, a pedestrian bridge may be constructed to provide access to the different uses on the property from the possible parking garage.

The use and variety of building groupings: The submitted site plan of the proposed development for phase I shows the soccer stadium with an office building and a parking lot across Albert Street, while Phase II has a 95,00 square foot structure at the corner of A. Philip Randolph Boulevard and Grant Street.

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, and offices. These variety of uses will also have a variety of building sizes and architectural styles. With this variety in uses and building sizes – within its proximity to single-family residential uses and the Arlington expressway – we have recommended decreased maximum heights as a condition to this PUD.

The Planning and Development Department recommends the properties north of Albert Street be limited to a maximum height of 60 feet. This will include but is not limited to the proposed soccer stadium, retail location, office spaces, and recreational plazas. The applicant requested for the mixed-use office building along A. Philip Randolph, as shown on the site plan, to have a maximum height of 85 feet and the remainder of the parcels north of Albert Street be limited to a maximum height of 60 feet. The justification for our condition north of Albert Street stems from the proximity to single-family residential development and office/commercial uses already having a pattern of not exceeding a maximum height of 60 feet.

The Planning and Development Department recommends the properties south of Albert Street to be limited to a maximum height of 100 feet. The proposed uses from the PUD would be structured parking and multi-family development in Phase II or in the future. The applicants stated they would like the maximum height south of Albert Street to be 220 feet. The reasoning for this condition being limited from the request 220 feet down to 100 feet maximum height is due to the closest apartment complex, the Doro, having a maximum height of 89 feet. Again, the close proximity to the Arlington Expressway and not having other multi-family developments in the area exceeding 100 feet, is the justification for this condition.

(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 7.52 acres and is the block surrounded by A. Philip Randolph Boulevard, Grant Street, Georgia Street, and Albert Street. The surrounding area is primarily single-family residential to the north, east, and south and vacant commercial along A. Philip Randolph to the west.

Although being developed for mixed use, the subject site will offer an assortment of commercial uses on the subject properties and within the immediate area.

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/CGC	RMD-A/CCG-2	Single-family dwellings, vacant comm.
South	CBD	CCBD	Jacksonville Fairgrounds
East	MDR	PBF-1, RMD-A	Electric (JEA owned), Single-family dwellings
West	CGC	CCG-2	Vacant commercial

(6) Intensity of Development

The proposed development would be consistent with the proposed CGC functional land use category to allow for the mixed-use development of commercial, residential, entertainment, recreational, and office uses. The PUD is appropriate at this location because there are other sports and entertainment uses in the area.

The existing residential density and intensity of use of surrounding lands: As there are other sports and entertainment uses in the surrounding area, the immediate surrounding area is primarily residential one-story single-family development zoned Residential Medium Density-A (RMD-A). The size of the lots ranges from as small as 0.05 acres to 0.15 acres.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for telephone, water, sewer, cable, gas, and electric.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: As previously mentioned the site is 7.58 acres, accessible from Albert Street, a local facility. West of the subject site, A. Philip Randolph Boulevard, between Bay Street and Arlington Expressway, is currently operating at 6% capacity. This segment currently has a maximum daily capacity of vehicles per day 30, 325 (vpd) and average daily traffic of 1,925 vpd.

The PUD is requesting a maximum of 350 multifamily units (ITE Code 220) as a permitted use, which could produce 2,359 daily trips, 30,000 stadium seats (ITE Code 462), which could produce 37,000 daily trips, and 158,123 square feet of office (ITE Code 710), which produce 1,714 daily trips.

The Transportation Planning Division conditions the following:

- Traffic studies may be required for any phases after Phase 1, to be determined at Civil Site Plan Review. If a traffic study is required, prior to its commencement, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The

methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division and the traffic reviewer from Development Services.

- The applicant requests “A minimum of 100 parking spaces, and up to 200 parking spaces shall be provided in Phase I, pursuant to Ordinance 2019-853. Phase II shall provide parking at the following rates:
 - Professional and business offices and similar uses: 2 spaces for every 1,000 square feet of gross floor area.
 - Multi-family dwellings: 1 space for each dwelling unit” which is a deviation from the code.
- Parking will be satisfied as stated in the PUD written description.

The parking deviation is denied and shall follow Sec. 656.604 of the Zoning Code or the ITE Code equivalent rate. Pursuant to the 158,123 SF of proposed office space, the Zoning Code requires 474 off street spaces, 3 spaces per 1,000 SF of office space and the ITE code requires 379 off street spaces, 2.4 spaces per 1,000 SF. For the 30,000-soccer stadium seats the Zoning code requires 7,500 off street spaces, 1 space per 4 seats and there is no ITE comparison. The Zoning code requires the 350 multi-family dwelling units (total bedrooms are unknown) to provide a minimum of 350 off-street spaces, 1 space per bedroom and ITE requires 231 spaces, .66 a space per bedroom.

(7) Usable open spaces plazas, recreation areas.

Per the submitted written description, the PUD proposes an outdoor plaza that will provide open space and recreation for pedestrians on the property that will be in compliance with the 2045 Comprehensive Plan.

(8) Impact on wetlands

There are no wetlands on the subject property.

(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.

Per the submitted written description, Phase I of the proposed PUD will provide a minimum of 100 parking spaces, intended to be surface parking south of Albert Street. Additionally, one shared loading space shall be required, and all loading shall be internally within the PUD and not along the right of way.

Phase II of the proposed PUD intends to provide a structured parking facility south of Albert Street. This will require office and commercial use to provide 3 parking spaces per 1,000 square feet and multifamily residential uses will require one space per unit. The Soccer Stadium will require a

minimum of 531 parking spaces and will be negotiated with the City of Jacksonville's Office of Economic Development.

Parallel parking spaces are permitted along A. Philip Randolph Boulevard, as shown on the site plan, and have a seven-foot minimum parking stall within including the gutter.

Parking for uses within the PUD and not mentioned above will be determined by a calculation pursuant to ITE or ULI standards, or as directed by the City of Jacksonville's Planning and Development Department.

There is no maximum parking required for this PUD. Parking within the PUD may be shared.

(11) Sidewalks, trails, and bikeways

The project will provide sidewalks for public pedestrian access along A. Philip Randolph Boulevard and Albert Street. Additionally, during Phase II, a pedestrian bridge may be constructed above Albert Street to provide access from the proposed parking garage to the various uses on the property. The outdoor plazas, as previously mentioned, will also provide a safe transition throughout the property for pedestrians. Overall, pedestrian access will be in compliance with the 2045 Comprehensive Plan.

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property by the Planning and Development Department on **October 4, 2023**, the required Notice of Public Hearing signs were posted.



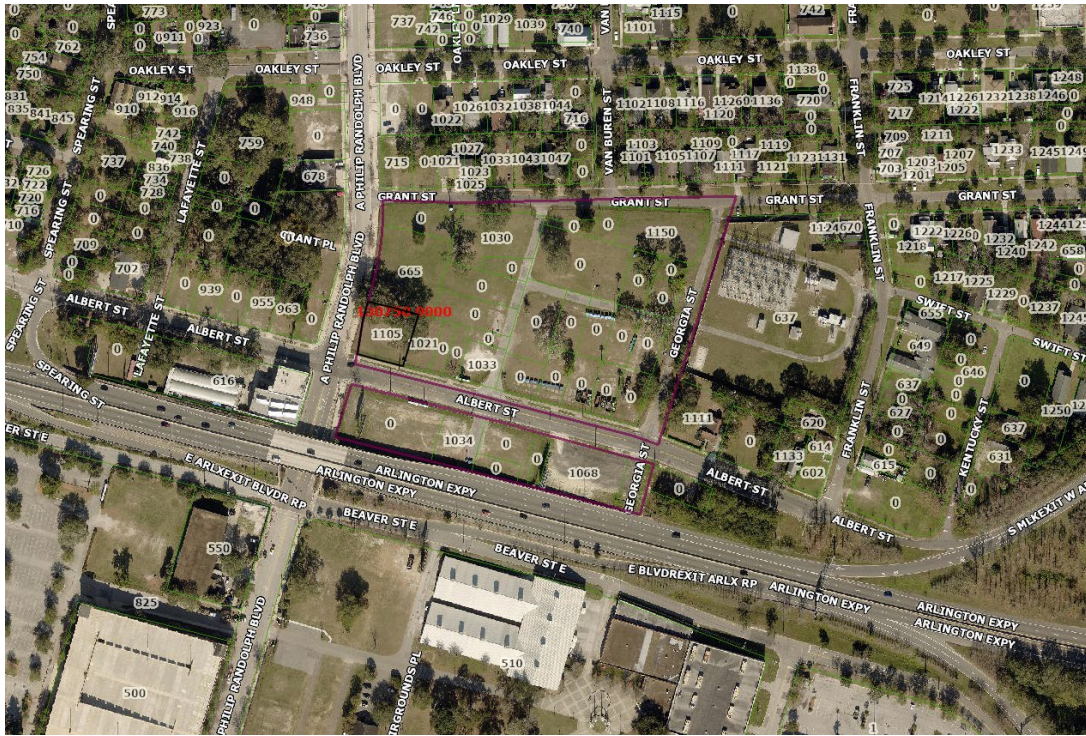
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance **2023-0653** be **APPROVED with the following exhibits:**

1. **The original legal description dated April 21, 2023.**
2. **The revised written description dated October 4, 2023.**
3. **The revised site plan dated October 3, 2023.**

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2023-0653 be **APPROVED with the following condition:**

1. **The maximum height of all parcels north of Albert Street shall be limited to 60 feet.**
2. **The maximum height of all parcels south of Albert Street shall be limited to 100 feet.**
3. **Traffic studies may be required for any phases after Phase 1, to be determined at Civil Site Plan Review. If a traffic study is required, prior to its commencement, the traffic professional shall conduct a methodology meeting to determine the limits of the study. The methodology meeting shall include the Chief of the Traffic Engineering Division, the Chief of the Transportation Division and the traffic reviewer from Development Services.**



Source: Planning & Development Department, 09/22/2023
Aerial view of the subject property, facing north.



Source: Planning & Development Department, 10/04/2023
View of the subject property from Albert Street facing North.



Source: Planning & Development Department, 10/04/2023
View of the subject property Van Buren Street road closure.



Source: Planning & Development Department, 10/04/2023
View of the subject property from Georgia Street road closure.



Source: Planning & Development Department, 10/04/2023

View of the subject property from Albert Street facing south.



Source: Planning & Development Department, 10/04/2023

View of the subject property from Albert Street facing south (RE #1303838-0000).



Source: Planning & Development Department, 10/04/2023

View of the subject property from Albert Street facing south (RE #1303840-0000).



Source: Planning & Development Department, 10/04/2023

View of the subject property from Grant Street facing south.



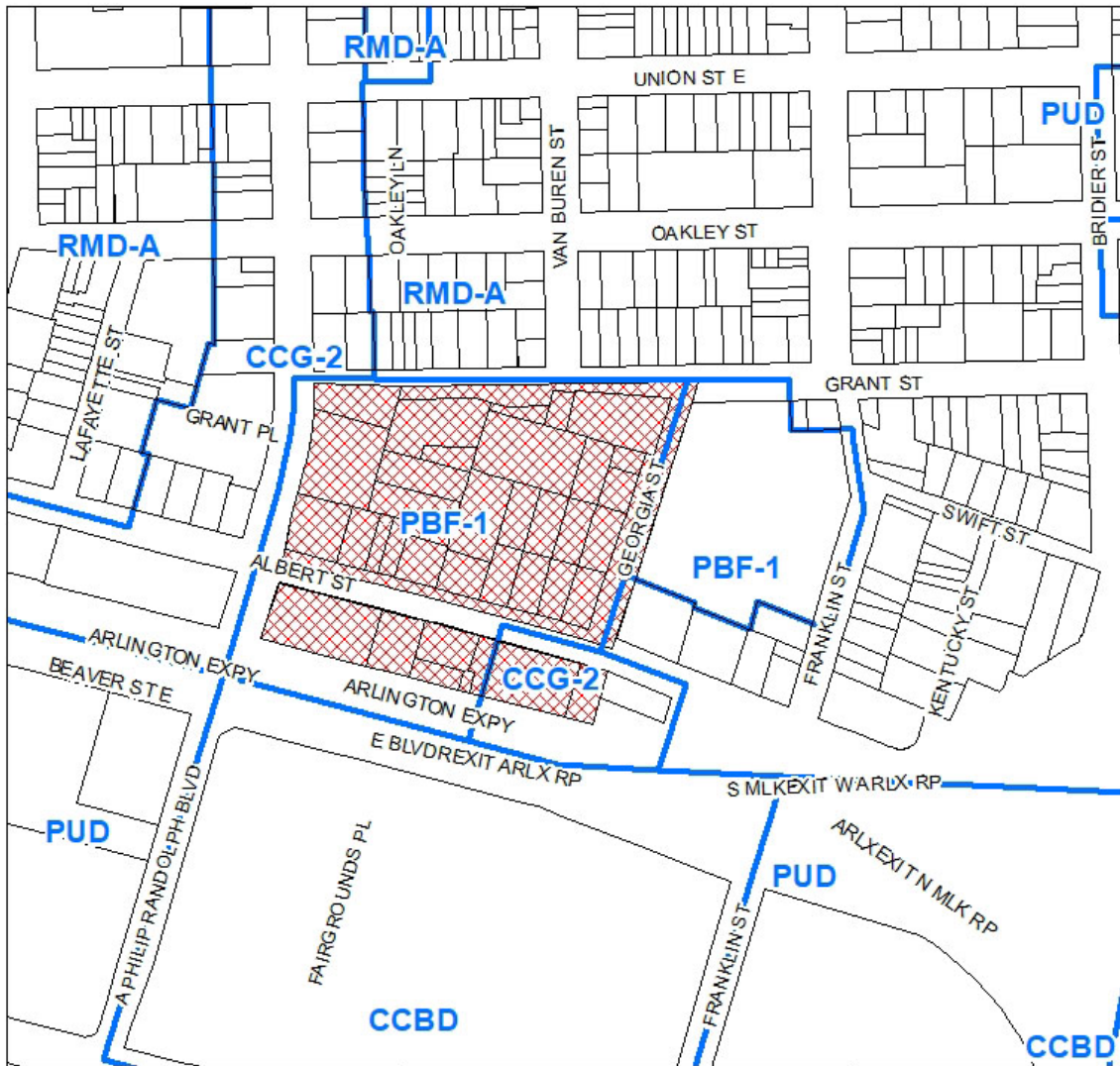
Source: Planning & Development Department, 10/04/2023

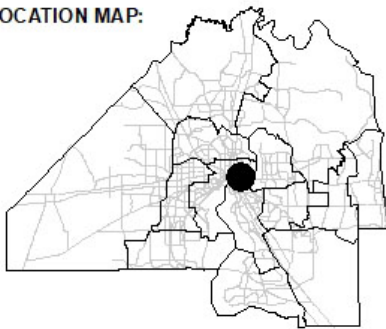
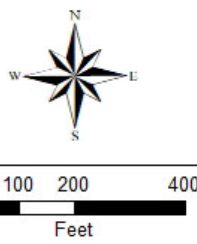
View of the two-story single family dwellings along Grant street facing north.



Source: Planning & Development Department, 10/04/2023

View of the one-story single family dwellings along Grant street facing north.



<p>REQUEST SOUGHT:</p> <p>FROM: PBF-1 & CCG-2</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>7</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2023-0653</p>	<p>TRACKING NUMBER</p> <p>T-2023-5037</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>

Legal Map