



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

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

June 6, 2024

The Honorable Ronald B. Salem, Pharm. D., President
The Honorable Kevin Carrico, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2024-274 **Application for: Made at Armory PUD**

Dear Honorable Council President Salem, Honorable Council Member and LUZ Chairperson Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning and Development Department Recommendation: **Approve with Condition**

Planning Commission Recommendation: **Approve with Condition**

This rezoning is subject to the following exhibits:

- 1. The original legal description dated December 21, 2023.**
- 2. The original written description dated March 25, 2024.**
- 3. The original site plan dated December 21, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. A traffic study meeting the requirement of section 1.1.11 of the Land Development Procedures Manual (January 2024) shall be provided at the Civil Site Plan Review.**

Planning Department conditions:

1. A traffic study meeting the requirement of section 1.1.11 of the Land Development Procedures Manual (January 2024) shall be provided at the Civil Site Plan Review.

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

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

Planning Commission Vote: **7-0**

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

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

Sincerely,



Bruce E. Lewis
City Planner Supervisor – Current Planning Division
City of Jacksonville - Planning and Development Department
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 2024-0274 TO
PLANNED UNIT DEVELOPMENT

MAY 9, 2024

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2024-0274** to Planned Unit Development.

Location: 851 Market Street North, between Market Street North and Liberty Street North

Real Estate Numbers: 074384 0100

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

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Recreation and Open Space (ROS)

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

Planning District: Urban Core, District 1

Council District: District 7

Applicant/Agent: T.R. Hainline, Esq.
Rogers Towers, P.A.
1301 Riverplace Boulevard, Suite 1500
Jacksonville, FL 32207

Owner: City of Jacksonville
117 West Duval Street
Jacksonville, FL 32202

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2024-0274** seeks to rezone approximately 4.48± acres of land from Public Buildings and Facilities-1 (PBF-1) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for a mixed use development of commercial, residential,

entertainment, recreational, and office uses. There is a companion Land Use Amendment, **2024-0273 (L-5860-23C)** which seeks to amend the site from Recreation and Open Space (ROS) to Community/General Commercial (CGC).

The subject property currently consists of storage structures utilized by the City's Public Works Department and the Duval County Armory (Maxwell G. Snyder Armory), which was originally constructed in 1915. The Armory Building is a designated local landmark and is individually listed on the National Register of Historic Places. Additionally, the Hogan's Creek runs along the center of the property, which is within the boundaries of the Springfield Historic District. Alongside this portion of the property is a significant balustrade and bridge details that were designed by architect Henry John Klutho as part of the 1920s Hogan's Creek Improvement Project.

The applicant seeks the rezoning to allow for the reuse of the historic Armory building into a mixed use space incorporating a food hall and microbrewery, coworking space and offices, music venue, and art studios and galleries. The northern portion of the property which currently houses the storage structures will be redeveloped into multi-family dwelling units with a maximum of 60 units per acre.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria of an application for rezoning to Planned Unit Development.

(A) Is the proposed zoning district consistent with the 2045 Comprehensive Plan?

Yes. The Planning and Development Department finds that the subject property is located in the Recreation and Open Space (ROS) 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 **2024-0273 (L-5860-23C)** 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 in order to reduce the number of Vehicle Miles Traveled. CGC also allows for multi-family residential at densities up to 60 units per acre in the Urban Priority Area, with a minimum density of 20 units per acre. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services, abut a roadway classified as a collector or higher on the Functional Highway Classification Map, and which are located in areas with an existing mix of non-residential uses.

Nodal sites with two or more boundaries on a transportation right-of-way shall be considered preferred locations for these uses. CGC allows for multifamily residential as long as it does not exceed 80% of a development. While the development will be required to comply with this regulation, it will be monitored for compliance during PUD verification.

The PUD written description lists all uses allowable in the CCG-1 zoning district as well as those allowable in the PBF-1 zoning district. PBF-1 is a secondary district in the CCG land use category.

The proposed PUD is consistent with the proposed CGC land use category of the site.

(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.

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.

Historical Landmark

The project site is a locally designated Jacksonville Landmark. Vertical construction and changes to existing structures on site must be reviewed by the Planning and Development Department, and potentially the Jacksonville Historic Preservation Commission. The application was routed to the Historic Preservation Section for review.

Historic Preservation Section Review:

The Historic Preservation Section has reviewed the property located at 851 Market Street North (RE: 074384-0100). Based on archival records, this site contains the Duval County Armory (Maxwell G. Snyder Armory) which is a Gothic Revival style structure constructed in 1915-1916 and designed by architects Talley & Summer. This portion of the site is a designated local

landmark and is individually listed on the National Register of Historic Places. Additionally, the Hogan's Creek runs along the center of the property, which is within the boundaries of the Springfield Historic District. Alongside this portion of the property is a significant balustrade and bridge details that were designed by architect Henry John Klutho as part of the 1920s Hogan's Creek Improvement Project. The northern portion of the property, including the structures, are listed on the National Register of Historic Places as a part of the Springfield Historic District. Because property 851 Market Street North possesses historical significance, potential development of the site should respect the property's historic and archaeological resources. Any exterior work to structures on this property or the site itself requires an approved Certificate of Appropriateness (COA) application before work can commence—this includes balustrade and bridge work. Please note that when permits are applied for with the City, the permit may be flagged for Historic Preservation Section sign-off.

Historic Preservation Element

Policy 1.5.2 The City shall pursue alternatives that will lead to the preservation, as opposed to the destruction, of landmarks, landmark sites and buildings located in designated historic districts by promoting adaptive reuse where physically, structurally, and economically feasible.

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.

Adaptation Action Area (AAA)

The amendment site is within the AAA. The AAA boundary is a designation in the City's 2045 Comprehensive Plan which identifies areas that experience coastal flooding due to extreme high tides and storm surge, and that is vulnerable to the related impacts of rising sea levels for the purpose of prioritizing funding for infrastructure needs and adaptation planning. The AAA is defined as those areas within the projected limit of the Category 3 storm surge zone, those connected areas of the 100-year and 500-year Flood Zone, and additional areas determined through detailed flood analysis.

The applicant is encouraged to consider site design measures, such as clustering development away from the AAA, to protect development from the impacts of flooding.

Conservation/Coastal Management Element

Policy 13.3.6 In order to guide development away from the Adaptation Action Area (AAA) towards areas that are already high, dry, and connected, the Planning and Development Department shall explore the feasibility of offering density bonuses, transfers of development rights, clustering development entitlements, or other strategies to limit new development within the AAA or environmentally sensitive or special flood hazard areas, or as an incentive for a

development's use of low impact development stormwater solutions.

(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): Recreation and Open Space (ROS). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series **2024-0273 (L-5860-23C)** that seeks to amend the land to Community/General Commercial (CGC). The Planning and Development Department finds that with approval of the companion Land Use Amendment, the proposed PUD will be 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.

This development is subject to mobility fee review and Pursuant to Policies 4.1.2 and 4.1.5 of the Transportation Element of the 2045 Comprehensive Plan.

(3) Allocation of residential land use

This proposed Planned Unit Development requests to permit the development of commercial, residential, entertainment, recreational, and office uses. 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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Active recreation/amenities (including, by way of example, active recreational facilities such as playgrounds with play equipment, amenity/recreation center, health/exercise facility, pedestrian walkways (including applicable portions of the Emerald Trail, waterfront activation of Hogan’s Creek) and similar uses) shall be provided as required by the Zoning Code and Comprehensive Plan.

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 with the following exceptions:

Landscape standards shall be applied within the PUD without regard to property ownership boundaries which may exist among individual uses. For individual uses, which may own their sites in fee simple, required landscaping may be provided “off-site” within the PUD and may be shared with other uses, as long as the PUD in its entirety provides sufficient landscaping for all proposed uses.

Due to the integrated mixed use nature of this PUD, all internal uses within the PUD are considered compatible with each other and no uncomplimentary land use buffers between such internal uses are required including, but not limited to, between the Armory Parcel and North Hogan Parcel.

The treatment of pedestrian ways: Sidewalks shall be provided as required in the 2045 Comprehensive Plan. The Property may also include portions of the Emerald Trail, once constructed.

The use and variety of building sizes and architectural styles: Based on archival records, this site contains the Duval County Armory (Maxwell G. Snyder Armory) which is a Gothic Revival style structure constructed in 1915-1916 and designed by architects Talley & Summer. This portion of the site is a designated local landmark and is individually listed on the National Register of Historic Places. Additionally, the Hogan’s Creek runs along the center of the property, which is within the boundaries of the Springfield Historic District. Alongside this portion of the property is a significant balustrade and bridge details that were designed by architect Henry John Klutho as part of the 1920s Hogan’s Creek Improvement Project. The northern portion of the property, including the structures, are listed on the National Register of Historic Places as a part of the Springfield Historic District.

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.

(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 5.00 acres and is located at the intersection of State Street East and Market Street North. The surrounding area include a variety of uses including multi-family, commercial, industrial, and a city-owned park.

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	BP	IBP	Warehouse, IBEW Union Hall
South	CBD	CCBD	Commercial, office
East	RPI/BP	CRO, PUD 1987-1453, PUD 1993-1612, IBP	Multi-family dwellings, light manufacturing
West	ROS/CGC	PBF-1/CCG-2	Springfield Park, commercial retail, restaurant

(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 and is consistent with the surrounding uses.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: This application was routed to the City of Jacksonville’s Transportation Planning Division. Below are comments received:

The subject site is approximately 4.48 acres and is accessible by State Street (SR 10A, SR 139), an arterial facility. State Street between Liberty Street and Main Street is currently operating at 68% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 40,380 (vpd) and average daily traffic of 27,350 vpd.

The applicant requests 43,000 square feet of commercial (ITE Code 821) and 268 units of multifamily (ITE Code 221), which could produce 4,120 daily trips.

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.

Per the site plan, “Residential density shall not exceed a maximum of 60-dwelling units per acre for combined parcels A & B (± 4.48 ac).” A traffic study meeting the requirements of section

1.1.11 of the Land Development Procedures Manual (January 2024) shall be provided at the Civil Site Plan Review.

This application was also routed to the Florida Department of Transportation and the following are comments received:

Proposed access to the site is from N. Market Street and E. State Street (SR 10A/139). The applicant will need to coordinate with the FDOT Access Management and Permits office regarding the proposed access through SR10A/139 / E. State Street.

There are sidewalks all along the project site on E State Street, N Market Street, Confederate Street and N Liberty Street. There are no dedicated bicycle facilities around the project site or its adjacent roads. A construction location for Phase-9 of the City of Jacksonville Emerald Trail has been identified bisecting the project site between the proposed site’s two parcels.

FDOT has a programmed capacity improvement in the vicinity of the project site. SR10A (Arlington Expressway) over Hogans Creek Bridge #720081 bridge replacement, scheduled for completion in 2028 (FPID # 442848-1).

Table 1

Land Use	ITE Code	Size	Units	Daily Trips	AM Peak Trips	PM Peak Trips
Multi-family housing (Mid-rise)	221	268	Dwelling units	1,232	106	105
Strip retail plaza	822	29,747	Sq. Ft.	1,485	59	169

Roadway Capacity

Table 2 shows the maximum level of service and peak hour volume for SR 10A/139, SR10A/115 and SR 1/17/90 according to FDOT’s *Florida State Highway System Level of Service Report*, dated July 2022.

Table 2

<u>County</u>	<u>Road</u>	<u>Segment ID</u>	<u>Segment</u>	<u>FDOT LOS Standard</u>	<u>Maximum Service Volume</u>	<u>2021 Peak Hour Volume</u>	<u>2021 Peak LOS</u>	<u>2027 Peak Hour Volume</u>	<u>2027 Peak LOS</u>
Duval	SR 10A/139/State Street	525	Liberty St to Ocean St	D	3,636	2,462	D	2,756	D
Duval	SR 10A/115/ Matthews Bridge Expy	472	Liberty St to US1A/	D	5,960	4,278	C	4,869	D

			Haines St Expy/ M.L.K.						
Duval	SR 1/17/90/ Ocean St	5,488	Chruch St to State St	D	3,636	723	C	809	C

The segments mentioned in Table 2 will have adequate capacity to accommodate the trips generated from the development at the target Level of Service (LOS) standard in 2027. FDOT does not anticipate any significant adverse impacts to SR 10/A/139, SR 10A/115 or SR 1/17/90.

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.

(7) Usable open spaces plazas, recreation areas.

Per the submitted written description, active recreation/amenities (including, by way of example, active recreational facilities such as playgrounds with play equipment, amenity/recreation center, health/exercise facility, pedestrian walkways (including applicable portions of the Emerald Trail, waterfront activation of Hogan’s Creek) and similar uses) shall be provided as required by the Zoning Code and 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.

The Armory Parcel and North Hogan Parcel are located directly adjacent to the Downtown Zoning Overlay. The Applicant desires to activate as much of the Property as possible, and events on the Armory Parcel and North Hogan Parcel may at any given time occur within existing parking areas. Based on the foregoing and consistent with the requirements of the Downtown Zoning Overlay, there shall be no minimum or maximum parking requirements for uses within the Property except as provided for herein.

For multifamily residential units, parking shall be provided at a minimum ratio of 1.00 space per residential unit.

For townhomes, if any, parking will be provided in accordance with Part 6 of the City’s Zoning Code (Off-street Parking and Loading Regulations) (2023), except that no guest parking spaces shall be required for townhomes (including paired villas) with 2-car garages.

The PUD permits a mix of surface parking, enclosed parking garages or parking structures, and attached garage parking connected to or under the apartment and townhome buildings. Up to thirty-five percent (35%) of the parking spaces may be compact spaces. The PUD also permits tandem parking spaces in conjunction with the attached garage parking connected to or under the multifamily residential or townhome buildings. The tandem parking spaces may not encroach on the sidewalks.

Bicycle parking will be provided throughout the site in accordance with the requirements of Part 6 of the Zoning Code.

(11) Sidewalks, trails, and bikeways

Sidewalks shall be provided as required in the 2045 Comprehensive Plan. The Property may also include portions of the Emerald Trail, once constructed.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting on **May 1, 2024** to the Planning and Development Department, that the Notice of Public Hearing signs **were** posted.



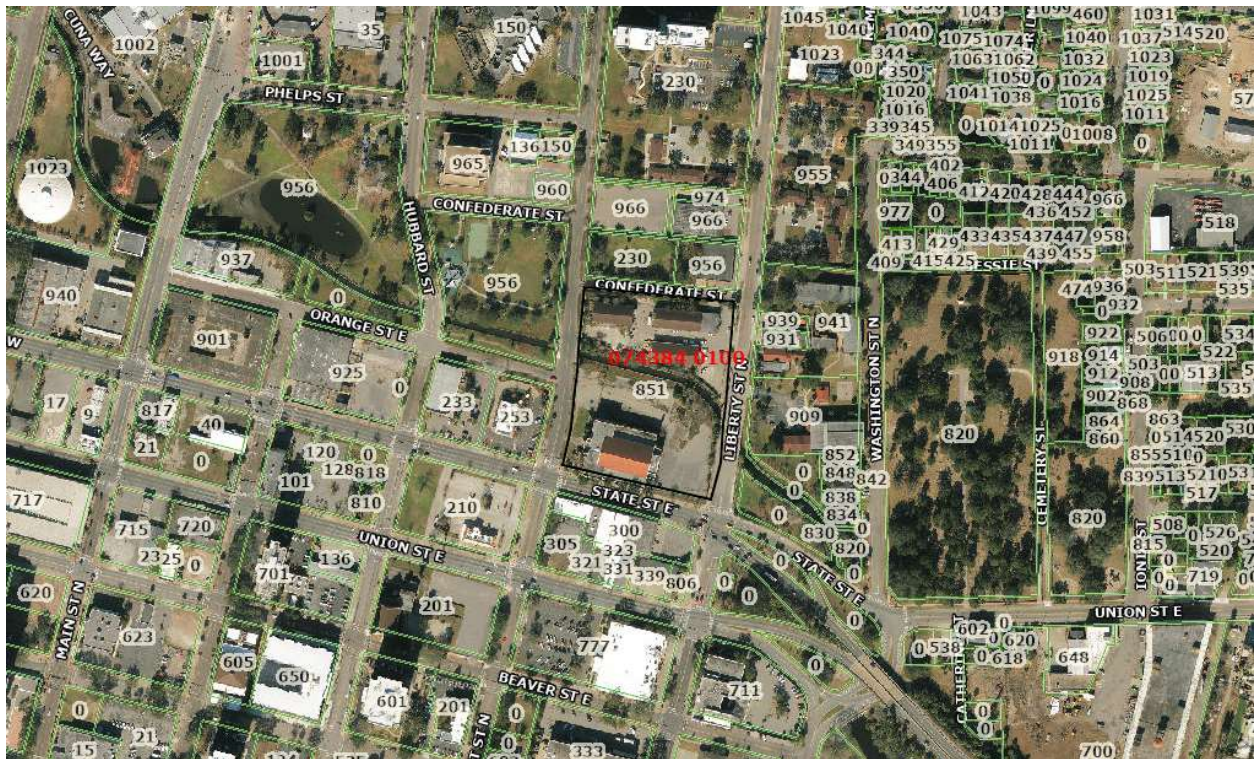
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning and Development Department that Application for Rezoning Ordinance 2024-0274 be **APPROVED with the following exhibits:**

1. The original legal description dated December 21, 2023.
2. The original written description dated March 25, 2024.
3. The original site plan dated December 21, 2023.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning 2024-0274 be **APPROVED W/ CONDITIONS.**

1. A traffic study meeting the requirement of section 1.1.11 of the Land Development Procedures Manual (January 2024) shall be provided at the Civil Site Plan Review.



Source: Planning & Development Department, 5/2/2024

Aerial view of the subject property, facing north.



Source: Planning & Development Department, 5/1/2024

View of the subject property from Market Street North. This portion of the site was previously used by the City's Public Works Department.



Source: Planning & Development Department, 5/1/2024

View of the subject property from Market Street North. This portion of the site houses the Duval County Armory. The applicant seeks to reuse and renovate the existing historic structure.



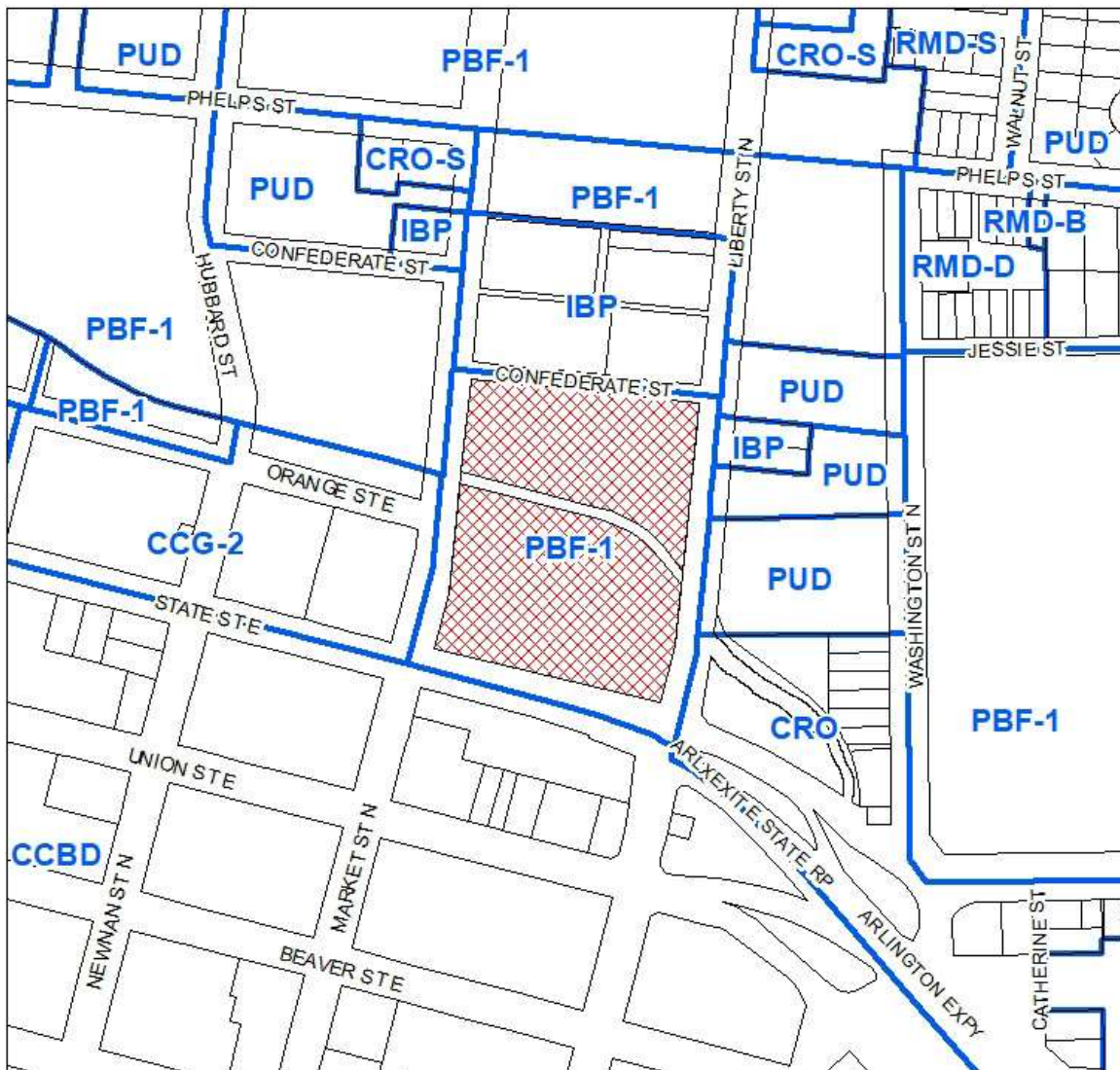
Source: Planning & Development Department, 5/1/2024


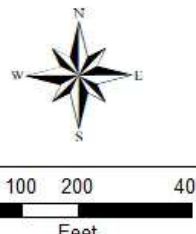
View of the neighboring property, located west of the subject site.



Source: Planning & Development Department, 5/1/2024

View of the neighboring property, located south of the subject site.



<p>REQUEST SOUGHT:</p> <p>FROM: PBF-1</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT:</p> <p>7</p>
<p>ORDINANCE NUMBER</p> <p>ORD-2024-0274</p>	<p>TRACKING NUMBER</p> <p>T-2023-5110</p>	<p>EXHIBIT 2</p> <p>PAGE 1 OF 1</p>