

# City of Jacksonville, Florida

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*Donna Deegan, Mayor*

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

August 3, 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.: 2023-393                      Application for: Phoenix Arts District 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 April 21, 2023.**
- 2. The revised written description dated July 13, 2023.**
- 3. The original site plan dated February 9, 2023.**

Recommended Planning Commission Conditions to the Ordinance:

Planning Commission conditions:

- 1. The PUD shall consist of an integrated system of pedestrian walkways, sidewalks, and paths. This system shall also incorporate the Emerald Trail which is envisioned to be located along the southern edge of the PUD. The Applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The Owner or its successors of assigns, shall grant all necessary easements to the City/Groundwork /JTA necessary to build and maintain the Emerald Trail.**

Planning Department conditions:

- 1. The PUD shall consist of an integrated system of pedestrian walkways, sidewalks, and paths. This system shall also incorporate the Emerald Trail which is envisioned to be located along the southern edge of the PUD. The Applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The Owner or its successors of**

**assigns, shall grant all necessary easements to the City/Groundwork /JTA necessary to build and maintain the Emerald Trail.**

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: | 6-0    |
| Alex Moldovan, Chair      | Aye    |
| Ian Brown, Vice Chair     | Aye    |
| Jason Porter, Secretary   | Absent |
| Marshall Adkison          | Aye    |
| Daniel Blanchard          | Aye    |
| David Hacker              | Aye    |
| Morgan Roberts            | 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

## **PUD WRITTEN DESCRIPTION**

### **THE PHOENIX ARTS + INNOVATION DISTRICT PUD**

**July 13, 2023**

#### **I. SUMMARY DESCRIPTION OF THE PROPERTY**

- A.** RE #s: 044910-0000; 044911-0000; 044912-0000; 044914-0000; 044931-0000; 044936-0000; 044938-0005; 044941-0010; 044941-0060; 044942-0000; & 055295-0000; 044932-0000; 044922-0000; 044925-0000; 044926-0000; 044927-0000; 044928-0000; 044929-0000; 044921-0000; 044919-0000; 044920-0000; 044930-0000
- B.** Current Land Use Designation: LI, MDR
- C.** Proposed Land Use Designation: CGC
- D.** Current Zoning Districts: IL, IBP, RMD-B & PUD
- E.** Proposed Zoning District: PUD

#### **II. SUMMARY AND PURPOSE OF THE PUD/PLAN CONSISTENCY**

The Applicant proposes to rezone approximately 8.09 acres of property from Industrial Light (“IL”), Industrial Business Park (“IBP”), Residential Medium Density-B (“RMD-B”) and Planned Unit Development (“PUD”) to PUD. The property consists of multiple parcels generally bounded on the west by North Main Street, on the east by Liberty Street, on the north by 15<sup>th</sup> Street East and on the south by the Norfolk Southern rail line, although three of the parcels are just south of the rail line. The parcels are more particularly described in the legal description attached to this Ordinance as **Exhibit “1”** (the “Property”). The Property is within the Urban Priority Development, Area within an area of Industrial Situational Compatibility, and is a designated as a Level 1 Economic Distress Area. Additionally, the parcel located at 2245 Main Street North (Re # 055295-0000) is located within the Springfield Overlay District. The Property north of the rail line is located within a designated Opportunity Zone.

The Property as it exists today includes a mix of vacant warehouses and buildings along with a few open lots. As described below, the PUD zoning district is being sought for a unique infill redevelopment project that will feature a mix of commercial, residential, entertainment, recreational, light industrial/warehouse, office and similar uses that will be developed in phases. The Applicant wishes to activate the Property by employing adaptive reuse concepts for many of the existing buildings and by providing outdoor entertainment, food and sports options to the surrounding community. When complete, the Property will incorporate the Emerald Trail for biking and similar forms of transportation and will include multiple pedestrian corridors with a goal of approximately forty (40%) percent of the Property being open/green space.

The Property is located within the “Warehouse District” of the Urban Core Vision Plan (the “Plan”) adopted in June of 2010. The five guiding principles set out in the Plan are: (1) capitalize on the Urban Core’s uniqueness; (2) promote mixed-use/mixed income redevelopment and infill; (3) provide a variety of transportation choices; (4) provide for economic growth; and (5) expand, protect and enhance open space. The PUD furthers the goals of the Plan and aligns with the vision for the Warehouse District which is to connect Springfield with Main Street by adapting and repurposing the existing warehouses, surplus industrial buildings and vacant lots with a vibrant mixed-use development that will serve the Urban Core and beyond.

Surrounding land use designations, zoning districts, and existing uses are as follows:

|       | <u>Land Use</u> | <u>Zoning</u>                | <u>Uses</u>   |
|-------|-----------------|------------------------------|---|
| South | LI, PBF, MDR    | IL, IBP, RMD-S, CCG-S, PBF-1 | Springfield Middle School, warehouse/storage, vehicle repair, multi-family & single family residential          |
| East  | LI, HI          | IL, IH                       | Warehouse/storage, light manufacturing, rail lines  |
| North | LI, MDR         | RMD-B, IBP, PUD, CCG-2       | Multi-family and single family residential, commercial/retail   |
| West  | CGC, MDR        | PBF-1, CCG-S, CCG-2          | Andrew A. Robinson Elementary School, grocery store, warehouse/storage, light manufacturing, retail/convenience |

There is a companion land use amendment for this Property to change the designation from Light Industrial (LI) to Community/General Commercial (CGC).

### **III. DESCRIPTION OF PERMITTED USES**

#### **A. PUD Conceptual Site Plan**

This section of the Written Description addresses items required in Section 656.341(c)(2)(ii) of the Zoning Code: Permitted Uses and Structures, Permitted Accessory Uses and Structures, Minimum Lot Requirements (width/density/area), Maximum Lot Coverage of all Buildings and Structures, Minimum and/or Maximum Yard Requirements, and Maximum Height of Structures.

As shown on the Site Plan, the PUD proposes development of multiple interconnected parcels. The parcels are labeled as either “A,” “B,” or “A/B” which indicates the types of uses permitted on each parcel. The Site Plan shows the proposed PUD including access points and other features of the proposed development. The configuration of the development as depicted on the Site Plan is conceptual and revisions to the Site Plan, including the internal pedestrian circulation, may be required as the proposed development proceeds through final engineering (where required) and site plan review, subject to review and approval of the Planning and development Department.

**B. Parcels - Permitted Uses**

Within Parcels identified as “A”, the outdoor uses described below are permitted.

Within Parcels identified as “B”, the indoor uses described below are permitted.

Within Parcels identified as “A/B,” both the outdoor and indoor uses described below are permitted.

**C. Parcels Labeled “A” – Outdoor Uses**

*1. Permitted uses and structures.*

- a) Open space, green space, passive and active recreation space uses, including, but not limited to, reactional paths, trails, exercise courses, gardens, ponds, benches, picnic tables, shelters, informational displays, kiosks, viewing areas, observation decks, habitat enhancement devices such as birdhouses and bat houses, and associated community/ recreational structures.
- b) Wholesaling, warehousing, storage or distribution establishments (but not concrete batch mixing plants) and similar uses.
- c) Commercial retail sales and service establishments.
- d) Event spaces and similar commercial indoor and outdoor recreational, entertainment, retail and service facilities.
- e) Parks, playgrounds and playfields or recreational or community structures meeting the performance standards and development criteria of Part 4 of the Zoning Code.
- f) Art galleries, museums, community centers, music, photography, gymnastics, karate, yoga and martial arts studios, theaters, and similar uses.

- g) Temporary or permanent structures such as outdoor beer gardens, restaurants, markets, modular service facilities, and similar uses.
- h) Off-street commercial parking lots meeting the performance standards and criteria set forth in Part 4 of the Zoning Code. If the subject parcel is within the boundaries of the Springfield Overlay, the parking lot will comply with the Springfield performance standards and development criteria set forth in Section 656.369 of the Zoning Code.
- i) Outside retail plant nurseries (but not landscape contractors requiring heavy equipment or vehicles in excess of one-ton capacity).
- j) Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.
- k) Essential services, including water, sewer, gas, telephone, radio, television and electric, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.
- l) Outdoor restaurants or similar venues including those with sale and service of food, beer, wine, or liquor meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.
- m) An event, establishment or facility which includes the retail sale and service of beer, wine, or liquor for consumption on or off-premises, including permanent or restricted outside sales and service meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code. The requirements of Sec. 656.805 of the Zoning Code are waived with regard to on-premises consumption.
- n) Outdoor, rooftop or wall, farming, growing, hydroponic or similar facilities.
- o) Fruit, vegetable, poultry or fish markets.
- p) Stormwater, surface water management and flood control improvements, as permitted by the applicable regulatory agencies.

2. *Permissible Uses by Exception*

- a) Recycling collection points meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.

**D. Parcels Labeled “B” – Indoor Uses**

*1. Permitted uses and structures.*

- a) Wholesaling, warehousing, storage or distribution establishments (but not concrete batch mixing plants) and similar uses.
- b) Light manufacturing, processing (including food processing or butcher but not slaughterhouse), packaging or fabricating and assembling of components.
- c) Printing, publishing or similar establishments.
- d) Business and professional offices.
- e) Medical and dental or chiropractor offices and clinics.
- f) Service establishments catering to commerce and industry, including linen supply, laundry and drycleaning plants, freight movers, communications services, business machine services, hiring and union halls, employment agencies, sign companies.
- g) Vocational, technical, business, trade, art or industrial schools, artists/creatives studios and similar uses.
- h) Research, dental and medical laboratories, manufacturers of prosthetic appliances, dentures, eyeglasses, hearing aids and similar products.
- i) Radio or television broadcasting offices, studios, transmitters, telephone and cellular telephone towers.
- j) Scrap processing, indoor, clean activity, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.
- k) Building trades contractors with outside storage yards and heavy construction equipment if storage, including heavy construction machinery, not within a completely enclosed building or structure, is visually screened by a six-foot fence or wall not less than 95 percent opaque.

- l) Veterinarians, animal boarding, and dog parks meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.
- m) Commercial retail sales and service establishments.
- n) Banks (including drive-thru tellers), loan companies, mortgage brokers, stockbrokers and similar financial institutions.
- o) Event spaces and similar commercial indoor and outdoor recreational, entertainment, retail and service facilities.
- p) Art galleries, museums, community centers, music, photography, gymnastics, karate, yoga and martial arts studios, theaters, and similar uses.
- q) Nursing homes, homes for the aged or orphans, assisted living facilities, independent living facilities, adult congregate living facilities (but not group care homes or residential treatment facilities) and similar facilities.
- r) Retail plant nurseries (including outside display but not landscape contractors requiring heavy equipment or vehicles in excess of one-ton capacity).
- s) Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.
- t) Essential services, including water, sewer, gas, telephone, radio, television and electric, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.
- u) Churches, including a rectory or similar use.
- v) Pharmacies and marijuana dispensaries.
- w) Single-family dwelling units, multifamily dwelling units, townhomes subject to Section 656.414 of the Zoning Code, and live-work lofts and units, if otherwise permitted by the applicable Comprehensive Plan Future Land Use Map category, and consistent with the restrictions set forth in the CGC land use category.



x) Restaurants including those with outside sale and service of food, beer, wine, or liquor meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.

y) An establishment or facility which includes the production or retail sale and service of beer, wine, or liquor for consumption on or off-premises, including permanent or restricted outside sales and service meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code. The requirements of Sec. 656.805 of the Zoning Code are waived with regard to on-premises consumption.

z) Indoor farming, growing, hydroponic or similar facilities.

aa) Fruit, vegetable, poultry or fish markets.

bb) Nightclubs or lounges.

cc) Hotels and motels.

dd) Fitness centers.

ee) Stormwater, surface water management and flood control improvements, as permitted by the applicable regulatory agencies.

ff) An off-street commercial parking lot meeting the performance standards and criteria set forth in Part 4 of the Zoning Code, limited to that parcel with an address of 0 Market Street North, located in the southwest corner of 15<sup>th</sup> Street East and Market Street (RE # 044910-0000).

2. *Permissible Uses by Exception*

a) Day care centers or care centers meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.

b) Automated car washes or auto laundries.

c) Recycling collection points meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.

d) Private clubs.

e) Billiard parlors.

3. *Lot and yard requirements for all parcels:*
  - a) Minimum lot requirements (width and area).
    - (1) Width: None
    - (2) Area: None
  - b) Maximum lot coverage by all buildings and structures. None.
  - c) Minimum yard requirements.
    - (1) Front – None
    - (2) Side – None
    - (3) Rear – None
  - d) Maximum height of structures. None

**E. Accessory Uses and Structures for All Parcels**

Accessory uses and structures are allowed as permitted in Section 656.403 of the Zoning Code.

Dumpsters, propane tanks and similar appurtenances shall be kept behind substantially opaque enclosures composed of the same material and painted the same color as the principle use, such that the dumpster, propane tank, and similar appurtenances are screened from view from the surrounding roadways and adjacent properties. Utility tracts, maintenance areas, and loading/unloading zones shall be screened from surrounding roadways by landscaping and/or opaque fencing which is aesthetically compatible with other structures located on the Property.

**IV. OVERALL DEVELOPMENT STANDARDS AND CRITERIA**

**A. Access/Traffic Circulation**

Vehicular access to the parcels within the PUD will be as shown on the PUD Conceptual Site Plan. The PUD can also be accessed by bicycle and on foot via the Emerald Trail.

**B. Sidewalks, Trails, and Bikeways**

The PUD will consist of an integrated system of pedestrian walkways, sidewalks, and paths. This system will also incorporate the Emerald Trail which is envisioned to be located along the southern edge of the PUD. The Applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The Owner, or its successors of assigns, shall grant all necessary easements to the City/Groundwork/JTA necessary to build and maintain the Emerald Trail.

**C. Recreation/Open Space**

This area currently has little to no green space. The goal of the redevelopment is to convert and utilize approximately forty (40%) of the Property as green/open space consisting of active and passive recreation areas, pocket parks, landscaped and tree walking paths, green space, wall and rooftop gardens, and similar uses.

**D. Landscaping/Landscaped Buffers**

Landscape standards shall be applied within the PUD without regard to property ownership boundaries which may exist. For purposes of the PUD, the existing site conditions shall be deemed compliant with all landscaping and tree protection requirements in Part 12 of the Zoning Code for a period of five (5) years following the adoption of the PUD. Improvements of the Property shall not trigger a requirement to bring any portion of the Property into compliance until that time, as further described in Section IV.H herein.

As described in Section IV.J herein, some portions of the Property may be used for parking and/or loading during different phases of the project. Such parking uses shall also be exempt from the landscaping requirements for a period of five (5) years, except that any parcel which is developed or redeveloped and is immediately adjacent to a residentially zoned use or district will provide the required perimeter landscaping as set forth in Part 12 of the Zoning Code within one (1) year of the issuance of a final certificate of occupancy, excluding any otherwise required buffer wall.

**E. Signage**

The purpose of these sign criteria standards is to create a coordinated signage program that provides for directional communication in a distinctive and aesthetically pleasing manner while affording users the ability to install and utilize creative signage that incorporates artistic element which reflect the nature of the PUD and the buildings contained therein. All project identity and directional signs shall be architecturally compatible with the buildings or areas they represented.

1. *Development Identity Monument Signs – Overall Site: Development Identity Monument Signs – Overall Site:* This PUD permits up to four (4) Development Identity Monument Signs within the PUD which shall be utilized to identify the overall development. These signs may be single or double sided and externally or internally illuminated or non-illuminated. These Development Identity Monument Signs shall be generally located along North Main Street, Liberty Street, 14<sup>th</sup> Street East, and 15<sup>th</sup> Street East. The signs will not exceed thirty-three (33) feet in height and two hundred (200) square feet (each side) in area. The Development Identity Monument Signs shall all contain the project name and/or logo, and may contain the names and logos of the tenants.
2. *Individual Parcel/Use Identity Monument Signs:* One single or double sided, externally or internally illuminated or non-illuminated street or railroad frontage sign per lot, not exceeding one square foot for each linear foot of street or railroad frontage, per street/railroad, up to a maximum size of one hundred (100) square feet

shall be permitted provided that no sign is closer than two hundred (200) feet from any other sign.

3. *Other Signs – Overall Site:*

- a. Wall signs are permitted.
- b. Wall murals shall be permitted and may include names and logos of the project and/or users within the PUD.
- c. Under canopy/wall blade signs are permitted. One (1) under the canopy sign/wall blade sign per occupancy is permitted not exceeding a maximum of twenty (20) square feet in area per sign.
- d. Awning signs are permitted: One (1) awning sign per occupancy is permitted. Awning graphics shall not exceed ten (10) square feet with a maximum letter height of eight (8) inches.

4. *Directional signs:* Directional signs for vehicles (handicapped, deliveries, no parking, directional, etc.) are permitted and shall be designed as a unified package. Directional signs indicating major buildings, common areas, various building entries, etc. are permitted. The design of these signs should reflect the character of the use and may include the project logo and name. For predominately vehicle directional signage, such signs shall be a maximum of four (4) square feet in area per sign face. For pedestrian directional signage, such signs shall be a maximum of twenty (20) square feet per side and a maximum of twelve (12) feet in height. All Vehicular Control Signs shall meet the requirements of the Manual on Uniform Traffic Control Devices with decorative post(s) and finials.

5. *Real Estate & Construction Signs:* Real estate and construction signs of a maximum of forty-eight (48) square feet in area and twelve (12) feet in height are permitted.

6. *All signs – Overall Site:*

- a. Because the PUD is an arts and innovation district, the identity and directional signs may reflect the creative nature of the area and/or the style of the buildings within the PUD.
- b. Identity and directional signs may be located in structures or frames that are part of the architecture of a parcel. Accordingly, sign area for all such signs as well as wall, awning, and under the canopy signs, shall be computed on the basis of the smallest regular geometric shape encompassing the outermost individual letters, words, or numbers on the sign.
- c. Multiple tenants within one building or a series of buildings may be identified on a single sign. For signage purposes, the PUD is to be considered as a single development without regard to property ownership

boundaries. Thus, individual parcels or lots which may own their sites in fee simple may have signage anywhere within the PUD even though such signage would otherwise be considered “off-site” pursuant to the Zoning Code.

7. *Temporary Banner Signs*: Temporary banner signs will be permitted not to exceed fifty (50) square feet in area. The banners shall be permitted to display logos and/or the name of the project and/or owner or developer and identify sales activities.
8. *Required Signage*: Signs required by environmental permitting to be posted in common areas such as stormwater facilities shall be permitted.

**F. Architectural Guidelines**

Buildings, structures, and signage shall be architecturally compatible and in keeping with the unique character of the Warehouse District.

**G. Modifications**

Amendment to this approved PUD district may be accomplished through an administrative modification, minor modification, or by filing an application for rezoning as authorized by Section 656.341 of the Zoning Code.

**H. Waiver**

Sections 656.708 and 656.1209 of the Zoning Code are modified to the extent that improvements to the Property shall not trigger a requirement to bring any portion of the Property into compliance for a period of five (5) years following the adoption of the PUD.

**I. Phasing**

The PUD will be developed in phases as the market dictates. It will begin with the creation of outdoor spaces and the rehabilitation of some of the buildings for creative, office and retail space.

**J. Parking, Loading & Bicycle Requirements**

There is limited parking on-site, with approximately 55 marked and unmarked spaces currently available. However, there are numerous on-street parking spaces available along with at least six (6) large surface parking lots available within two (2) blocks of the Property. Additionally, there are a number of JTA bus stops along Main Street near the Property.

Loading and trash removal will generally take place off-street at locations designated by the property owner(s) for such activities. The property owner(s) may request that the City designate certain on-street parking spaces for commercial vehicle use only with time limits.

Some portions of the Property may be used for parking and/or loading during different phases of the project. Such parking uses shall be exempt from the landscaping requirements for a period of five (5) years, as further described in Section IV.H herein, except that any parcel which is developed or redeveloped and is immediately adjacent to a residentially zoned use or district will provide the required perimeter landscaping as set forth in Part 12 of the Zoning Code within one (1) year of the issuance of a final certificate of occupancy, excluding any otherwise required buffer wall.

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

**K. Lighting**

To minimize the effects of site lighting on any residential properties adjacent to but outside of the Property, directional site lighting fixtures will be utilized along the Property boundaries where they are adjacent to residential properties in order to cast light downward onto the PUD site.

**L. Stormwater Retention**

Stormwater facilities will be constructed to serve the PUD in accordance with applicable regulations.

**M. Utilities**

The Property is served by JEA.

**V. PRE-APPLICATION CONFERENCE**

A pre-application conference was held regarding this application on September 1, 2022.

**VI. JUSTIFICATION FOR THE PUD REZONING**

This PUD allows for infill mixed-use development that would not otherwise be permitted in a conventional zoning district. The PUD furthers the goals of the Urban Core Vision Plan and will revitalize a blighted area of downtown. Considering the urban nature of this site, the mixed use nature of the proposed development, and the mix of uses abutting the Property, the proposed uses set forth in the PUD are appropriate and compatible with abutting and nearby development.

**VII. PUD DIFFERENCES FROM USUAL APPLICATION OF ZONING CODE**

The PUD differs from the usual application of the zoning code in the following respects:

| Element        | Ordinance 2019-551-E/Zoning Code  | Proposed PUD  | Reasoning   |
|----------------|---|---|---|
| Permitted Uses | Those set forth in Ord. 2019-551-E; Sec. 656.306 (RMD-B); Sec. 656.321 (IBP); Sec. 656.322 (IL) | <p><b>Parcels Labeled "A" – Outdoor Uses</b></p> <p>1. Permitted uses and structures.</p> <p>a) Open space, green space, passive and active recreation space uses, including, but not limited to, recreational paths, trails, exercise courses, gardens, ponds, benches, picnic tables, shelters, informational displays, kiosks, viewing areas, observation decks, habitat enhancement devices such as birdhouses and bat houses, and associated community/ recreational structures.</p> <p>b) Wholesaling, warehousing, storage or distribution establishments (but not concrete batch mixing plants) and similar uses.</p> <p>c) Commercial retail sales and service establishments.</p> <p>d) Event spaces and similar commercial indoor and outdoor recreational, entertainment, retail and service facilities.</p> <p>e) Parks, playgrounds and playfields or recreational or community structures meeting the performance standards and development criteria of Part 4 of the Zoning Code.</p> <p>f) Art galleries, museums, community centers, music, photography, gymnastics, karate, yoga and martial arts studios, theaters, and similar uses.</p> <p>g) Temporary or permanent structures such as outdoor beer gardens, restaurants, markets, modular service facilities, and similar uses.</p> <p>h) Off-street commercial parking lots meeting the performance standards and criteria set forth in Part 4 of the Zoning Code. If the subject parcel is within the boundaries of the Springfield Overlay, the parking lot will comply with the Springfield performance standards and development criteria set forth in Section 656.369 of the Zoning Code.</p> <p>i) Outside retail plant nurseries (but not landscape contractors requiring heavy equipment or vehicles in excess of one-ton capacity).</p> <p>j) Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.</p> <p>k) Essential services, including water, sewer, gas, telephone, radio, television and electric, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>l) Outdoor restaurants or similar venues including those with sale and service of food, beer, wine, or liquor meeting the</p> | To permit a wide variety and mix of uses consistent with the goals of the Urban Core Vision Plan. |

|  |  |  |  |
|--|--|--|--|
|  |  | <p>performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>m) An event, establishment or facility which includes the retail sale and service of beer, wine, or liquor for consumption on or off-premises, including permanent or restricted outside sales and service meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code. The requirements of Sec. 656.805 of the Zoning Code are waived with regard to on-premises consumption.</p> <p>n) Outdoor, rooftop or wall, farming, growing, hydroponic or similar facilities.</p> <p>o) Fruit, vegetable, poultry or fish markets.</p> <p>p) Stormwater, surface water management and flood control improvements, as permitted by the applicable regulatory agencies.</p> <p><b>Parcels Labeled "B" – Indoor Uses</b></p> <p>1. Permitted uses and structures.</p> <p>a) Wholesaling, warehousing, storage or distribution establishments (but not concrete batch mixing plants) and similar uses.</p> <p>b) Light manufacturing, processing (including food processing or butcher but not slaughterhouse), packaging or fabricating and assembling of components.</p> <p>c) Printing, publishing or similar establishments.</p> <p>d) Business and professional offices.</p> <p>e) Medical and dental or chiropractor offices and clinics.</p> <p>f) Service establishments catering to commerce and industry, including linen supply, laundry and drycleaning plants, freight movers, communications services, business machine services, hiring and union halls, employment agencies, sign companies.</p> <p>g) Vocational, technical, business, trade, art or industrial schools, artists/creatives studios and similar uses.</p> <p>h) Research, dental and medical laboratories, manufacturers of prosthetic appliances, dentures, eyeglasses, hearing aids and similar products.</p> <p>i) Radio or television broadcasting offices, studios, transmitters, telephone and cellular telephone towers.</p> <p>j) Scrap processing, indoor, clean activity, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>k) Building trades contractors with outside storage yards and heavy construction equipment if storage, including heavy construction machinery, not within a completely enclosed building or structure, is visually screened by a six-foot fence or wall not less than 95 percent opaque.</p> |  |
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|  |  | <p>l) Veterinarians, animal boarding, and dog parks meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>m) Commercial retail sales and service establishments.</p> <p>n) Banks (including drive-thru tellers), loan companies, mortgage brokers, stockbrokers and similar financial institutions.</p> <p>o) Event spaces and similar commercial indoor and outdoor recreational, entertainment, retail and service facilities.</p> <p>p) Art galleries, museums, community centers, music, photography, gymnastics, karate, yoga and martial arts studios, theaters, and similar uses.</p> <p>q) Nursing homes, homes for the aged or orphans, assisted living facilities, independent living facilities, adult congregate living facilities (but not group care homes or residential treatment facilities) and similar facilities.</p> <p>r) Retail plant nurseries (including outside display but not landscape contractors requiring heavy equipment or vehicles in excess of one-ton capacity).</p> <p>s) Retail outlets for the sale of used wearing apparel, toys, books, luggage, jewelry, cameras, sporting goods, home furnishings and appliances, furniture and similar uses.</p> <p>t) Essential services, including water, sewer, gas, telephone, radio, television and electric, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>u) Churches, including a rectory or similar use.</p> <p>v) Pharmacies and marijuana dispensaries.</p> <p>w) Single-family dwelling units, multifamily dwelling units, townhomes subject to Section 656.414 of the Zoning Code, and live-work lofts and units, if otherwise permitted by the applicable Comprehensive Plan Future Land Use Map category, and consistent with the restrictions set forth in the CGC land use category.</p> <p>x) Restaurants including those with outside sale and service of food, beer, wine, or liquor meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>y) An establishment or facility which includes the production or retail sale and service of beer, wine, or liquor for consumption on or off-premises, including permanent or restricted outside sales and service meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code. The requirements of Sec. 656.805 of the Zoning Code are waived with regard to on-premises consumption.</p> <p>z) Indoor farming, growing, hydroponic or similar facilities.</p> <p>aa) Fruit, vegetable, poultry or fish markets.</p> <p>bb) Nightclubs or lounges.</p> <p>cc) Hotels and motels.</p> |  |
|--|--|--|--|

|                                      |   |   |   |
|--------------------------------------|---|---|---|
|                                      |   | <p>dd) Fitness centers.</p> <p>ee) Stormwater, surface water management and flood control improvements, as permitted by the applicable regulatory agencies.</p> <p>ff) An off-street commercial parking lot meeting the performance standards and criteria set forth in Part 4 of the Zoning Code, limited to that parcel with an address of 0 Market Street North, located in the southwest corner of 15th Street East and Market Street (RE # 044910-0000).</p>   |   |
| <b>Uses Permissible by Exception</b> | Those set forth in Ord. 2019-551-E; Sec. 656.306 (RMD-B); Sec. 656.321 (IBP); Sec. 656.322 (IL) | <p><b>Parcels Labeled "A" – Outdoor Uses</b></p> <p>a) Recycling collection points meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p><b>Parcels Labeled "B" – Indoor Uses</b></p> <p>a) Day care centers or care centers meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>b) Automated car washes or auto laundries.</p> <p>c) Recycling collection points meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code.</p> <p>d) Private clubs.</p> <p>e) Billiard parlors</p>  | To control and limit the number and location of certain uses.               |
| <b>Lot Requirements</b>              | Those set forth in Ord. 2019-551-E; Sec. 656.306 (RMD-B); Sec. 656.321 (IBP); Sec. 656.322 (IL) | <p>Lot and yard requirements for all parcels:</p> <p>a) Minimum lot requirements (width and area).<br/> (1) Width: None<br/> (2) Area: None</p> <p>b) Maximum lot coverage by all buildings and structures. None.</p> <p>c) Minimum yard requirements.<br/> (1) Front – None<br/> (2) Side – None<br/> (3) Rear – None</p> <p>d) Maximum height of structures. None</p>   | To permit flexibility in the development of the proposed mixed-use project. |
| <b>Signage</b>                       | Those set forth in Ord. 2019-551-E & Part 13, Zoning Code                                       | <p>The purpose of these sign criteria standards is to create a coordinated signage program that provides for directional communication in a distinctive and aesthetically pleasing manner while affording users the ability to install and utilize creative signage that incorporates artistic element which reflect the nature of the PUD and the buildings contained therein. All project identity and directional signs shall be architecturally compatible with the buildings or areas they represented.</p> <p>1. Development Identity Monument Signs – Overall Site: Development Identity Monument Signs – Overall Site: This PUD permits up to four (4) Development Identity Monument Signs within the PUD which shall be utilized to identify the overall development. These signs may be single or double sided and externally or internally illuminated or non-illuminated. These Development Identity Monument Signs shall be generally located along North Main Street, Liberty Street, 14th Street East, and 15th Street East. The signs will not exceed thirty-three (33) feet in</p> | To permit signage consistent with the proposed mixed use development.       |

|                         |  |   |   |
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|                         |  | <p>height and two hundred (200) square feet (each side) in area. The Development Identity Monument Signs shall all contain the project name and/or logo, and may contain the names and logos of the tenants.</p> <p>2. Individual Parcel/Use Identity Monument Signs: One single or double sided, externally or internally illuminated or non-illuminated street or railroad frontage sign per lot, not exceeding one square foot for each linear foot of street or railroad frontage, per street/railroad, up to a maximum size of one hundred (100) square feet shall be permitted provided that no sign is closer than two hundred (200) feet from any other sign.</p> <p>3. Other Signs – Overall Site:</p> <p>a. Wall signs are permitted.</p> <p>b. Wall murals shall be permitted and may include names and logos of the project and/or users within the PUD.</p> <p>c. Under canopy/wall blade signs are permitted. One (1) under the canopy sign/wall blade sign per occupancy is permitted not exceeding a maximum of twenty (20) square feet in area per sign.</p> <p>d. Awning signs are permitted: One (1) awning sign per occupancy is permitted. Awning graphics shall not exceed ten (10) square feet with a maximum letter height of eight (8) inches.</p> <p>4. Directional signs: Directional signs for vehicles (handicapped, deliveries, no parking, directional, etc.) are permitted and shall be designed as a unified package. Directional signs indicating major buildings, common areas, various building entries, etc. are permitted. The design of these signs should reflect the character of the use and may include the project logo and name. For predominately vehicle directional signage, such signs shall be a maximum of four (4) square feet in area per sign face. For pedestrian directional signage, such signs shall be a maximum of twenty (20) square feet per side and a maximum of twelve (12) feet in height. All Vehicular Control Signs shall meet the requirements of the Manual on Uniform Traffic Control Devices with decorative post(s) and finials.</p> <p>5. Real Estate &amp; Construction Signs: Real estate and construction signs of a maximum of forty-eight (48) square feet in area and twelve (12) feet in height are permitted.</p> <p>6. All signs – Overall Site:</p> <p>a. Because the PUD is an arts and innovation district, the identity and directional signs may reflect the creative nature of the area and/or the style of the buildings within the PUD.</p> <p>b. Identity and directional signs may be located in structures or frames that are part of the architecture of a parcel. Accordingly, sign area for all such signs as well as wall, awning, and under the canopy signs, shall be computed on the basis of the smallest regular geometric shape encompassing the outermost individual letters, words, or numbers on the sign.</p> <p>c. Multiple tenants within one building or a series of buildings may be identified on a single sign. For signage purposes, the PUD is to be considered as a single development without regard to property ownership boundaries. Thus, individual parcels or lots which may own their sites in fee simple may have signage anywhere within the PUD even though such signage would otherwise be considered “off-site” pursuant to the Zoning Code.</p> <p>7. Temporary Banner Signs: Temporary banner signs will be permitted not to exceed fifty (50) square feet in area. The banners shall be permitted to display logos and/or the name of the project and/or owner or developer and identify sales activities.</p> <p>8. Required Signage: Signs required by environmental permitting to be posted in common areas such as stormwater facilities shall be permitted.</p> |   |
| <b>Parking, Bicycle</b> | Those set forth in Ord. 2019-551-E & Part 6, Zoning Code | There is limited parking on-site, with approximately 55 marked and unmarked spaces currently available. However, there are numerous on-street parking spaces available along with at least  | To provide for sufficient parking, bicycle parking and loading for the proposed |

|                                     |   |   |  |
|-------------------------------------|---|---|--|
| <p><b>Parking &amp; Loading</b></p> |   | <p>six (6) large surface parking lots available within two (2) blocks of the Property. Additionally, there are a number of JTA bus stops along Main Street near the Property.</p> <p>Loading and trash removal will generally take place off-street at locations designated by the property owner(s) for such activities. The property owner(s) may request that the City designate certain on-street parking spaces for commercial vehicle use only with time limits.</p> <p>Some portions of the Property may be used for parking and/or loading during different phases of the project. Such parking uses shall be exempt from the landscaping requirements for a period of five (5) years, as further described in Section IV.H herein, except that any parcel which is developed or redeveloped and is immediately adjacent to a residentially zoned use or district will provide the required perimeter landscaping as set forth in Part 12 of the Zoning Code within one (1) year of the issuance of a final certificate of occupancy, excluding any otherwise required buffer wall.</p> <p>Bicycle parking will be provided throughout the site in accordance with the requirements of Part 6 of the Zoning Code.</p>   | <p>uses while acknowledging that there is limited opportunity to provide for on-site parking.</p>  |
| <p><b>Landscaping</b></p>           | <p>Those set forth in Ord. 2019-551-E &amp; Part 12, Zoning Code</p>        | <p>This area currently has little to no green space. The goal of the redevelopment is to convert and utilize approximately forty (40%) of the Property as green/open space consisting of active and passive recreation areas, pocket parks, landscaped and tree walking paths, green space, wall and rooftop gardens, and similar uses.</p> <p>Landscape standards shall be applied within the PUD without regard to property ownership boundaries which may exist. For purposes of the PUD, the existing site conditions shall be deemed compliant with all landscaping and tree protection requirements in Part 12 of the Zoning Code for a period of five (5) years following the adoption of the PUD. Improvements of the Property shall not trigger a requirement to bring any portion of the Property into compliance until that time, as further described in Section IV.H herein.</p> <p>As described in Section IV.J herein, some portions of the Property may be used for parking and/or loading during different phases of the project. Such parking uses shall also be exempt from the landscaping requirements for a period of five (5) years, except that any parcel which is developed or redeveloped and is immediately adjacent to a residentially zoned use or district will provide the required perimeter landscaping as set forth in Part 12 of the Zoning Code within one (1) year of the issuance of a final certificate of occupancy, excluding any otherwise required buffer wall.</p> | <p>To allow for creative and flexible alternatives to the green space/landscaping that would otherwise be required in an area that has little to no landscaping and green space at this time while also allowing for time to implement the master plan for the property.</p> |
| <p><b>Waiver</b></p>                | <p>Those set forth in Sections 656.708 and 656.1209 of the Zoning Code.</p> | <p>Sections 656.708 and 656.1209 of the Zoning Code are modified to the extent that improvements to the Property shall not trigger a requirement to bring any portion of the Property into compliance for a period of five (5) years following the adoption of the PUD.</p>   | <p>To allow for creative and flexible alternatives while also allowing for time to implement the master plan for the property.</p>   |

**VIII. NAMES OF DEVELOPMENT TEAM**

Developer: FOC QOF, LLC

Planner/Engineer: Prosser, Inc.

Architect: Gresham Smith

Landscape Architect: Agency Landscape + Planning

**IX. LAND USE TABLE**

A Land Use Table is attached hereto as **Exhibit “F.”**

**X. PUD REVIEW CRITERIA**

**A. Consistency with the Comprehensive Plan.** As described above, uses proposed herein are consistent with the CGC-Urban Property Area land use category of the 2045 Comprehensive Plan.

**FLUE Policy 1.1.24** The City will encourage new development to locate in the Urban Core, Southwest, North, and Northwest planning districts through such measures as economic incentives, greater marketing assistance, etc.

**FLUE Policy 1.1.25** The City will encourage the use of such smart growth practices as:

...

3. A mix of uses including office, commercial, and residential which encourage internal capture of trips;
4. Use of the Development Areas;
5. Revitalization of older areas and the downtown

**FLUE Policy 1.2.9** Require new development and redevelopment in the Central Business District, Urban Priority Area, Urban Area, and Suburban Area to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site. New septic tanks in this area maybe permitted only as interim facilities pursuant to the requirements of the Sanitary Sewer Sub-Element.

**FLUE Policies 1.5.1** The City shall protect the natural environment in part by implementing incentives to locate future urban growth into existing urbanized areas.

**FLUE Objective 2.2** Through the use of neighborhood plans and studies, the City shall continue to maintain and implement an urban revitalization strategy for the City's blighted areas, and those areas threatened by blight, which will address maintenance, improvement or replacement of existing structures, permit the transition of run-down or grossly under-utilized commercial properties to alternate uses, and support the re-emergence of diverse urban neighborhoods.

**FLUE Policy 3.1.2** The City shall eliminate incompatible land uses or blighting influences from potentially stable, viable residential neighborhoods through active code enforcement and other regulatory measures.

**FLUE Policy 3.2.7** The City shall implement the locational criteria of this element for commercial and industrial uses consistent with the character of the areas served, availability of public facilities, and market demands.

**FLUE Policy 3.2.16** The City shall where feasible, increase open space in site designs beyond what is currently specified by Zoning Code through site design techniques (e.g., clustering of structures), in order to promote a park-like quality in non-residential developments.

**FLUE Policy 3.2.34** The City shall create a formula for the calculation of capital investment and direct and indirect job creation in various commercial and industrial land uses. This formula shall be used to ensure that the conversion of industrial lands in Situational Compatibility Areas will result in the creation of mixed use developments that shall have comparable potential for support of the industrial base in the City of Jacksonville.

**ROS Objective 1.3** The City shall increase its pedestrian path and greenway and trail systems and develop strategies to ensure that these systems are included in new park development.

**ROS Policy 1.3.2** The City, through the Recreation and Community Services Department, shall develop strategies for the acquisition or lease of linear parks for pedestrian paths and greenway and trail systems. These facilities shall be developed as a network connecting residential areas, schools and parks where land is available through purchase or easement.

**ROS GOAL 6** To promote economic prosperity within the City through increased recreational facility development.

**ROS Policy 6.1.4** The Recreation and Community Services Department shall plan recreational development in such areas as the Urban Core where open space is limited and where recreation development may be used to encourage the redevelopment of deteriorated or blighted areas.

**ROS Objective 8.3** The City shall improve its visual attractiveness, both through positive measures of orderly development and beautification and through consistent efforts to avoid, remove, or diminish the impact of unsightly features.

**B. Consistency with the Urban Core Vision Plan.**

The proposed PUD and the mix of uses provided for therein furthers the goals of the Urban Core Vision Plan.

**Guiding Principle One: Capitalize on the Urban Core's Uniqueness:** The Property is located within the Warehouse District of the Urban Core. The area currently consists of primarily vacant warehouses and industrial buildings. The area is unique in that it serves to connect Springfield to Main Street. The PUD proposes uses consistent with the vision for the Warehouse District by readapting many of the existing buildings, engaging the nearby residents and creating a true community. The goal of the PUD is to create a distinctive sense of place by underscoring the unique character of the area.

**Guiding Principal Two: Promote Mixed-Use/Mixed-Income Redevelopment and Infill:** The PUD proposes a mixed-use infill development which will vertically integrate uses within building. The project includes redevelopment of now vacant buildings. Where the buildings are unique and

can be rendered habitable, they will remain. Where they are unsafe or lack character, they will be removed and could be replaced with either open space, active recreation, or a new mixed use building.

**Guiding Principal Three: Provide a Variety of Transportation Choices:** The PUD will incorporate the Emerald Trail and multiple pedestrian corridors. Additionally, the PUD is adjacent to Main Street which includes numerous JTA bus stops. While there are a number of parking lots near the Property, the primary mode of transportation throughout the PUD is envisioned to be pedestrian.

**Guiding Principal Four: Provide for Economic Growth:** As set forth in the description of the Warehouse District in the Plan, the area currently consists primarily of vacant warehouses and industrial buildings. The PUD will revitalize the area and create space for businesses, creatives, and offices to co-exist and thrive. By activating the area, the desire is to foster the transformation of the area.

**Guiding Principal Five: Expand, Protect and Enhance Open Space:** The Warehouse District currently has very little green space. As discussed above, the PUD proposes to set aside approximately forty (40%) percent of the Property as open space for active and passive recreation available to visitors as well as the surrounding residents. The Emerald Trail will be incorporated into the plan with the addition of numerous pocket parks and green spaces.

**C. Consistency with the Concurrency Management System.** The PUD will comply with the Concurrency and Mobility Management System.

**D. Internal Compatibility.** The PUD provides for integrated design and compatible uses within the PUD.

**E. External Compatibility/Intensity of Development.** The PUD proposes uses and which are compatible with surrounding uses.

**F. Maintenance of Common Areas and Infrastructure.** All common areas and infrastructure will be maintained by the owner, maintenance company and/or one or more owners' association(s).

**G. Usable Open Space, Plazas, Recreation Areas.** Approximately forty (40%) percent of the Property will remain green in the form of the Emerald Trail, pocket parks, and green space. The areas between the buildings will include pedestrian corridors with shade trees, landscaping and conversation areas.

**H. Impact on Wetlands.** There are no known wetlands on site. However, any development impacting wetlands will be permitted pursuant to local, state, and federal permitting requirements.

- I. **Listed Species Regulations.** The Property is less than fifty (50) acres in size, so a listed species survey is not required.
- J. **Parking Including Loading and Unloading Areas.** See above.
- K. **Sidewalks, Trails, and Bikeways.** See above.



**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT FOR**  
**APPLICATION FOR REZONING ORDINANCE 2023-0393 TO**  
**PLANNED UNIT DEVELOPMENT**

**AUGUST 3, 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 **2023-0393** to Planned Unit Development.

***Location:*** 0 Market Street North, 2303 Market Street North, 2335 Market Street North, 2402 Market Street North, 0 Hubbard Street, 2305 Hubbard Street, 2401 Hubbard Street, 2245 Market Street North, 2301 Market Street North, 0 14<sup>th</sup> Street East, 0 15<sup>TH</sup> Street East, and 2336 Liberty Street North  
Between Market Street North and Liberty Street North

***Real Estate Numbers:*** 044910 0000, 044911 0000, 044912 0000, 044914 0000, 044922 0005, 044931 0000, 044932 0000, 044936 0000, 044938 0005, 044941 0010, 044941 0060, 044942 0000, 055295-0000

***Current Zoning Districts:*** Industrial Business Park (IBP)  
Industrial Light (IL)  
Residential Medium Density-B (RMD-B)  
Planned Unit Development 2019-551-E (PUD)

***Proposed Zoning District:*** Planned Unit Development (PUD)

***Current Land Use Category:*** Light Industrial (LI)  
Medium Density Residential (MDR)

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

***Planning District:*** Urban Core, District 1

***Applicant/Agent:*** Emily Pierce, Esq.  
Rogers Towers, P.A.  
1301 Riverplace Boulevard, Suite 1500  
Jacksonville, FL 32207

**Owner:**

FOC 19 JP PROP 1A, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 2, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 3, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 4, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 5, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 6, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

FOC JP PROP 7, LLC  
224 N.E. 59<sup>th</sup> Street  
Miami, FL 33137

**Staff Recommendation:**

**APPROVE WITH CONDITIONS**

**GENERAL INFORMATION**

Application for Planned Unit Development **2023-0393** seeks to rezone approximately 8.09± acres of land from Industrial Business Park (IBP), Industrial Light (IL), Residential Medium Density-B (RMD-B), and Planned Unit Development 2019-551-E (PUD) to Planned Unit Development (PUD). The rezoning to PUD is being sought to allow for a mixed use development of commercial, residential, entertainment, recreational, light industrial/warehouse, and office uses. There is a companion Land Use Amendment, **2023-0392 (L-5826-23C)** which seeks to amend the site from Light Industrial (LI) and Medium Density Residential (MDR) to Community/General Commercial (CGC).

The subject property currently consists of a variety of vacant industrial buildings and warehouses situated on multiple properties located between North Main Street and North Liberty Street. The applicant seeks to redevelop the property through adaptive reuse of some of the existing buildings and providing outdoor entertainment, food, and sports options to the area. The applicant has stated

the intent to provide approximately 40% green and open space on the property, through active and passive recreation areas, pocket parks, green space, gardens, and incorporating the Emerald Trail.

This PUD is predominantly conceptual in nature and the applicant has stated that they will be submitting a form based PUD in the near future that will provide more detail for the site.

**PUD Ord. 2019-551-E was approved with the following conditions:**

1. The following use is removed from the Written Description under Permissible Uses by Exception: (7) Residential treatment facilities for persons with disabilities, meeting the performance standards and development criteria set forth in Part 4 of the Zoning Code, if applicable.
2. The PUD is subject to the following conditions regarding the Emerald Trail and parking:
  - a. Phoenix Art District, LLC, shall grant the City of Jacksonville and Groundwork Jacksonville, Inc. an easement to build the Emerald Trail through its property upon completion of a mutually agreeable trail design;
  - b. Once the above easement is formally executed, the City of Jacksonville will enter into a written agreement to allow Phoenix Art District, LLC, to use parcel 045009-3000 between Market and Liberty streets for parking for a term of five (5) years, which may be renewed, subject to approval by the City Council;
  - c. If construction of the Emerald Trail through the Phoenix Art District, LLC, land does not commence by October 31, 2021, then (a) and (b) above are void; and
  - d. Phoenix Art District, LLC, may occasionally close the trail to bike traffic in order to hold special events in the space, however, cyclists may walk their bikes through the space, subject to City permitting requirements, if applicable.
3. Prior to the first final inspection within any phase of development, the owner or their agent shall submit to the Planning and Development Department for its review and approval 1 either: (a) an affidavit documenting that all conditions to the development order have been satisfied, or (b) a detailed agreement for the completion of all conditions to the development order.

**The Planning & Development Department has reviewed the conditions of the enacted ordinance and forwards the following comments:**

1. The Department does not recommend forwarding the above listed conditions due to the conceptual nature of this rezoning and the applicant's intent to file a new form based PUD in the future with more detail regarding site 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 Planning and Development Department finds that the subject property is located in the Light Industrial (LI)/ Medium Density Residential (MDR) 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 **2023-0392 (L-5826-23C)** that seeks to amend the site to Community/General Commercial (CGC).

According to 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. 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. Vertical integration of a mix of uses is encouraged. Plan amendment requests for new CGC designations are preferred in locations which are supplied with full urban services, and which abut a roadway classified as a collector or higher on the Functional Highway Classification Map. Single-use multi-family development is permitted when 50 percent or more of the contiguous CGC category land area within up to one quarter of a mile radius is developed for non-residential uses. Multi-family developments that do not comply with the single-use provisions shall provide a mix of uses within the development site and multi-family uses shall not exceed 80 percent of a development. The maximum gross density in the Urban Priority Area shall be 60 units/acre.

Community/General Commercial allows for a wide variety of uses, including but not limited to, Commercial retail sales and service establishments including auto sales, funeral homes, restaurants and financial institutions. The PUD written description and site plan are 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:

**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 3.1**

Continue to maintain adequate land designated for residential uses which can accommodate the projected population and provide safe, decent, sanitary and affordable housing opportunities for residents. Protect single-family residential neighborhoods by requiring that any other land uses within single-family areas meet all applicable requirements described in the Development Areas and the Plan Category Descriptions of the Operative Provisions of the Comprehensive Plan and Land Development Regulations.

#### **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.

### **Cultural Resources**

The subject site contains a site listed on the Florida Master Site File. 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 2245 Main Street North (RE: 055295-0000). Based on archival records, this site was originally owned by the Dozier & Gay Paint Company and it contained a commercial structure built in 1905 that was used as a paint factory. The structure was demolished in 1996 due to it being located outside of the boundaries of the Springfield Historic District and not being designated as a local landmark. Because the vacant property lacks real historical significance and does not warrant consideration for listing in the National Register of Historic Places, development of the site would not have a negative impact on any historic or archaeological resources.

#### Historic Preservation Element

*Policy 1.2.2* The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

### **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.

### **Designated Brownfield Site**

The subject site contains two designated brownfields sites. One of the designated sites, located at 2245 North Main Street, is referenced by the Department of Environmental Protection (DEP) as “2245 N. Main Street Project” – DEP Site ID# 160001026. A Brownfield Site Redevelopment Agreement (BSRA) for this site was executed between the property owner and the DEP in December 2021.

The other site is located at 2402 Market Street and is referenced by the DEP as “2402 Market Street Project” – DEP Site ID# 160001029. A BSRA for this site was executed between the property owner and the DEP in December 2022.

At the time of this report, there are no records of a Site Rehabilitation Cleanup Order (SRCO), which is issued when cleanup on site has been completed, on the DEP’s online database for either designated site.

### **Springfield Neighborhood Plan**

The subject site is located within the boundaries of the 1977 Springfield Neighborhood Plan. The Springfield Neighborhood Plan was implemented over forty-five years ago and has since been replaced by the Springfield Zoning Overlay, which was implemented in 1998 and covers the boundaries of the Springfield Historic District, which was established in 1992. The subject site is located outside the boundaries of the overlay and is, therefore, not subject to the provisions of the Springfield Zoning Overlay or the Springfield Historic District.

### ***(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): Light Industrial (LI)/ Medium Density Residential (MDR). There is a companion Application for Small-Scale Land Use Amendment to the Future Land use Map Series **2023-0392 (L-5826-23C)** 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.

**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 request to permit the development of commercial, residential, entertainment, recreational, light industrial/warehouse, 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:** The applicant intends to provide a minimum of 20% open space, with the goal of approximately 40% of the property being utilized as green/open space. It will consist of active and passive recreation areas, pocket parks, walking paths, and green space. The applicant also intends to incorporate the Emerald Trail within the subject 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.

**The treatment of pedestrian ways:** The project will contain an integrated system of pedestrian walkways, sidewalks, and paths. The applicant intends to incorporate the Emerald Trail, which is envisioned to be located along the southern portion of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The owner shall grant all necessary easements to the City/Groundwork/JTA necessary to build and maintain the Emerald Trail.

**Traffic and pedestrian circulation patterns:** The subject site is approximately 8.09 acres and consists of multiple parcels. The sites are accessible from Main St (US 1) a FDOT Principle Arterial, Liberty Street a Collector facility, and 15th St a local facility. West of the Subject sites is

Main St between 8th St and 20th St that is currently operating at 30.8% of capacity. This segment currently has a maximum daily capacity of vehicles per day 38,300 (vpd) and average daily traffic of 11,781 vpd.

This PUD is a companion to pending small-scale land use application L-5826-23C (2023-0392). The applicant intends to resubmit this PUD with more specificity at a later date. A trip generation will be provided when the PUD is resubmitted.

The Transportation Planning Division has issued the following comments:  
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.

The applicant intends to resubmit this PUD with more specificity at a later date. The Transportation Planning Division will reserve comments on traffic, parking, and circulation issues until resubmitted. This is not an approval of the current language in this PUD due to a lack of information.

**The use and variety of building groupings:** The proposed development has parcels categorized as “A” parcels which are intended for outdoor uses, “B” parcels for indoor uses, and “A/B” parcels for both indoor and outdoor uses. The list of permitted uses for the parcel categories is listed in the written description.

**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, green space, offices, and industrial/warehousing.

***(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 8.09 acres and is located between North Main Street and North Liberty Street. The surrounding area is primarily single-family residential to the north, along with an elementary school and middle school located to the west and south. There are a mixture of industrial uses found primarily to the east of the subject property.

Although being developed for mixed use, the subject site will preserve the residential character of the area, while also offering an assortment of commercial 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 |
|-------------------|-------------------|-----------------|-------------|
|-------------------|-------------------|-----------------|-------------|



|              |         |             |   |
|--------------|---------|-------------|---|
| <b>North</b> | MDR     | RMD-B       | Single-family dwellings                             |
| <b>South</b> | LI/ PBF | IL/ PBF-1   | Warehouse, Springfield Middle School                |
| <b>East</b>  | LI      | IL          | Warehouse, Storage                                  |
| <b>West</b>  | MDR/CGC | CCG-2/PBF-1 | Service garage, Andrew A Robinson Elementary School |

***(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, light industrial/warehouse, and office uses. The PUD is appropriate at this location because it is consistent with the surrounding uses.

**The availability and location of utility services and public facilities and services:**

The subject site will be serviced by JEA for city water and sewer.

***(7) Usable open spaces plazas, recreation areas.***

Per the submitted written description, the goal of this PUD is to convert approximately 40% of the subject property as green/open space consisting of active and passive recreation areas, pocket parks, landscape and tree walking paths, green space, and wall and rooftops gardens. Landscaping and tree protection shall be provided in accordance with the Zoning Code.

***(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, there is limited parking on-site, with approximately 55 marked and unmarked spaces currently available. However, there are numerous on-street parking spaces available along with at least six (6) large surface parking lots available within two (2) blocks of the subject property. Additionally, there are a number of JTA bus stops along Main Street near the subject property.

Loading and trash removal will generally take place off-street at locations designated by the property owner(s) for such activities. The property owner(s) may request that the City designate certain on-street parking spaces for commercial vehicle use only with time limits.

Some portions of the Property may be used for parking and/or loading during different phases of the project. Such parking uses shall be exempt from the landscaping requirements for a period of

five (5) years, except that any parcel which is immediately adjacent to a residentially zoned use or district will provide the required perimeter landscaping as set forth in Part 12 of the Zoning Code within one (1) year of the adoption of the PUD, excluding any otherwise required buffer wall.

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***

The project will contain an integrated system of pedestrian walkways, sidewalks, and paths. The applicant intends to incorporate the Emerald Trail, which is envisioned to be located along the southern portion of the PUD. The applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The owner shall grant all necessary easements to the City/Groundwork/JTA necessary to build and maintain the Emerald Trail.

**SUPPLEMENTARY INFORMATION**

The applicant provided proof of posting on **July 19, 2023** 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 **2023-0393** be **APPROVED** with the following exhibits:

1. The original legal description dated April 21, 2023.
2. The revised written description dated July 13, 2023.
3. The original site plan dated February 9, 2023.

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2023-0393** be **APPROVED W/ CONDITIONS**.

1. The PUD shall consist of an integrated system of pedestrian walkways, sidewalks, and paths. This system shall also incorporate the Emerald Trail which is envisioned to be located along the southern edge of the PUD. The Applicant will work with the City, Groundwork Jacksonville, Inc. and JTA upon a mutually agreeable trail location and design. The Owner or its successors of assigns, shall grant all necessary easements to the City/Groundwork /JTA necessary to build and maintain the Emerald Trail.



*Source: Planning & Development Department, 07/19/2023*

**Aerial view of the subject property, facing north.**



*Source: Planning & Development Department, 07/19/2023*

**View of the subject property from North Liberty Street.**



*Source: Planning & Development Department, 07/19/2023*

**View of the subject property from East 14<sup>th</sup> Street.**



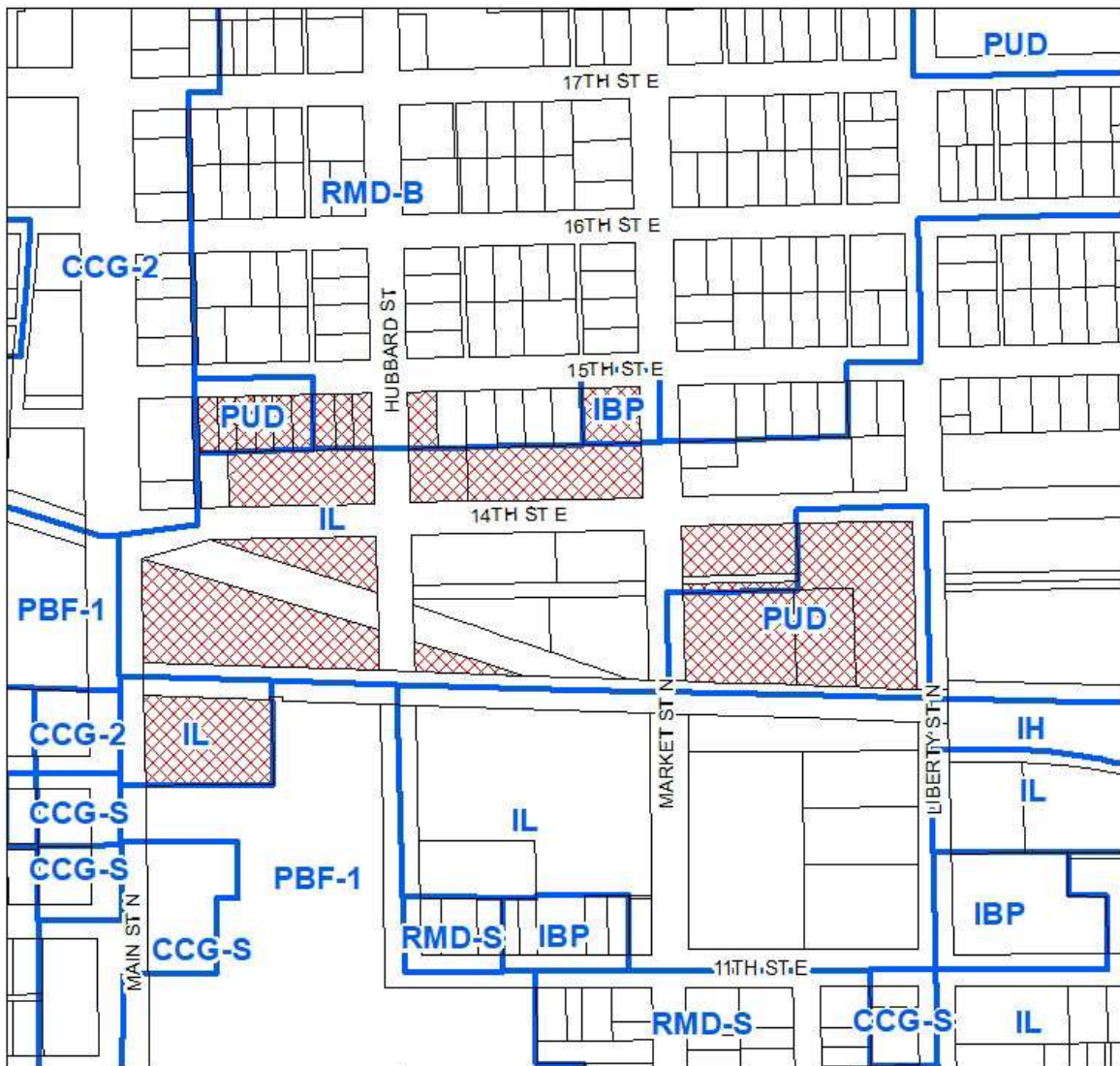
*Source: Planning & Development Department, 07/19/2023*

**View of the subject property from Market Street.**



*Source: Planning & Development Department, 07/19/2023*

**View of the subject property from East 15<sup>th</sup> Street.**



|  |   |   |
|--|---|---|
| <p>REQUEST SOUGHT:</p> <p>FROM: IL, IBP, RMD-B, &amp; PUD</p> <p>TO: PUD</p> | <p>LOCATION MAP:</p>                      | <p>COUNCIL DISTRICT:</p> <p>7</p>                 |
| <p>ORDINANCE NUMBER</p> <p>ORD-2023-0393</p>                                 | <p>TRACKING NUMBER</p> <p>T-2023-4783</p> | <p><b>EXHIBIT 2</b></p> <p><b>PAGE 1 OF 1</b></p> |