



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
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September 4, 2025

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

RE: Planning Commission Advisory Report
Ordinance No.: 2025-0583 Application for: Southeast Freight PUD

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

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

Planning Department Recommendation: **Approve with Conditions**

1. **Parking shall be provided per Part 6 of the Zoning Code, unless otherwise approved by the Development Services Division.**
2. **All landscaping except complimentary land use buffers shall be provided per Part 12 of the Zoning Code, unless otherwise approved by the Development Services Division.**
3. **The site owner or developer will construct a curbed cement driveway apron from Huron Street consistent with profile provided in the City of Jacksonville Land Development Procedures Manual.**
4. **The business owner shall confine their operation to the interior limits of their property.**

Planning Commission Recommendation: **Approve with Conditions**

1. **Parking shall be provided per Part 6 of the Zoning Code, unless otherwise approved by the Development Services Division.**
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3. **The site owner or developer will construct a curbed cement driveway apron from Huron Street consistent with profile provided in the City of Jacksonville Land Development Procedures Manual.**

4. The business owner shall confine their operation to the interior limits of their property.

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated September 5, 2024.
2. The Original Written Description dated May 7, 2024.
3. The Original Site Plan dated September 11, 2024.

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

Planning Commission Vote: **7-0**

Mark McGowan, Chair	Aye
Mon'e Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Absent

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

Sincerely,



Erin L. Abney, MPA

Chief, Current Planning Division
Planning Department
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(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0583 TO
PLANNED UNIT DEVELOPMENT

SEPTEMBER 4, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0583** to Planned Unit Development.

Location: 2828 12th Street West and 0 Wickwire Street, between
St. Claire Street and Huron Street

Real Estate Numbers: 048485 0000; 048489 0050; 048489 0100; 048489
0150; 048489 0200; 048489 0250; 048489 0300;
048489 0350; 048489 0400

Current Zoning Districts: Residential Low Density-60 (RLD-60)
Industrial Light (IL)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Proposed Land Use Category: Light Industrial (LI)

Planning District: District 5 – Northwest

Council District: District 9

Applicant/Agent: Michael Herzberg
112483 Aladdin Road
Jacksonville, FL 32223

Owner: Southeast Freight, Inc.
2828 12th Street West
Jacksonville, FL 32254

Staff Recommendation: **APPROVE WITH CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development **2025-0583** seeks to rezone approximately 3.13± acres of land from Residential Low Density-60 (RLD-60) and Industrial Light (IL) to a Planned Unit Development. The rezoning to a PUD is being sought to allow for the continuation of an existing logistics office along with the storage, parking and maintenance of the business' trucks and tractor trailers. Research shows that historically this site was zoned for heavy industrial uses prior to the adoption of the City's 1990 Comprehensive Plan. With the adoption of the Plan, this block was split-zoned with the eastern portion zoned for light industrial and the western portion zoned for residential.

The applicant has taken measures to ensure appropriate buffers and limited access of the trucks to protect the existing residential dwellings to the west and south of the subject site. Additionally, Staff is recommending conditions after review of the application by the Development Services Division.

There is a companion Small-Scale Land Use Amendment, which seeks to amend the portion of the site within the Low Density Residential category to Light Industrial under **Ordinance 2025-0582/L-5919-24C**.

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 applicant is proposing a Planned Unit Development (PUD) rezoning to permit a commercial office, along with associated parking, storage, and maintenance of company tractor and trailers. The property subject to the proposed PUD rezoning application consists of nine (9) parcels, three of which encompass the site of the proposed land use amendment. The 3.13-acre site subject to the PUD rezoning is currently split between two (2) land use designations, with LDR on the western side (0.78 of an acre), and LI on the eastern side (2.35 acres), including a split designation within one parcel. The subject site is also currently split between two (2) zoning districts, with RLD-60 on the western side (0.78 of an acre), and IL on the eastern side (2.35 acres), including a split district within one parcel. There is a companion land use application, L-5919-24C pending concurrently with this rezoning, pursuant to Ordinance 2025-582, which seeks to change 0.78 of an acre of the western portion of the subject property from the land designation of LDR to LI. If approved, the entire 3.13-acre site would be placed under one zoning district of PUD and one land use designation of LI.

According to the Category Descriptions within the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan, LI is a category which provided for the location of industrial uses that are able to be performed in such a manner as to control the external efforts of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involves materials that have previously been prepared, or raw materials that do not need refined. These do not create noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place. General uses within LI include light assembly and manufacturing; packaging; manufacturing of paints; enamels and allied products; concrete batching plants; storage/warehousing; distribution; research and development activities; transportation terminals; radio/T.V. studios; transmission and relay towers; yard waste composting; recycling facilities; offices; medical clinics; medical clinics; veterinary offices; and vocational/trade schools and building trade contractors. The PUD reduces the allowable uses to one as outlined in the written description, which is consistent with the general uses of LI as listed in the 2045 Comprehensive Plan.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses and intensity requirements of the proposed LI category of the 2045 Comprehensive Plan.

(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 and enjoyment and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Policy 1.1.22

Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

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.

Brownfields

Brownfields Study Area

This site is located within a Brownfields Study Area designated by Resolution 2011-383-A, and as defined in Section 376.79(5), F.S. Since the property is located within a Brownfields Study Area, the owner may request that the property be designated as a Brownfield Site. Not all properties located within the Brownfield Study Area are contaminated. 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.

(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 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): Low Density Residential (LDR) and Light Industrial (LI). There is a companion small-scale land use amendment (**2025-0582 / L-5919-24C**) that seeks to amend the portion with the LDR category to LI. With approval of the Land Use Amendment, 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). The agent/owner will be required to submit a Mobility application & a CRC application to the Concurrency Office's.

This development is subject to mobility fee review.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to permit a commercial office, along with the parking, storage, and maintenance of tractors and trailers. 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 proposed Planned Unit Development shall be based on the following factors:

The use of existing and proposed landscaping: Per the submitted written description, the property shall provide a 15-foot landscape buffer along the westerly property boundary, which shall be located on the outside of the minimum 6-foot fencing. This landscape area shall include all required vegetation as provided for in Section 656.1216 and shall be maintained by the property owner. This buffer area is shown on the attached site plan. Any lighting associated with the development shall not exceed 10 feet in height and shall use applicable cutoffs to prohibit trespass lighting.

This application was forwarded to the Development Services Division's Landscape Section for comments and the following comments were received:

Under the written description V. Design Guidelines; D. Landscaping/Parking, there is a sufficient description for the uncomplimentary buffer to the west adjacent to the single family houses, but insufficient description for the VUA landscape buffers and requirements nor onsite parking calculations. The written description does not say the landscape will follow part 12 of the zoning code and the site plan does not indicate any interior or perimeter landscape (other than the uncomplimentary buffer). The interior of the site plan is illustrated with 'bubbles' for the different vehicle areas within the site, but does not address any parking calculations for office and ancillary buildings per part 6 of the zoning code.

The onsite parking, interior VUA requirements and perimeter VUA requirements are not sufficiently addressed in either the written description or site plan to be able to review any applications for civil plan or permits.

Traffic and pedestrian circulation patterns: Per the submitted written description, all vehicular access to the Property shall be by way of Huron Road, as more fully depicted on the conceptual Site Plan accompanying this PUD application. Service access for fleet vehicles will be permitted from 12th Street West.

This application was forwarded to the Development Services Division for traffic comments. Below are the comments received:

1. The site owner or developer will construct a curbed cement driveway apron from Huron Street consistent with profile provided in the COJ LDPM
2. The business owner shall confine their operation to the interior limits of their property.
3. The public Right of Way abutting their property shall be improved and maintained to a

standard acceptable to the city and community.

Please understand that this does not constitute approval of the design elements. Approval of the design elements (driveway location, dimensions, roadway geometry, traffic circulation, etc.) shall be facilitated through the submission of 10- set and 10-set review process.

(5) External Compatibility

Based on the written description of the intended plan for 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 proposed development is in an area that has historically been industrialized. Research shows that prior to the adoption of the City's Comprehensive Plan, this area was zoned for Industrial Heavy Uses. There are residential uses to the west and south, and the applicant will be providing additional landscaping buffers and screening to minimize impacts to neighboring properties. To the east of the subject property is Industrial Heavy zoned properties within the Industrial Sanctuary.

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	PBF	PBF-1	Vacant
South	LDR	RLD-60	Single-family dwellings
East	HI	IH	Manufacturing
West	LDR	RLD-60	Single-family dwellings

(6) Intensity of Development

The proposed development is consistent with the proposed Light Industrial functional land use category and will allow for the continuation of an existing business, including storage, parking and maintenance of tractor trucks and trailers.

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. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

Additional service and design elements will be addressed following applicant's construction plan review submittal.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 3.13 acres and is located north of 5th Street W and east of Melson Avenue, both of which are collector roadways.

5th Street W between Edgewood Avenue N and McDuff Avenue North, is currently operating at 14% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 25,200 (vpd) and average daily traffic of 3,646 vpd. Melson Avenue between Old Kings Road and 5th Street/Norman E Thugard Boulevard, is currently operating at 5% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 24,000 (vpd) and average daily traffic of 1,188 vpd.

The applicant requests a maximum of 10,000 SF of General Light Industrial (ITE Code 110) which could produce 49 daily trips.

(7) Usable open spaces plazas, recreation areas.

There will be no open space plazas or recreational areas provided under this PUD, given the nature of the intended use.

(8) Impact on wetlands

Any development impacting wetlands will be permitted pursuant to local, state, and federal permitting requirements.

(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, the proposed PUD will provide the required parking to support the primary use of the property (professional business office and fleet vehicles). Based on discussion with the Development Services Division, Staff is recommending a condition that Part 6 of the Zoning Code be met unless permitted otherwise by the Development Services Division.

(11) Sidewalks, trails, and bikeways

Sidewalks shall be provided as required in the 2045 Comprehensive Plan. 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.

SUPPLEMENTARY INFORMATION

The applicant provided photo proof that the required Notice of Public Hearing signs were posted on August 21, 2025.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0583** be **APPROVED** with the following exhibits:

1. The original legal description dated September 5, 2024
2. The original written description dated May 7, 2024
3. The original site plan dated September 11, 2024

Based on the foregoing, it is the recommendation of the Planning and Development Department that the application for Rezoning **2025-0583** be **APPROVED WITH CONDITIONS**:

1. Parking shall be provided per Part 6 of the Zoning Code, unless otherwise approved by the Development Services Division.
2. All landscaping except uncomplimentary land use buffers shall be provided per Part 12 of the Zoning Code, unless otherwise approved by the Development Services Division.
3. The site owner or developer will construct a curbed cement driveway apron from Huron Street consistent with profile provided in the City of Jacksonville Land Development Procedures Manual.
4. The business owner shall confine their operation to the interior limits of their property.



Aerial view of the subject property, facing north.



View of the subject property from Wickwire Street.



View of the subject property from 12th St West.



View of the subject property from 12th St West.

