



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
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Jacksonville, FL 32203
(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
117 West Duval Street
Jacksonville, FL 32202

RE: Planning Commission Advisory Report / Ordinance No. 2025-582/Application No. L-5919-24C

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

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2025-582 on September 4, 2025.

PD Recommendation	APPROVE
PC Issues:	None
PC Vote:	7-0 APPROVE

Michael McGowan, Chair	Aye
Moné Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Dorothy Gillette	Aye
Ali Marar	Aye
D.R. Repass	Absent

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

Sincerely,

A handwritten signature in cursive script that reads "Susan Kelly".

Susan Kelly, AICP
Chief of Community Planning
City of Jacksonville - Planning Department
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Jacksonville, FL 32202
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Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – August 29, 2025

Ordinance/Application No.:	2025-582 / L-5919-24C
Property Location:	2828 12 th St W and 0 Wickwire St
Real Estate Number(s):	048485-0000 (portion of), 048489-0100, 048489-0050
Property Acreage:	0.78 of an acre
Planning District:	District 5, Northwest
City Council District:	Council District 9
Applicant:	Michael Herzberg
Current Land Use:	Low Density Residential (LDR)
Proposed Land Use:	Light Industrial (LI)
Development Area:	Urban Priority Area
Current Zoning:	Residential Low Density - 60 (RLD-60)
Proposed Zoning:	Planned Unit Development (PUD) (3.31 acres)
Recommendation:	APPROVE

APPLICANT'S JUSTIFICATION FOR THE LAND USE AMENDMENT

Applicant seeks this land use amendment to permit the reasonable use of the property, where the existing land use and zoning split the property.

BACKGROUND

The 0.78 of an acre subject site is located on the south side of 12th Street West with additional frontage on Wickwire Street, in between Huron Street and St Clair Street. According to the City's Functional Highway Classifications, all four roads are classified as local roadways. The site is located in Council District 9 and Planning District 5 (Northwest), within the Urban Priority Area. The applicant is proposing a Future Land Use Map (FLUM) amendment to the Future Land Use Element (FLUE) of the 2045 Comprehensive Plan to amend the land use designation of the subject site from Low Density Residential (LDR) to Light Industrial (LI). The applicant is also proposing a

companion rezoning from Residential Low Density-60 (RLD-60) to a Planned Unit Development (PUD) that is pending concurrently with this land use amendment application pursuant to Ordinance 2025-583.

The 0.78 of an acre proposed land use site is a portion of a larger parcel of 3.13 acres that is split between LDR to the west and LI to the east. North of the site, across 12th Street West, is vacant land with a designation of Public Buildings and Facilities (PBF). Farther north is a larger area of LI that is used for open storage and a service garage. East of the property, across Huron Street, the land is within an Industrial Sanctuary Zone. The properties directly east are classified as Heavy Industrial (HI), and contain various uses including heavy manufacturing and warehousing. Additionally, there is also a Norfolk Southern railway, as well as a CSX railway and railyard approximately 500 feet east of the subject site. Farther southeast of the subject site along Huron Street is land designated Light Industrial, including a 12.88-acre site that was designated from CGC to LI pursuant to Ordinance 2022-0299-E. The western and southern land adjacent to the site is predominantly Low Density Residential.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: PBF, LI, LDR

Zoning: Public Buildings and Facilities-1 (PBF-1), Industrial Light (IL), RLD-60

Property Use: Vacant governmental, open storage, single-family residential

South: Land Use: LDR, Medium Density Residential (MDR)

Zoning: RLD-60, Residential Medium Density–B (RMD-B)

Property Use: Single-family residential, heavy manufacturaing, warehouse and storage

East: Land Use: HI, LI

Zoning: IH, IL

Property Use: Heavy manufacturing, railroad

West: Land Use: LDR, PBF

Zoning: RLD-60, PBF-1

Property Use: Single-family residential, park/recreational, public school

IMPACT ASSESSMENT

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site's existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

Impact Assessment Baseline Review

Development Analysis (0.78 Acres)		
Development Boundary	Urban Priority Area	
Roadway Frontage Classification / State Road	12 th Street West: Local Roadway	
Plans and/or Studies	Northwest Jacksonville Vision Plan	
Site Utilization	Current: Transportation Company & Tractor/Trailer Parking	Proposed: Transportation Company & Tractor/Trailer Parking
Land Use / Zoning	Current: LDR / RLD-60	Proposed: LI / PUD
Development Standards for Impact Assessment	Current: 5 DU/ Acre	Proposed: 0.40 FAR
Development Potential	Current: 3 Dwelling Units	Proposed: 13,590.7 sq. ft.
Net Increase or Decrease in Maximum Density	Decrease of 3 Dwelling Units	
Net Increase or Decrease in Potential Floor Area	Increase of 13,590.7 sq. ft.	
Population Potential	Current: 7 People	Proposed: N/A
Public Facilities Impacts		
Potential Roadway Impact	Increase of 38 net new daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 306 gallons per day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 229.5 gallons per day	
Potential Solid Waste Impact	Increase of 34.3 tons per year	
Environmental Features		
Aquatic Preserve	No	
Brownfields	Brownfield Study Area	
Boat Facility Siting Zone	No	
Contours/Elevations	27-28 feet above sea level	
Drainage Basin/Sub-basin	Trout River / Unnamed Ditches	
Groundwater Aquifer Recharge Area	Discharge	
Land Cover	1100: Residential, low density – less than 2 dwelling units/acre	
Recreation and Parks	Hammond Park	
Wellhead Protection Zone	No	
Coastal High Hazard Area (CHHA)	No	
Flood Zones	No	
Soils	74: Pelham Urban Land Complex, 0 to 2 percent slopes	
Wetlands	No	
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A	
Historic Features		
Archaeological Sensitivity	Low	
Cultural Resources	No	
Historic District	No	
Land Use & Zoning Features		
Industrial Preservation Area	No	
Adaptation Action Area	No	

Development Analysis (0.78 Acres)	
Transportation Features	
Airport Environment Zone	No
Mass Transit Access	Woodstock ReditRide Zone, Route 32
Evacuation Zone	No

Utility Capacity

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA's Water, Sewer and Reuse for New Development Projects document (latest edition).

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated July 17, 2025. According to the letter, there is an existing 12-inch water main along 12th Street West and an existing 8-inch high line gravity sewer along 12th Street West. Additionally, the existing gravity sewer service may be used if in good condition and there are no conflicts with the proposed construction.

Future Land Use Element

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.

- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections to the JEA Collection Systems available within a five (5) year period.

Transportation

The subject site is 0.78 acres and is located between 12th Street W and Wickwire Street, both of which are local roadways. The proposed land use amendment is located within the Urban Priority Area and Mobility Zone 9. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Light Industrial (LI).

Comprehensive Plan Consistency:

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

Transportation Element

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

Trip Generation Estimation:

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current LDR land use would result in 28 trips. If the land use is amended to allow for this proposed LI development, this will result in 66 daily trips.

Transportation Planning Division RECOMMENDS the following:

The difference in daily trips for the proposed land use amendment is 38 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A

Trip Generation Estimation Scenarios

Current Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
LDR	210	3 DUs	$T = 9.43 (X) / 1000$	28
			Total Trips for Existing Land Use	28
Proposed Land Use Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Daily Trips
LI	110	13,590.7 SF	$T = 4.87 (X) / 1000$	66
			Total Trips for Proposed Land Use	66
			Scenario 1 Difference in Daily Trips	38

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

Archaeological Sensitivity

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

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.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and maps depicting recorded archaeological sites, historic districts and local landmarks.

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.

PROCEDURAL COMPLIANCE

Upon site inspection by the Planning and Development Department on August 15, 2025, the required notices of public hearing signs were not posted. The applicant was notified

on August 18, 2025, and provided proof of sign posting on August 21, 2025. Forty-one (41) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on August 18, 2025. No members of the public attended to speak on this amendment.

CONSISTENCY EVALUATION

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies

Future Land Use Element (FLUE)

Development Area

Urban Priority Area (UPA): The UPA is the first tier Development Area and generally includes the historic core of the City and major connecting corridors. The intent of the UPA is to encourage revitalization and use the existing infrastructure through redevelopment at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles travelled. Development is expected to employ urban development characteristics as defined in this Plan. The UPA does not include the Central Business District Land Use Category boundaries.

Future Land Use Element (FLUE)

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

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

Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

- Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:
- A. Foster vibrant, viable communities and economic development opportunities;
 - B. Address outdated development patterns; and/or
 - C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

- 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.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
 - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
 - b. Each lot is a minimum of ½ acre unsubmerged property.
 - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

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

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

Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Property Rights Element

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

- Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.
- Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.
- Policy 1.1.2 The following rights shall be considered in local decision making:
1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
 2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
 3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
 4. The right of a property owner to dispose of his or her property through sale or gift.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. LDR in the Urban Priority Area is intended to promote neighborhoods in need of redevelopment and to provide and compact single-family typology that is supportive or transit, neighborhood commercial uses and services. The maximum gross density shall be 7 units/acre when centralized potable water and wastewater services are available to the site.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects 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 involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The 0.78-of an-acre subject site is composed of three parcels under common ownership. The site is currently developed with a transportation business which includes a commercial office as well as parking, storage, and maintenance of tractor and trailers associated with the existing business. The land use amendment is sought to bring the site into compliance in order to permit the expansion of the existing business.

The companion 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. If approved, the proposed land use will amend the

0.78 of an acre subject site from LDR to LI. By placing the entire 3.13-acre site under one land use designation of LI, the proposed amendment will result in a compact and compatible land use pattern complimentary to the LI north and east of the site, and the HI east of the site, consistent with FLUE Objectives 1.1 and 3.2, and Policies 1.1.9 and 1.1.22

Directly east of the subject site across Huron Street is an Industrial Sanctuary, that contains multiple railways, including a Norfolk Southern railway approximately 230-feet from the subject site, which has allowed industrial properties to congregate in a corridor pattern along the railways. Additionally, the subject site was previously designated HI prior to the adoption of the City Comprehensive Plan of 1990, where the intensity of the land use designation was then reduced to LI land use and IL zoning. The companion PUD rezoning application also includes site design techniques such as buffering and fencing, creating an appropriate transition of uses between the surrounding industrial and residential areas. Thus, the proposed land use amendment would increase the amount of industrial designated land available to further meet the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and allow for compatibility of non-residential developments with abutting residential neighborhoods. Therefore, the proposed amendment is consistent with FLUE Goals 1 and 3, Objective 1.1 and 3.2, and Policies 1.1.21, 1.1.22, 1.1.9, and 3.2.1.

According to the application, the applicant intends to use JEA central services and has provided a JEA Availability Letter, dated July 17, 2025. According to the letter, there are water and sewer connection points available for the site. There is an existing 12-inch water main along 12th Street West and there is an existing 8-inch high line gravity sewer main along 12th Street West. Additionally, the existing gravity sewer service may be used if in good condition and there are no conflicts with the proposed construction. If gravity flow cannot be achieved, the connection to the JEA-owned sewer system will require the design and construction of an onsite, privately owned and maintained pumped station, and a JEA dedicated form main. The connection to JEA water and sewer services would provide consistency with FLUE Policy 1.2.8.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

Northwest Vision Plan (2003)

The application site lies within the boundary of the Northwest Jacksonville Shared Vision and Master Plan. The Plan does not identify specific recommendations for the subject site, however it does recommend commercial infill and redevelopment as a strategy to strengthen existing neighborhoods and provide job opportunities in the district. The Plan also underlines the need for creating employment that provides quality jobs and a skilled

workforce. The proposed land use amendment would allow for the expansion of industrial uses along a rail corridor, providing opportunities for employment and urban infill.

Strategic Regional Policy Plan

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

- | | |
|-----------|---|
| Goal | Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose. |
| Objective | Integrated Planning: The link between land use, resources and mobility. |
| Policy 4 | The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including: <ul style="list-style-type: none">• Maintenance of a diversity of land use in the region.• Infill and redevelopment. |

The proposed land use amendment to LI allows for the appropriate expansion of an existing business in an industrial area. Therefore, the proposed amendment is consistent with the Strategic Regional Policy Plan.

Current Land Use and Land Utilization Map

