

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2026-0023

FEBRUARY 5, 2026

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendations regarding Application for Rezoning Ordinance **2026-0023**.

Location: 9702 Historic Kings Road South

Real Estate Number: 149120-0012

Current Zoning District: Residential Low Density-70 (RLD-70)
Residential Rural-Acre (RR-Acre)

Proposed Zoning District: Industrial Business Park (IBP)

Current Land Use Category: Low Density Residential (LDR)

Proposed Land Use Category: Business Park (BP)

Planning District: Southeast, District 3

Council District: District-5

Applicant/Agent: Michael Herzberg
12483 Aladdin Road
Jacksonville, FL 32223

Owner: Eduardo Cesar De Santana
437 Honey Blossom Road
Jacksonville, FL 32259

Staff Recommendation: **DENY**

GENERAL INFORMATION

Application for Conventional Rezoning Ordinance **2026-0023** seeks to rezone 1.98± acres of a property from Residential Low Density-70 (RLD-70) and Residential Rural-Acre (RR-Acre) to Industrial Business Park (IBP). The request seeks to allow industrial and business park uses permitted within the IBP district, thereby expanding this type of development further south from Sunbeam Road. The subject property is located along Historic Kings Road South, where the predominant development pattern consists of single-family residential uses. To the east, across the

roadway, is the CSX rail line, which functions as a buffer between the residential uses on Historic Kings Rd S and the industrial development located to the east along Philips Highway.

The Department recognizes that the property located at 9790 Historic Kings Road South, was rezoned to Planned Unit Development (PUD) in 2024 through Ordinance 2024-0346 to allow warehousing, office uses, building trades contractors, and indoor recreation. Prior to the 2024 rezoning, the property historically operated as a plant nursery with outside storage and was rezoned to PUD in 2006 through Ordinance 2006-1184, which permitted office type uses and building trades contractor businesses. However, this property is not indicative of the prevailing development pattern along Historic Kings Road South and should not be used as justification for expansion of similar uses.

Approval of the current zoning request to IBP would set a precedent for the future expansion of industrial type uses extending from Sunbeam Road to Lourcey Road, where 9790 Historic Kings Road South is located while also encroaching into residential. For these reasons, the Department does not support the requested rezoning and is therefore forwarding a recommendation of denial.

There is a companion Land-Use Amendment **2026-0022 (L-6084-25C)** changing the existing land-use designation from Low Density Residential (LDR) to Business Park (BP). The Department is also recommending denial of this request.

STANDARDS, CRITERIA AND FINDINGS

Pursuant to Section 656.125 of the Zoning Code, an applicant for a proposed rezoning bears the burden of proving, by substantial competent evidence, that the proposed rezoning is consistent with the City's comprehensive plan for future development of the subject parcel. In determining whether a proposed rezoning is consistent with the 2045 Comprehensive Plan, the Planning Department considers several factors, including (a) whether it is consistent with the functional land use category identified in the Future Land Use Map series of the Future Land Use Element; (b) whether it furthers the goals, objectives and policies of the Comprehensive Plan; and (c) whether it conflicts with any portion of the City's land use regulations. Thus, the fact that a proposed rezoning is permissible within a given land use category does not automatically render it consistent with the 2045 Comprehensive Plan, as a determination of consistency entails an examination of several different factors.

1. Is the proposed rezoning consistent with the 2045 Comprehensive Plan?

No. While the requested rezoning to Industrial Business Park (IBP) and the proposed uses within this district are consistent with the Business Park (BP) land use category, when evaluated against the criteria for consistency with the 2045 Comprehensive Plan, the combined goals, objectives, and policies do not support the requested rezoning as being overall consistent with the Plan.

Pending concurrently with this rezoning application is a companion land use application to amend the land use designation of the subject site from LDR to BP, pursuant to Ordinance **2026-0022**.

BP in the Suburban Area is intended to provide compact low to medium intensity office development. Development which includes low to medium density residential uses is preferred on sites located outside of areas identified as an Industrial Sanctuary. Plan amendment requests for new BP designations are preferred in locations which are supplied with full urban services.

The maximum gross density in Suburban Area shall be 20 units/acre and there shall be no minimum density. In the absence of the availability of centralized potable water and/or wastewater, the maximum gross density of development permitted in this category shall be the same as allowed in Medium Density Residential (MDR) without such services.

Therefore, although the proposed uses align with the description of the proposed functional land use category, the intensity of uses permitted within the IBP district is not consistent with the intent of the 2045 Comprehensive Plan.

2. ***Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?***

No. The proposed rezoning conflicts with the following goals, objectives, and policies of the 2045 Comprehensive Plan, specifically:

Future Land Use Element (FLUE):

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.

Goal 3 of the Comprehensive Plan emphasizes achieving a “well-balanced” mix of land uses while protecting the City’s neighborhoods. Approval of this rezoning, which would convert land currently designated for residential use to allow industrial type uses, would conflict with the established pattern of surrounding residential development. Additionally, the site is served by a local residential roadway that is not designed to accommodate the frequent heavy truck traffic typically associated with industrial and warehousing uses. Therefore, the Department finds that the proposed rezoning does not support Goal 3.

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.

The surrounding area has historically been developed with residential uses, and this development pattern has continued in recent years through rezonings that have allowed for higher densities and smaller lot sizes than those originally platted for the area. This trend is evidenced by the adjacent parcels to the northwest, which were rezoned in 2017 through PUD Ordinance 2017-0313 to allow for the development of a single-family subdivision consisting of 109 dwelling units. This objective charges the City with maintaining an adequate supply of land for residential use while protecting existing single-family neighborhoods. Approval of the proposed rezoning would introduce warehousing and industrial type uses into an area that is primarily residential in character and, therefore, would not be consistent with this objective.

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.

Airport Environment Zone

The site is located within the 500-foot Height and Hazard Zone for the Jacksonville Naval Air Station. Zoning will limit development to a maximum height of 500 feet, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

3. Does the proposed rezoning conflict with any portion of the City's land use regulations?

Yes. While the proposed rezoning, if approved, would be required to comply with the development regulations of Chapter 656 (Zoning Code), Chapter 654 (Subdivision Regulations), and the Florida Building Code, the request conflicts with the City's adopted land use regulations, specifically the 2045 Comprehensive Plan. As demonstrated above, the proposed rezoning is not consistent with the applicable goals, objectives, and policies of the Plan and is not compatible with the surrounding residential development pattern. Therefore, the proposed rezoning conflicts with the City's land use regulations

SURROUNDING LAND USE AND ZONING

The 1.98 acre subject site is located at 9702 Historic Kings Road South, between Lourcey Road and Sunbeam Road. According to the City's Functional Highway Classification Map, Historic Kings Road South and Lourcey Road are classified as local roadways, while Sunbeam Road is a collector roadway. The property is surrounded by residential development, including the Price Park single-family subdivision zoned PUD, as well as other residential lots zoned RLD-70 and RR-Acre. To the east, across Historic Kings Road South, is the CSX railway, which serves as a

barrier between the industrial uses along Philips Highway, zoned IL, and the residential uses along Historic Kings Road.

The adjacent land uses and zoning districts are as follows:

Adjacent Property	Land Use Category	Zoning District	Current Use
North	RPI	PUD 2017-0313	Single-Family Subdivision
South	RPI	RLD-70/RR-Acre	Vacant; Single Family Dwellings
East	MDR	IL	Apartments
West	MDR	RR-Acre	Single Family Dwellings

SUPPLEMENTARY INFORMATION

Upon Visual inspection of the Property on **January 21, 2026**, the required Notice of Public Hearing signs were posted on the subject property.



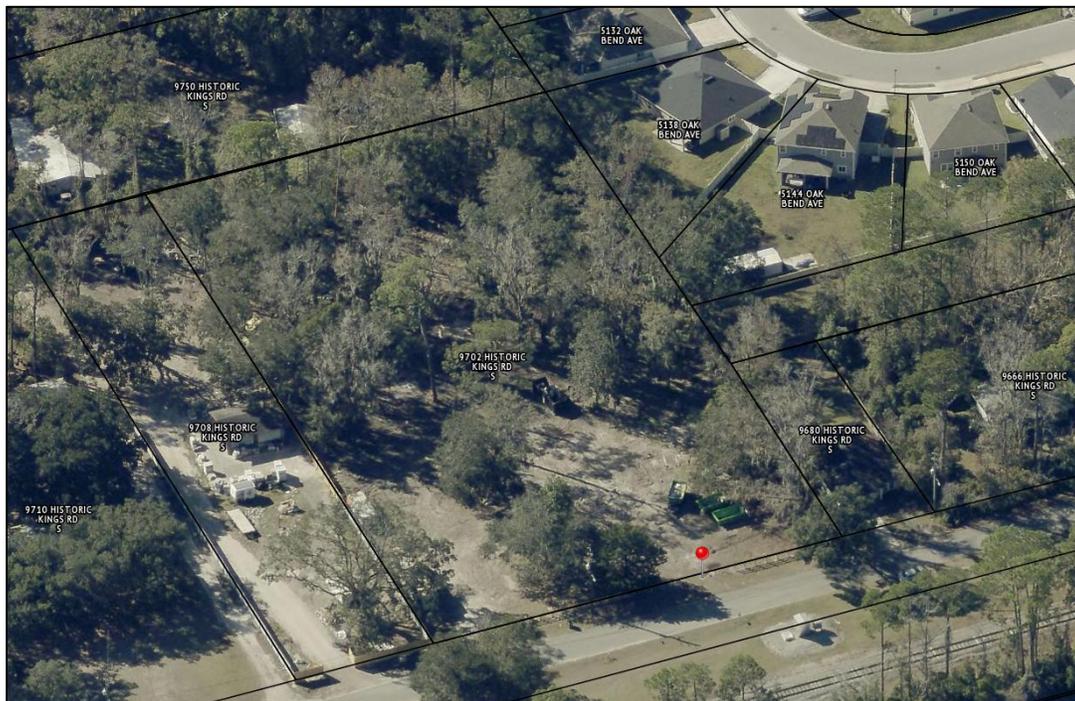
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2026-0023** be **DENIED**.



Aerial View of the Subject Property

Source: JaxGIS Maps



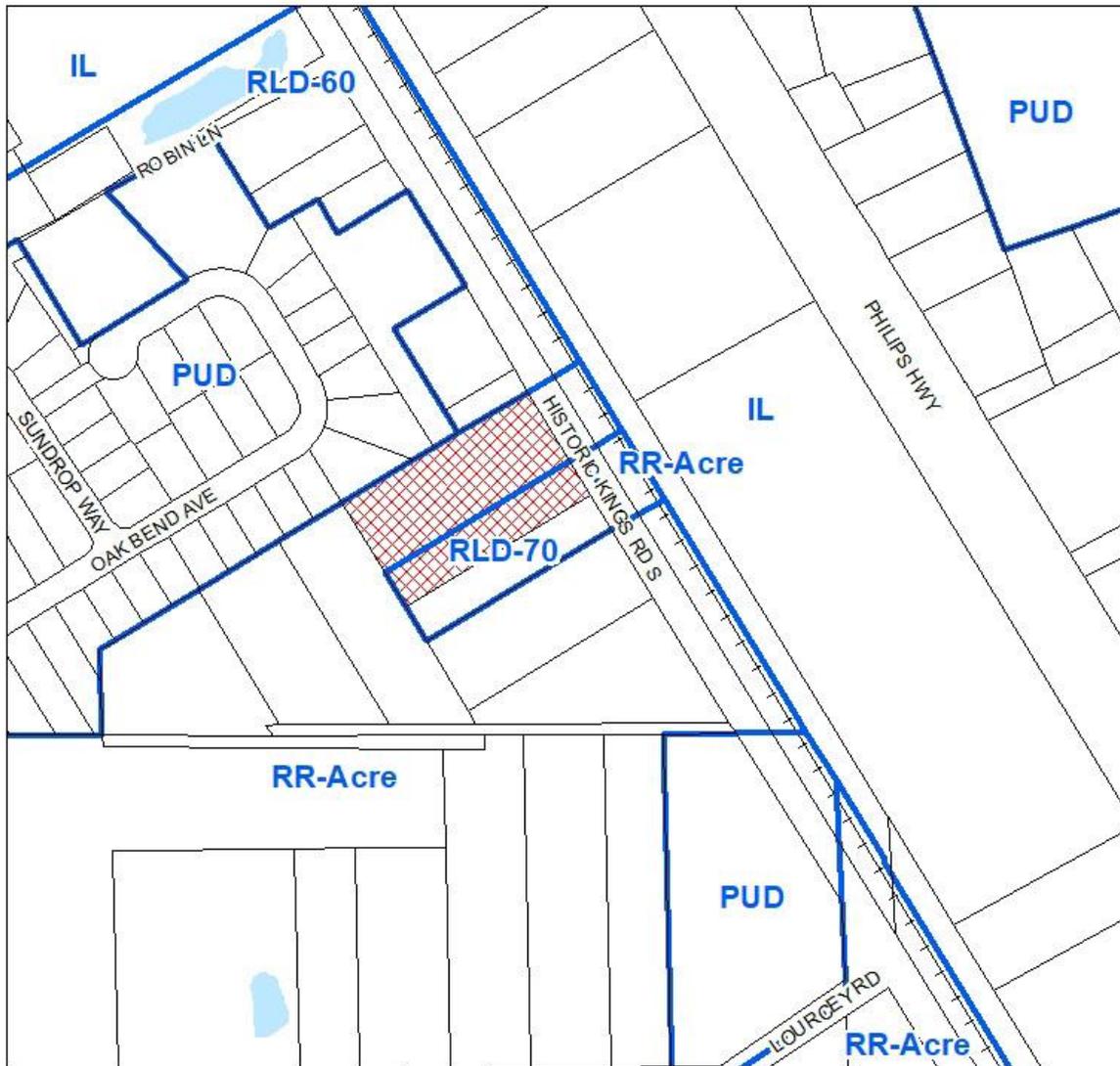
Aerial View of the Subject Property

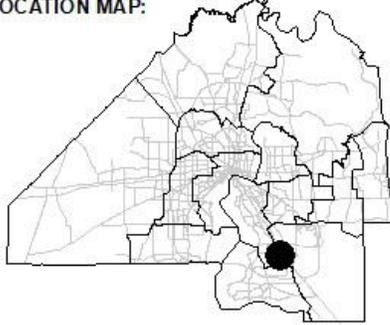
Source: JaxGIS Maps



View of Historic Kings Road South heading to Subject Property

Source: Google Street View



<p>REQUEST SOUGHT:</p> <p>FROM: RLD-70 & RR-ACRE</p> <p>TO: IBP</p>	<p>LOCATION MAP:</p> 	 <p>0 100 200 400 Feet</p> <p>COUNCIL DISTRICT: 5</p>
<p>ORDINANCE NUMBER ORD-2026-0023</p>	<p>TRACKING NUMBER T-2025-6660</p>	<p>EXHIBIT 2 PAGE 1 OF 1</p>