



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32203
(904) 630-CITY
www.Jacksonville.gov

September 18, 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. 2025-0627/Application No. L-6061-25C

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 2025-0627 on September 18, 2025.

PD Recommendation: DENY

PC Notes: Commissioners asked about fencing and the height of the proposed buildings. The applicant provided that there would be fencing surrounding the proposed use and that they would design the site in a way that did not negatively affect the view from the surrounding area. With knowledge of the surrounding area, along with testimony from the applicant, the Commission concluded that the proposed land use amendment was appropriate for the area.

PC Vote: 6-0 APPROVE

Michael McGowan, Chair	Aye
Moné Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Dorothy Gillette	Aye

Ali Marar	Absent
D.R. Repass	Absent

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

Sincerely,



Susan Kelly, AICP
Chief of Community Planning
City of Jacksonville Planning Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 255-7837
KSusan@coj.net

Report of the Jacksonville Planning Department

Small-Scale Future Land Use Map Amendment – September 12, 2025

Ordinance/Application No.	2025-627 / L-6061-25C
Property Location:	5713 Moncrief Road, between Rowe Avenue and Rutledge Avenue.
Real Estate Number(s):	026276 0010 (portion of)
Property Acreage:	5.35 acres
Planning District:	District 5, Northwest
City Council District:	District 10
Applicant:	Michael Herzberg
Current Land Use:	Medium Density Residential (MDR)
Proposed Land Use:	Community/General Commercial (CGC)
Development Boundary:	Urban Priority Development Area
Current Zoning:	Residential Low Density – 60 (RLD-60)
Proposed Zoning:	Planned Unit Development (PUD - The acreage of the rezoning application is 2.14 acres larger than this land use amendment application)

RECOMMENDATION: ***DENY***

APPLICANT’S JUSTIFICATION FOR THE LAND USE MAP AMENDMENT

The applicant seeks the land use amendment to permit commercial offices and business opportunities.

BACKGROUND

The 5.35-acre subject site is a portion of a parcel located at 5713 Moncrief Road, a collector roadway, between Rowe Avenue and Rutledge Avenue, both local roadways. The applicant seeks to amend the Future Land Use Map of the Future Land Use Element (FLUE) from MDR to CGC to develop a commercial business park, as described in the written description of the companion rezoning request to PUD. The companion rezoning

application is pending concurrently with this land use application pursuant to Ordinance 2025-628 to change the zoning districts from RLD-60 and Commercial Community / General – 2 (CCG-2) to PUD. The portion of the site subject to the rezoning request in the CGC land use category and the CCG-2 zoning district is not a part of this land use amendment. The total acreage for the rezoning application is 7.49 acres.

The subject site abuts single-family homes to the northeast, south, and the southwest. There are also commercial uses that increase in intensity as you go south on Moncrief Road and a church nearby.

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

North: Land Use: Low Density Residential (LDR), MDR, and CGC
 Zoning: Commercial Community / General – 2 (CCG-2) and Residential Low Density – 60 (RLD-60)
 Property Use: Single-family residential and Undeveloped

South: Land Use: MDR and CGC
 Zoning: CCG-2, RLD-60; Public Buildings and Facilities -2 (PBF-2)
 Property Use: Single-family residential, Vacant, Church, Convenience Store, and a Funeral Home

East: Land Use: MDR and Public Buildings and Facilities (PBF)
 Zoning: RLD-60 and PBF-2
 Property Use: Single-family residential, Church, a Senior Center, and Cemetery

West: Land Use: MDR and CGC
 Zoning: CCG-2, Residential Medium Density – B (RMD-B), RLD-60
 Property Use: Single-family residential, Church, and a Bar

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.

Land Use Amendment Impact Assessment

Development Analysis (5.35 Acres / 233,046 sq. ft.)	
Development Boundary	UPA
Roadway Frontage Classification / State Road	Moncrief Road: Collector Rutledge Avenue: Local

Development Analysis (5.35 Acres / 233,046 sq. ft.)		
Plans and/or Studies	Northwest Vision Plan 45 th and Moncrief Neighborhood Action Plan (NAP)	
Site Utilization	Current: Undeveloped	Proposed: Commercial Offices
Land Use / Zoning	Current: MDR / RLD-60	Proposed: CGC / PUD
Development Standards for Impact Assessment	Current: 15 DU / Acre	Proposed: Scenario 1: 0.35 FAR Scenario 2: 45 DU / Acre
Development Potential	Current: 80 DU	Proposed: Scenario 1: 81,566.1 sq. ft. Scenario 2: 240 DU
Net Increase or Decrease in Maximum Density	Scenario 1: Decrease of 80 DU Scenario 2: Increase of 160 DU	
Net Increase or Decrease in Potential Floor Area	Scenario 1: Increase of 81,566.1 sq. ft. Scenario 2: N/A	
Population Potential	Current: 188 people	Proposed: Scenario 2: 564 people
Public Facilities Impacts		
Potential Roadway Impact	Scenario 1: 4,836 net new daily trips Scenario 2: No net new daily trips	
Potential Public School Impact	Scenario 1: N/A Scenario 2: Increase of 54 students	
Water Provider	JEA	
Potential Water Impact	Scenario 1: Decrease of 40,101 gpd Scenario 2: Increase of 12,220 gpd	
Sewer Provider	JEA	
Potential Sewer Impact	Scenario 1: Decrease of 30,076 gpd Scenario 2: Increase of 9,165 gpd	
Potential Solid Waste Impact	Scenario 1: Decrease of 358 tpy Scenario 2: Increase of 135 tpy	
Environmental Features		
Aquatic Preserve	No	
Brownfields	Study Area	
Boat Facility Siting Zone	N/A	
Contours/Elevations	20' – 27'	
Drainage Basin/Sub-basin	Trout River / Moncrief Creek	
Groundwater Aquifer Recharge Area	Discharge	
Land Cover	6300: Wetland forested mixed 1200: Residential, medium density - 2-5 dwelling units/acre	

Development Analysis (5.35 Acres / 233,046 sq. ft.)	
Recreation and Parks	Royal Terrace Park
Wellhead Protection Zone	No
Coastal High Hazard Area (CHHA)	No
Flood Zones	No
Soils	7: Arents, nearly level 22: Evergreen-Wesconnett complex 38: Mascotte fine sand, 0-2% slopes
Wetlands	Yes: 0.97 acres, Category III
Wildlife (<i>applicable to sites greater than 50 acres</i>)	N/A
Historic Features	
Archaeological Sensitivity	Medium and High
Cultural Resources	None
Historic District	No
Land Use & Zoning Features	
Industrial Preservation Area	No
Adaptation Action Area	No
Transportation Features	
Airport Environment Zone	No
Mass Transit Access	Route 3: Moncrief Road
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 addition).

The applicant has provided a JEA availability letter, dated May 16, 2025. According to the letter, there is an existing 12-inch water main along Moncrief Road. There is also a 6-inch force main along Moncrief Road. The letter provides that connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter).

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 or 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 $\frac{1}{4}$ mile from the proposed subdivision.
 - b. Each lot is a minimum of $\frac{1}{2}$ acre unsubmerged property.
 - c. Installation of greyline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections.

Transportation

Project Description

The subject site comprises approximately 5.35 acres and is located at 5713 Moncrief Road, a designated collector roadway. The property lies within the Urban Priority Area and Mobility Zone 9. The applicant is requesting a land use amendment to change the designation from Medium Density Residential (MDR) to Community/General Commercial (CGC) to allow for a broader range of commercial uses.

Comprehensive Plan Consistency

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

Transportation Element

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.

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

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 existing MDR designation and the proposed CGC designation, illustrating the potential transportation impacts on the roadway network.

Land Use Scenario	ITE Land Use Code	Potential Units / SF	Estimation Method	Daily Trips
Current Land Use (MDR)	220	80 DUs	$T = 6.21(X)$	497
<i>Total Trips – Existing Land Use (Scenario 1)</i>				497
Proposed Land Use (CGC – Scenario 1)	821	81,566 SF	$T = 65.38(X) / 1000$	5,333
<i>Total Trips – Proposed Land Use (Scenario 1)</i>				5,333
Proposed Land Use (CGC – Scenario 2)	222	240 DUs	$T = 0.20(X)$	48
<i>Total Trips – Proposed Land Use (Scenario 2)</i>				48
Scenario 1 Difference in Daily Trips				4,836
Scenario 2 Difference in Daily Trips				- 449

Summary of Scenarios

Under the current MDR designation, the site would generate approximately 497 daily trips. If amended to CGC, two potential development scenarios were evaluated:

Scenario 1 (ITE 821 – Shopping Plaza without Supermarket): Estimated 81,566 square feet of commercial use could generate approximately 5,333 daily trips, representing a net increase of 4,836 daily trips.

Scenario 2 (ITE 222 – Multifamily Housing, High-Rise): Estimated 240 dwelling units could generate approximately 48 daily trips, representing a net decrease of 449 daily trips.

These scenarios illustrate the potential range of transportation impacts depending on the ultimate development under the CGC designation.

Transportation Analysis

Based on the ITE Trip Generation Manual, the proposed amendment could generate between 0 and 4,836 net new daily trips compared to the existing land use designation.

Transportation Planning Division Recommendation

The Transportation Planning Division recommends ongoing coordination with the City of Jacksonville Traffic Engineer to determine whether a traffic operational analysis will be required to evaluate potential site-specific impacts.

School Capacity

The 5.35-acre proposed land use map amendment has a development potential of 240 dwelling units and 54 new students. The proposed development was analyzed in accordance with the adopted level of service standards (LOS) for school capacity as established in the Interlocal Agreement (ILA) and the Public Schools and Facilities Element. The ILA was entered into in coordination with the Duval County Public School System (DCPS) and the other municipalities within Duval County.

School concurrency LOS is the methodology used to analyze and to determine whether there is adequate school capacity for each school type (elementary, middle, and high school) to accommodate a proposed development. The LOS (105% permanent capacity) is based on Concurrency Service Areas (CSAs), not the closest school in the area for elementary, middle and high schools, as well as on other standards set forth in the City of Jacksonville School Concurrency Ordinance.

In evaluating the proposed residential development for school concurrency, the following results were documented:

Application Review Request: COJ PDD: School Impact Analysis									
Proposed Name: L-6061-25C Monticel Rd									
Requested By: Eric Hinton									
Reviewed By: LeVonne Griggs									
Due: 9/1/2025									
Analysis based on maximum dwelling units: 240									
School Type	CSA ¹	2024-25 Enrollment/CSA	Current Utilization (%)	New Student/Development ³	5-Year Utilization (%)	Available Seats - CSA ²	Available Seats - Adjacent CSA 2,7, & 8		
Elementary	1	10,189	62%	18	67%	2331	2369		
Middle	1	6288	70%	9	76%	1234	1131		
High	1	7445	72%	17	74%	1019	1350		
				54					

NOTES:

¹ Proposed Development's Concurrency Service Area (CSA)
² Available CSA seats include current reservations

³ Student Distribution Rate
 ES-120
 MS-041
 HS-072

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing unit: (443,232) for the same year, generating a yield of 0.233.

The available seats in the CSA and adjacent CSAs include concurrency reservations.

The analysis of the proposed residential development reveals no deficiency for school capacity within the CSA and adjacent CSAs. Potential school capacity impacts will be addressed through the Concurrency and Mobility Management System Office.

Public School Facilities Element

Policy 2.3.2 The City will coordinate with DCPS to establish plan review procedures to manage the timing of Future Land Use Map amendments and other land use decisions so that these decisions coordinate with adequate school capacity.

Policy 2.3.3 The City will take into consideration the DCPS comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments, and other land use decisions as provided in Section 163.3177(6)(a), F.S. and development of regional impacts as provided in 1380.06, F.S.

Objective 3.2 **Adopted Level of Service (LOS) Standards**
Through the implementation of its concurrency management systems and in coordination with the DCPS, the City shall ensure that the capacity of schools is sufficient to support new residential developments at the adopted level of service (LOS) standards within the period covered in the five-year schedule of capital improvements and the long range planning period. These standards shall be consistent with the Interlocal Agreement agreed upon by the DCPS, the City and the other municipalities. Minor deviations to the LOS standards may occur, so long as they are limited, temporary and with scheduled capacity improvements, school capacity is maximized to the greatest extent feasible.

Policy 3.1.1 The LOS standards set forth herein shall be applied consistently for the purpose of implementing school concurrency, including determining whether sufficient school capacity exists to accommodate a particular development application, and determining the financial feasibility of DCPS Five-Year Capital Facilities Plan and the City's Capital Improvement Plan.

Supplemental School Information:

The following additional information regarding the capacity of the assigned neighborhood schools was provided by the Duval County School Board. This is not based on criteria

utilized by the City of Jacksonville School Concurrency Ordinance. Note that the percentage occupied may not appear correct due to ESE space requirements.

Application Review Request: COJ FDD: Baseline Checklist Review Proposed Name: L-6061-25C Moncrier Rd Requested By: Eric Hinton Reviewed By: Levenne Griggs Due: 9/1/2025 Analysis based on maximum dwelling units: <u>240</u>						
SCHOOL	CSA ¹	STUDENTS GENERATED (Rounded) ³	SCHOOL CAPACITY ² (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2024/25)	% OCCUPIED	4 YEAR PROJECTION
Northwestern Legends ES #124	1	28	690	427	62%	53%
Matthew Gilbert MS #146	1	9	799	569	71%	54%
Jean Ribaut HS #96	1	17	1731	1246	72%	70%
		54				

NOTES:

¹ Attendance school may not be in proposed development's Concurrency Service Area (CSA)

² Does not include ESE & room exclusions

³ Student Distribution Rate

ES-.120

MS-.041

HS-.072

0.233

The Student Distribution Rate is calculated for each school type by dividing the total number of public school students enrolled in that school type in Duval County (103,363) by the number of total permitted housing units (443,332) for the same year, generating a yield of 0.233.

Archaeological Sensitivity

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of medium and high sensitivity for the presence of archaeological resources. Projects that move forward through the Site Review process may be required to perform a Professional Archaeological Reconnaissance Survey on the portion of the site that is in a high sensitivity area. 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.

Wetlands

Review of City data indicates the potential existence of wetlands on the subject site and as such, a wetlands survey has been provided by the applicant's site plan and the City's GIS analysis that indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Based on the information noted below, the proposed amendment is consistent with the Conservation/Coastal Management Element (CCME) wetlands policies.

Wetlands Characteristics:

- Approximate Size: 0.97 of an acre
- General Location(s): The wetland a small isolated transitional wetland pocket located in the northeast portion of the application site.
- Quality/Functional Value: The wetland has a low functional value due to its size for water filtration attenuation and flood water capacity and is not located in a flood zone. The wetland also does not have a direct impact on the City's waterways.
- Soil Types/
Characteristics: (22) Evergreen-Wesconnett complex – The Evergreen and Wesconnett series consists of nearly level, very poorly drained, soils. The Evergreen soils formed in decomposed

organic materials underlain by thick sandy marine sediments while the Wesconnett soils formed in thick sandy marine sediments. Both soils are in depressions and are moderately permeable and moderately slowly permeable. The high water table is at or above the soil surface for very long periods.

Wetland Category: Category III

Consistency of Permitted Uses: Category III Wetlands: Uses permitted subject to the limitations of CCME Policy 4.1.6 shown below – conservation uses permitted.

Environmental Resource Permit (ERP): According to the St. Johns River Water Management District web site, no application has been submitted for a Wetland Boundary Determination and/or an Environmental Resource Permit.

Wetlands Impact: According to the PUD site plan, the wetland is to be completely eliminated for development.

Associated Impacts: None.

Relevant Policies: CCME Policies 4.1.3 and 4.1.6

CCME Policy 4.1.3

The following performance standards shall apply to all development, except public utilities and roadways, permitted within Category I, II, and III wetlands:

(a) Encroachment

Encroachment in Category I, II, or III wetlands is the least damaging and no practicable on-site alternative exists; and

(b) No net loss

Development is designed and located in such a manner that there is no net loss to the wetland functions including but not limited to:

- i the habitat of fish, wildlife and threatened or endangered species,
- ii the abundance and diversity of fish, wildlife and threatened or endangered species,
- iii the food sources of fish and wildlife including those which are threatened or endangered,
- iv the water quality of the wetland, and
- v the flood storage and flood conveyance capabilities of the wetland; and

(c) Floodplain protection

Buildings are built at an elevation of sufficient height to meet the designated flood zone standards as set forth by the Federal Emergency Management Agency. The design must be in conformance with Chapter 652 (Floodplain Regulations) of the Ordinance Code; and

(d) Stormwater quality

In the design and review of developments which will discharge stormwater into the Category I, II, or III wetlands the following performance standards shall be used to protect water quality:

- i Issuance of a Management and Storage of Surface Waters permit pursuant to Chapter 40C-4 or 40C-40, F.A.C. or a stormwater permit issued pursuant to Chapter 40C-42, F.A.C., provides assurances necessary for compliance with subsections (i) - (iv) above provided the stormwater management system is constructed in accordance with the permit; and
- ii Regular monitoring and maintenance program on an annual basis for the performance of stormwater treatment systems

(e) Septic tanks

Septic tanks, drainfields and/or greywater systems are located outside the Category I, II, or III wetland area and not within 75 feet of the mean high water line of tidal bodies or within 75 feet of any wetland unless the Duval County Health Department grants a variance for a hardship case pursuant to the provisions of Section 381.0065, F.S. Where public utilities are available, development is required to connect to these facilities; and

(f) Hydrology

The design of the fill shall include measures to maintain the wetlands hydrology of the site.

CCME Policy 4.1.6

The permitted uses within Category III wetlands shall be limited to the following land uses and associated standards, provided such use is consistent with the Future Land Use Map series (FLUMs)

- (1) Any use not otherwise listed below, provided all of the basic requirements outlined in Policy 4.1.3 above are met:

- (a) Silvicultural uses, provided the following standards are met:

Best Management Practices: Silviculture

Such activities are conducted in compliance with the provisions of the

"Silvicultural Best Management Practices Manual", as may be amended, published by the Florida Division of Forestry, Department of Agriculture and Consumer Services.

(b) Agricultural uses, provided the following standards are met:

Best Management Practices: Agriculture

Such activities are to be in compliance with Chapter 40C-44, F.A.C.

(2) Any use that can be shown to be clearly in the public interest, subject to the requirements of (a), (b), (d) and (f) as noted in the performance standards outlined in Policy 4.1.3 above.

Brownfield Study Area

The property is located within the Downtown Brownfields Pilot Program Area. The City of Jacksonville designated properties in the downtown area as a Pilot Program Brownfields Area by City Council Resolution Number 2000-125-A. The property owner may request that the property be designated a Brownfields Site. A Brownfields 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 Brownfields Site.

Procedural Compliance

Upon site inspection by the Development Department on September 4, 2025, the required notices of public hearing signs were posted. Sixty-three (63) 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 September 2, 2025, for the adoption of the small-scale land use amendment. One member of the public attended to inquire about the project.

Consistency Evaluation

Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies Future Land Use Element (FLUE)

Development Area

The subject site is located in the Urban Priority Development 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 the use of

existing infrastructure through redevelopment and infill development at urban densities which are highly supportive of transit and result in the reduction of per capita greenhouse gas emissions and vehicle miles traveled. 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.

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 1.1.22 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 3.1 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.

- 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.
- Policy 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

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 improve⁴ 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 Category Descriptions of the Future Land Use Element (FLUE), MDR in the Urban Priority Area is intended to provide compact medium to high density development. The maximum gross density in the UPA shall be 20 units / acre and the minimum gross density shall be greater than 7 units / acre, except as otherwise provided.

Community General Commercial (CGC) is a category intended to provide for a wide variety of retail goods and services which serve large areas of the City and a diverse set of neighborhoods. Uses should generally be developed in nodal and corridor development patterns. Nodes are generally located at major roadway intersections and corridor development should provide continuity between the nodes and serve adjacent neighborhoods in order to reduce the number of Vehicle Miles Traveled. Development

within the category should be compact and connected and should support multi-modal transportation. All uses should be designed in a manner which emphasizes the use of transit, bicycle, and pedestrian mobility, ease of access between neighboring uses, and compatibility with adjacent residential neighborhoods.

CGC in the Urban Priority Area is intended to promote 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. The maximum gross density in the UPA shall be 60 units / acre and the minimum gross density shall be 20 units / acre, except as otherwise provided.

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. A JTA Route 3 stop is on the corner of Moncrief Road and Rutledge Avenue, which abuts the property. Also, the subject site is served by central water and sewer.

Uses allowed in the CGC land use category include commercial retail sales and service, including auto sales and funeral homes. It also includes restaurants, hotel and motels, financial institutions, and commercial recreational and entertainment facilities. The proposed land use amendment to CGC would encroach approximately 400 feet into an established single-family residential area. The proposed extension of CGC land use into the neighborhood to allow for commercial uses would be incompatible with the typology of the surrounding area.

The 5.35-acre site is undeveloped. The parcel contains a single-family house that is abutting the portion of the site subject to this land use amendment application. The land use designation and zoning district split the parcel between CGC / CCG-2 and MDR / RLD-60, respectively. The applicant is proposing to change the land use category on the portion of the parcel in MDR to CGC. This will expand the existing CGC land use eastward to allow for commercial uses and unify the parcel under one land use category. The proposed land use is not a logical extension of the CGC land use fronting Moncrief Road, given the land use and characteristics of the surrounding area. There are a small number of commercial uses along Moncrief Road but the dominant surrounding use is single-family residential. The proposed amendment to CGC would extend well into a residential area and would be inconsistent with the residential development pattern in the area. Therefore, the proposed amendment is inconsistent with FLUE Goal 3 and Policy 3.2.6.

While the CGC land use category runs along the east side of Moncrief Road and expands to both sides of Moncrief Road south of Meharry Avenue, the area near the subject site has very few commercial businesses and those operations are also surrounded by single-family homes. The proposed land use change does not represent a logical extension of commercial uses so the change from LDR to CGC is inconsistent with FLUE Objective 3.2 and Policies 1.1.22 and 3.2.1.

The proposed amendment to CGC intrudes into a well-established residential area with single-family residences surrounding the site to the north, east, and south. The dominant use west of the site, across Moncrief Road, is also single-family residential. Extending the CGC land use eastward does not represent a compatible land development pattern for the area, thus the proposed change from MDR to CGC land use is in conflict with Objective 1.1, and Objective 3.1.

The applicant has provided a JEA availability letter, dated May 16, 2025. According to the letter, there is an existing 12-inch water main along Moncrief Road. There is also a 6-inch force main along Moncrief Road. The letter provides that connection to the JEA-owned sewer system for the project will require the design and construction of an onsite, privately owned and maintained pump station, and a JEA dedicated force main (min. 4-inch diameter). Therefore, the amendment comports with Policy 1.2.8.

Regarding FLUE Policy 1.1.9, a PUD rezoning has been filed. However, the uses are not appropriate for the residential character of the surrounding area. The proposed PUD does not provide an appropriate combination of complementary land uses, density, and intensity in relation to the residential character of the area.

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 Vision Plan. The plan does not identify specific recommendations for the subject site. A focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. While the proposed land use amendment would unify the property under the same commercial land use category, the extension of the CGC land use encroaches into a single-family residential neighborhood.

Strategic Regional Policy Plan

The proposed amendment relates to the following Policy of the Strategic Regional Policy Plan:

Policy 4: The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:

- Infill and redevelopment.

The proposed amendment would allow for the development of underutilized land that abuts CGC land use between the site and Moncrief Road.

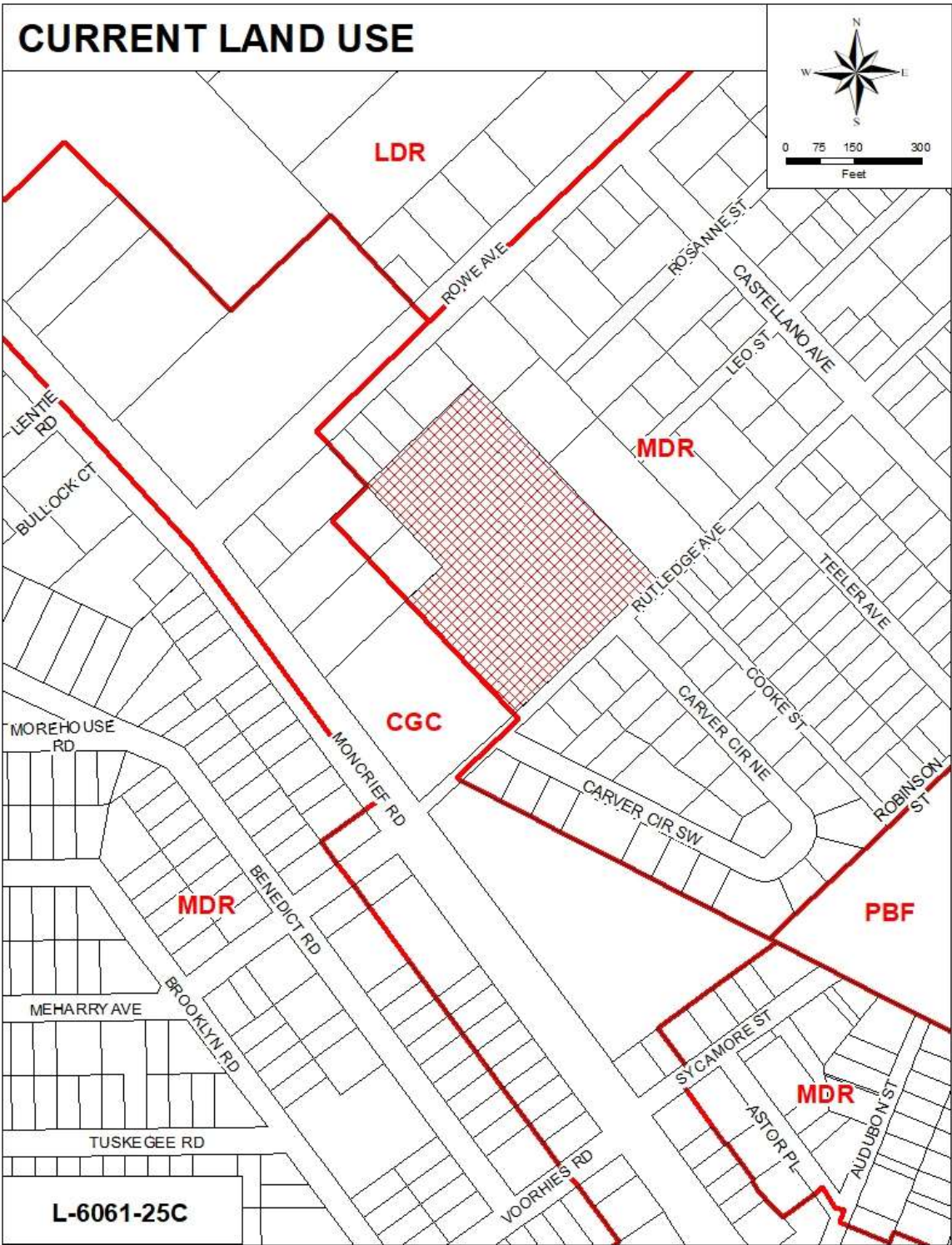
45th and Moncrief Neighborhood Action Plan (2004)

The site is within the 45th and Moncrief Neighborhood Action Plan, adopted in 2004. The site is identified in the plan as a Long-Term Housing Opportunity District. The plan recommends the area be treated as one large development site. The opportunity identified in the plan for the area includes infill development and providing affordable housing to existing renters and new residents. Given the plan identifies housing opportunities for the site, the amendment to CGC in the identified area does not comport with the 45th and Moncrief Neighborhood Action Plan.

Wetlands Map



CURRENT LAND USE MAP



[illegible]