

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2026-0015 TO
PLANNED UNIT DEVELOPMENT

FEBRUARY 5, 2026

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 2026-0015 to Planned Unit Development.

Location: 0 & 3640 Hemlock St, 3707 & 3653 Newcomb Road
Between Lem Turner Road and Russian Olive Road

Real Estate Number(s): 019476-0010; 019476-0020; 019487-0000; 019488-0000

Current Zoning District(s): Residential Medium Density-A (RMD-A)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Medium Density Residential (MDR)

Planning District: North, District 6

Applicant/Agent: Brian Small
Bird Dog
3948 3rd Street South, 116
Jacksonville, Florida. 32250

Owner: William Howell
3707 Newcomb Road
Jacksonville, Florida. 32092

Newcomb Terrace LLC
3653 Newcomb Road
Jacksonville, Florida. 32218

William Stephens
0 & 3640 Hemlock Street
Jacksonville, Florida. 32218

Staff Recommendation: **APPROVE with CONDITIONS**

GENERAL INFORMATION

Application for Planned Unit Development 2026-0015 seeks to rezone approximately 14.17 acres of land from Residential Medium Density-A to Planned Unit Development (PUD). The rezoning to PUD is being sought to permit the development of up to 130 Residential units comprised of Single-Family Dwellings, Townhomes or duplexes. The site was previously rezoned from RR-Acre to RMD-A through Ordinance 2024-0409 which allowed for single family dwellings on lots that are 40 feet wide and 4000 square feet in area. The proposed PUD requests minimum lot requirements for single family dwellings to be 30 feet of lot width, and 2,700 square feet of area, which is less than any standard single family residential district the code allows.

CRITERIA FOR REVIEW

Pursuant to the provisions of Section 656.125 of the Zoning Code, the Planning 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 14.17 acre subject properties, consist of four separate parcels. Two parcels are located South on Hemlock Street and the other two parcels are located North on Newcomb Road. The parcels are approximately a quarter mile east of Lem Turner Road. According to the City's Functional Highways Classification Map, Lem Turner is a minor arterial road. The property is located within the Medium District Residential (MDR) land use category, in the Suburban Development Area, Council District 8, and Planning District 6 (North). The applicant seeks to construct cottage homes on the subject property

According to the Category Description within the Future Land Use Element (FLUE), Medium Density Residential (MDR) is a category intended to provide compact medium to high density residential development and can serve as transitional uses between low density residential uses and higher density residential uses, commercial uses and public and semi-public use areas. Multi-family housing such as apartments, condominiums, townhomes and rowhouses should be the predominant development typologies in this category. Plan amendment requests for new MDR designations are preferred in locations which are supplied with full urban services and in locations which serve as a transition between commercial and residential land uses. Development within the category should be compact and connected and should support multi-modal transportation.

The maximum gross density in the Urban, Suburban, and Rural Areas shall be 20 units/acre and the minimum gross density shall be greater than 7 units/acre; except as provided herein.

- For sites located within the Urban Area, the maximum gross density shall be 30 units/acre when the site does not abut land in LDR or RR; except for sites within the Coastal High Hazard Area (CHHA) where the maximum gross density shall be 20 units/acre, unless appropriate mitigation is provided consistent with the City's CHHA policies.
- 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 Low Density Residential (LDR) without such services.

All permitted and permissible uses in the PUD written description are consistent with the allowed uses of the MDR category as described in the 2045 Comprehensive Plan.

(B) Does the proposed rezoning further the goals, objectives and policies of the 2045 Comprehensive Plan?

Yes. This proposed rezoning to Planned Unit Development is consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, including:

Future Land Use Element:

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 1.1.22 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.

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.

Policy 3.1.5 The City shall provide opportunities for development of a wide variety of housing types by area, consistent with the housing needs characteristics and socioeconomic profiles of the City's households as described in the Housing Element.

(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?

The written description and the site plan of the intended plan of development, meets all portions of the City's land use regulations and furthers their intent by providing specific development standards.

(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 categories as identified in the Future Land Use Map series (FLUMs): Medium Density Residential (MDR). The Planning Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (A) and (B).

(2) Consistency with the Concurrency Mobility and Management System

Pursuant to the provisions of Chapter 655 Concurrency and Mobility Management System of the Ordinance Code, the development will be required to comply with all appropriate requirements of the Concurrency and Mobility Management System (CMMSO) prior to development approvals.

(3) Allocation of residential land use

This proposed Planned Unit Development intends to utilize lands for 130 Residential Uses. 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 existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: The Written Description states that they will not provide park space for single-family and cottage homes. The Department is requesting a condition that the development meet the minimum requirements of the recreation and open space element of

the 2045 Comprehensive Plan for the PUD to be consistent with internal compatibility requirements.

- The use of existing and proposed landscaping: The Development will follow the requirements of Part 12 of the Zoning Codes in regards to the installation of landscaping.
- The treatment of pedestrian ways: The development will have pedestrian walkways installed and maintained per the City's Ordinance Codes.
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- Traffic and pedestrian circulation patterns: The proposed development will have two egress and egress points from both Hemlock Road and Newcomb Road.

The City Transportation Planning Division reviewed the project and left the following comments: The subject site is approximately 14.17 acres and is located between Hemlock Street and Newcomb Road which are both local streets west of Lem Turner Road, a minor arterial roadway. Lem Turner Road between Interstate 295 (I-295) and Terrell Road is currently operating at 17% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 63,900 (vpd) and average daily traffic of 11,000 vpd.

The applicant is requesting 130 single-family dwelling units (ITE Code 210) which could produce 1,182 daily trips.

This development is subject to mobility fee review and Pursuant to Policies 4.1.4, 4.1.5, and 4.1.8 of the Transportation Element of the 2045 Comprehensive Plan.

The City's Traffic Engineer reviewed the proposed PUD and forwarded the following comments:

1. A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, The Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).

2. All Roadways shall be privately maintained by property owners in accordance with Sec. 654.111

3. Access point locations shall be determined by Development Services and Traffic Engineering Divisions.

- The variety and design of dwelling types: The proposed development will allow for Single-Family Dwellings, Townhomes, Duplexes and Cottages. The proposed site plan shows a single-family residential development.

(5) External Compatibility

Based on the written description of the intended plan of development and site plan, the Planning Department finds that external compatibility is achieved by the following:

- The type and location of surrounding external uses: The surrounding area is made up of mix of residential sized lots, with a trend recently to RLD-40 sized lots. The properties surrounding the subject parcels are zoned for 40-foot-wide lots, recreation and open space, RR-Acre. Additionally, north of the subject site is a townhome development that was approved through PUD Ordinance (2022-0891) for up to 150 townhome units, and east of the subject site there is an approved PUD Ordinance (2022-0200) which permits up to 300 multi-family units.
- 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	MDR/RR	PUD/RR-Acre	Single Family Dwellings
South	MDR/ROS	RMD-A/ROS	Single Family Dwelling/ RV Park
East	MDR	RMD-A	Single Family Dwellings
West	LDR/ROS	RLD-40/ROS	Single Family Dwelling/ RV Park

(6) Intensity of Development

The proposed development is consistent with the Medium Density Residential (MDR) functional land use category as the MDR Land Use Category permits all of the proposed dwelling types. The PUD is appropriate at this location because of existing residential lot sizes approved in the surrounding area of the subject site.

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

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (Permanent/Portables)	CURRENT ENROLLMENT 20 Day Count (2025/26)	% OCCUPIED	4 YEAR PROJECTION
Biscayne ES #269	1	14	667	812	122%	100%
Highlands MS #244	1	5	1,148	567	49%	68%
Jean Ribault HS #265	1	9	1731	1556	90%	70%

- The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The proposed development will be accessed off of Hemlock Road and Newcomb Road, which are both two lane local residential roadway. The entrances are located less than 1/4 mile from Lem Turner Road which is a Minor Arterial Roadway that will serve as the main thoroughfare for the project.

Additionally the subject site is just northwest of the Lem Turner and I-295 Interchange.

(7) Usable open spaces plazas, recreation areas.

The Written Description states that they will not provide park space for single-family and cottage homes. The Department is requesting a condition that the development meet the minimum requirements of the recreation and open space element of the 2045 Comprehensive Plan.

(8) Impact on wetlands

Review of the City's Wetland maps do not indicate the presence of any wetlands on site. If any wetlands are found, the proposed development will be required to obtain all of the necessary Federal, State, and Local permits for any activities that will be affecting the wetland areas.

(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.

The site will be developed in accordance with the parking regulations set forth in Part 6 the Zoning Code, with the exception that no guest parking will be required for Single-Family or Cottage lots.

(11) Sidewalks, trails, and bikeways

Sidewalks will be provided meeting the requirements of the 2045 Comprehensive Plan

SUPPLEMENTAL INFORMATION

Upon visual inspection of the subject property on January 26, 2026 the required Notice of Public Hearing signs were not posted. The Applicant sent a signed sign posted affidavit dated January 20, 2026. New signs were created and posted, photos of the posted signs can be found in the application folder.



RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2026-0015** be **APPROVED with the following exhibits:**

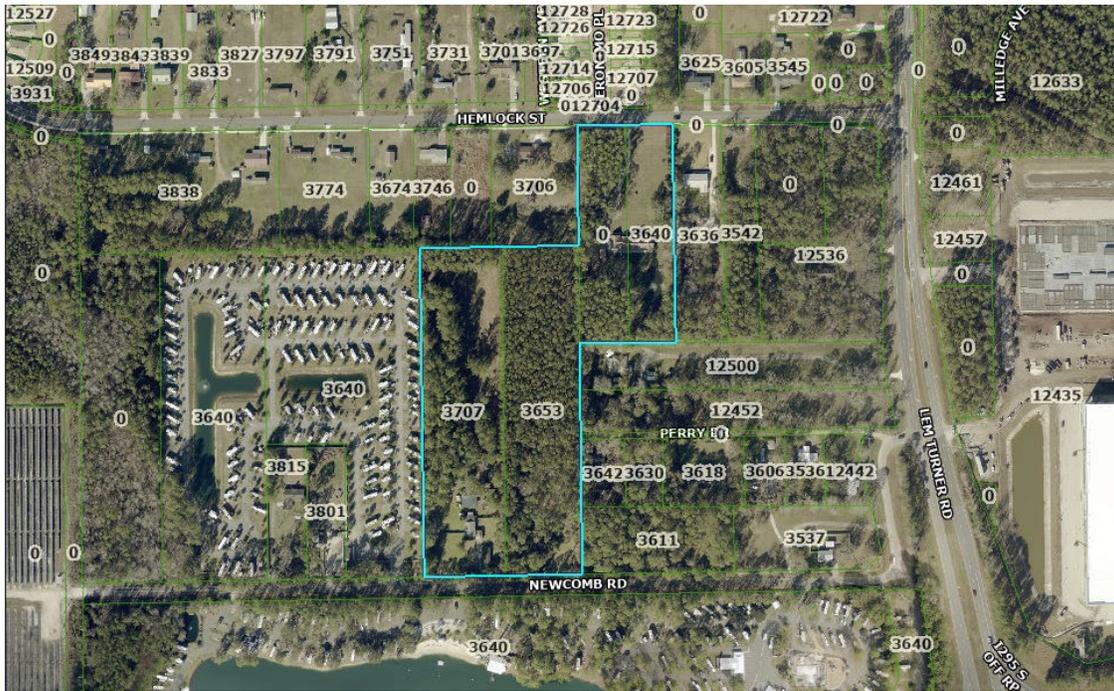
The Original Legal Description Dated: **October 27, 2025**

The Original Written Description Dated: **November 25, 2025**

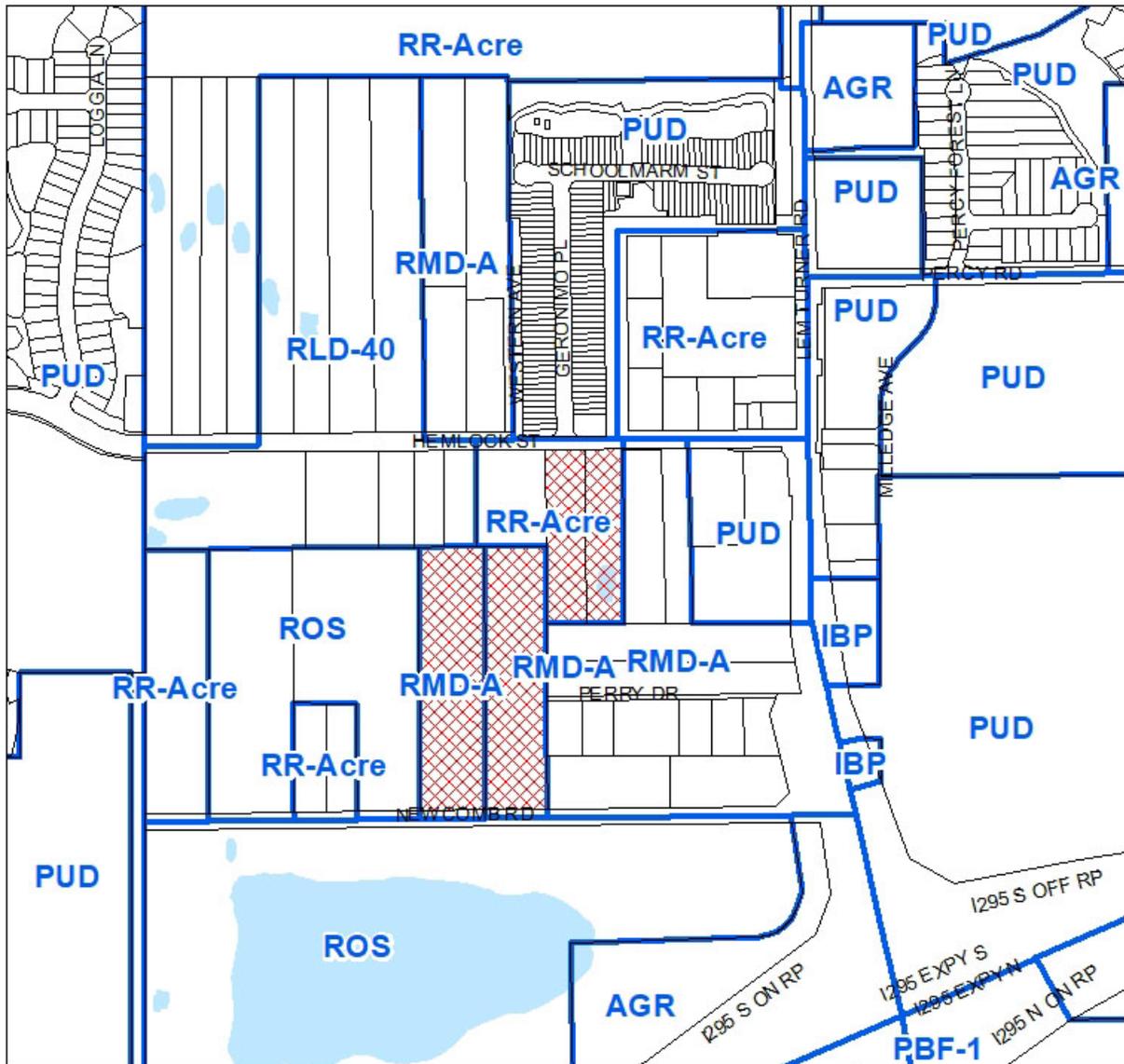
The Original Site Plan Dated: **October 27, 2025**

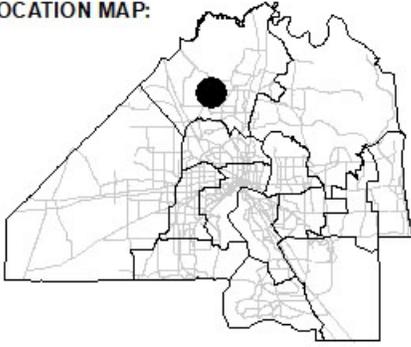
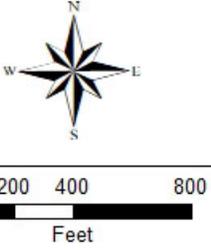
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2026-0015** be **APPROVED subject to the following conditions, which may only be changed through a rezoning:**

- 1) The proposed development shall meet the minimum recreation and open space requirements of the 2045 Comprehensive Plan.
- 2) A traffic study shall be undertaken by the developer upon PUD verification. The methodology of the study shall be determined by the developer's Traffic Engineer, The Chief of the Transportation Planning (or their designee), and the Chief of Traffic Engineering (or their designee).
- 3) All roadways shall be privately maintained by property owners in accordance with Sec. 654.111 of the Ordinance Code.
- 4) Access point locations shall be determined by Development Services and Traffic Engineering Divisions.
- 5) If the development proceeds as multifamily, guest parking should be provided even if the required number is reduced.



Aerial Photo



<p>REQUEST SOUGHT:</p> <p>FROM: RMD-A & RR-ACRE</p> <p>TO: PUD</p>	<p>LOCATION MAP:</p> 	 <p>COUNCIL DISTRICT: 8</p>
<p>ORDINANCE NUMBER ORD-2026-0015</p>	<p>TRACKING NUMBER T-2025-6644</p>	<p>EXHIBIT 2 PAGE 1 OF 1</p>

Legal Map