



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
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September 4, 2025

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

RE: Planning Commission Advisory Report
Ordinance No.: 2025-0581

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

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

Planning Department Recommendation: **Approve**

Planning Commission Recommendation: **Approve**

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

Planning Commission Vote: **7-0**

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

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

Sincerely,

A handwritten signature in blue ink, appearing to read 'Erin L. Abney', with a stylized, flowing script.

Erin L. Abney, MPA

Chief, Current Planning Division
Planning Department
214 North Hogan Street, 3rd Floor
Jacksonville, FL 32202
(904) 255-7817; EAbney@coj.net

REPORT OF THE PLANNING DEPARTMENT FOR
APPLICATION FOR REZONING ORDINANCE 2025-0581

SEPTEMBER 4, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0581**.

<i>Location:</i>	0, 3640 Hemlock Street Between Hemlock Street and Newcomb Road
<i>Real Estate Number(s):</i>	019476-0010 and 019476-0020
<i>Current Zoning District(s):</i>	Rural Residential-Acre (RR-Acre)
<i>Proposed Zoning District(s):</i>	Residential Medium Density- A (RMD-A)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	North, District 6
<i>Council District:</i>	District 8
<i>Applicant/Agent:</i>	Brian Small Bird Dog, LLC 3948 3 rd Street South, 116 Jacksonville, FL 32250
<i>Owner:</i>	William Stephens 3640 Hemlock Street Jacksonville Beach FL, 32218
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Rezoning Ordinance **2025-0581** seeks to rezone 3.99 acres of land, located in the Suburban Area, from the Residential- Rural Acre (RR-Acre) Zoning District to the Residential Medium Density-A (RMD-A) Zoning District to be consistent with the surrounding RMD-A

zoning districts. The site is the subject of the companion Small Scale Land Use Amendment L-6056-25C (Ordinance 2025-0580) seeks to amend the land use category from Residential-Rural (RR) to Medium Density Residential (MDR).

The property is currently split with a single-family home sitting on both parcels. The current single-family residence belongs to parcel 019476 0010. The JEA letter indicates that the applicant is looking to rezone the property to redevelop the lot for 130 single family homes. Recently, many properties in the area have undergone rezonings to RMD-A, including Ordinance numbers 2024-0862, 2024-0409, and 2024-0760.

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 and Development 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?

Yes. The Planning Department finds that the subject property is located in the Low Density Residential (LDR) functional land use category as defined by the Future Land Use Map series (FLUMs) contained within the Future Land Use Element (FLUE) adopted as part of the 2045 Comprehensive Plan. However, there is a companion Application for Small Scale Land Use Amendment to the Future Land Use Map Series **L-6056-25C (Ordinance 2025-0580)** that seeks to amend the site from Residential-Rural (RR) to Medium-Residential Density (MDR). Staff is recommending that Application for Small-scale Land Use Amendment to the Future Land Use Map Series **L-6056-25-C** be approved. Therefore, the proposed rezoning is consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Ordinance Code. A description of the category is noted below.

Medium Density Residential (MDR) in the Suburban Area is 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. Based on the JEA availability letter submitted by the applicant, the site appears to have access to public water and sewer.

The subject site is in the Suburban Area in which MDR is intended should generally continue at low densities with medium density development at major corridor interests and transit stations. Development at these locations should promote a compact and interconnected land development form and it is therefore encouraged to employ urban development characteristics as defined in the 2045 Comprehensive Plan. The maximum gross density in the Suburban Area shall be 20 units/acre and the minimum gross density shall be greater than 7 units/acre. For sites located within the Suburban Area the maximum gross density shall be 30 units/acre when the site fronts along a road classified as a collector or higher and where the site does not abut land in LDR or RR; this site does abut RR-acre to the west of RE#019476-0010 so it will be limited to 20 units/acre.

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

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

Goal 1: To ensure that the character and location of land uses optimize the combined potentials for economic benefit, 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 1.2.8: Require new development and redevelopment in the 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.

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.

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

No. The Planning Department finds that the proposed rezoning does not appear to conflict with any portion of the City's land use regulations. The proposed rezoning will allow a continuance of residential development in the area. There is RMD-A zoning directly east of the subject property and a recent rezoning to RMD-A occurred across Hemlock Street (2024-0862). Many properties in the area have recently been rezoned to RMD-A (2024-0862, 2024-0409, 2024-0760).

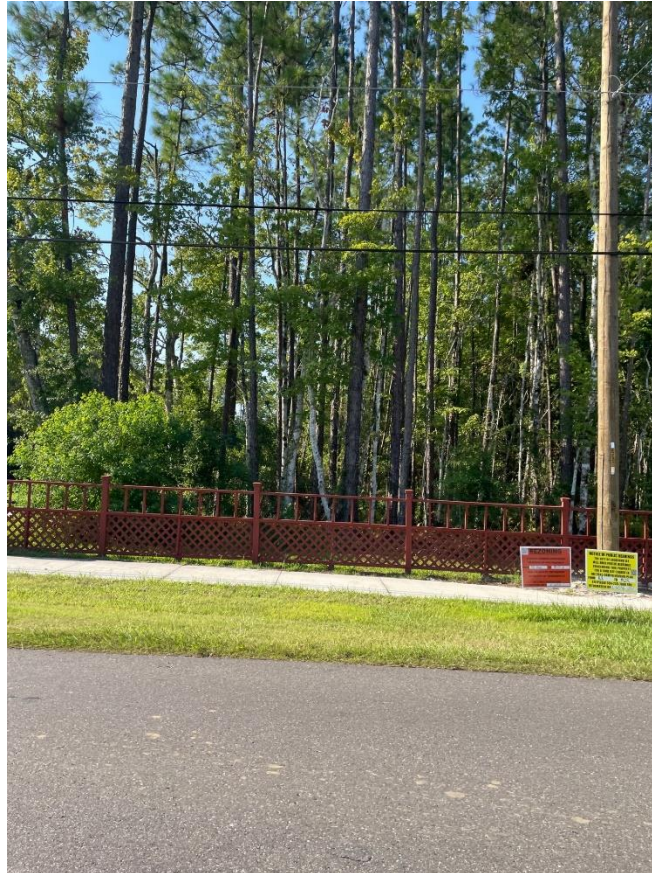
SURROUNDING LAND USE AND ZONING

The subject property is located on Hemlock Street, connects to Lem Turner, a Minor Arterial roadway. The proposed rezoning to RMD-A will be consistent and compatible with the surrounding residential uses in the area and support the development pattern for the area. Recent residential rezonings in the area have occurred with a PUD (2022-0891) for townhomes, RLD-40 lots (2024-0975) for single-family dwellings, and a subdivision to the west (2019-0717) that allows for mixed lot sizes. The surrounding uses, land use categories and zoning are as follows:

Adjacent Properties	Land Use Category	Zoning District	Current Use
North	MDR	PUD, RMD-A	townhomes, single -family residential
East	RR	RR-Acre	Single-family residential
South	MDR	RMD-A	Single-family residential
West	MDR	RMD-A	Single-family residential

SUPPLEMENTARY INFORMATION

Upon visual inspection of the subject property on August 27th, 2025, the required Notice of Public Hearing sign **was** posted:



RECOMMENDATION

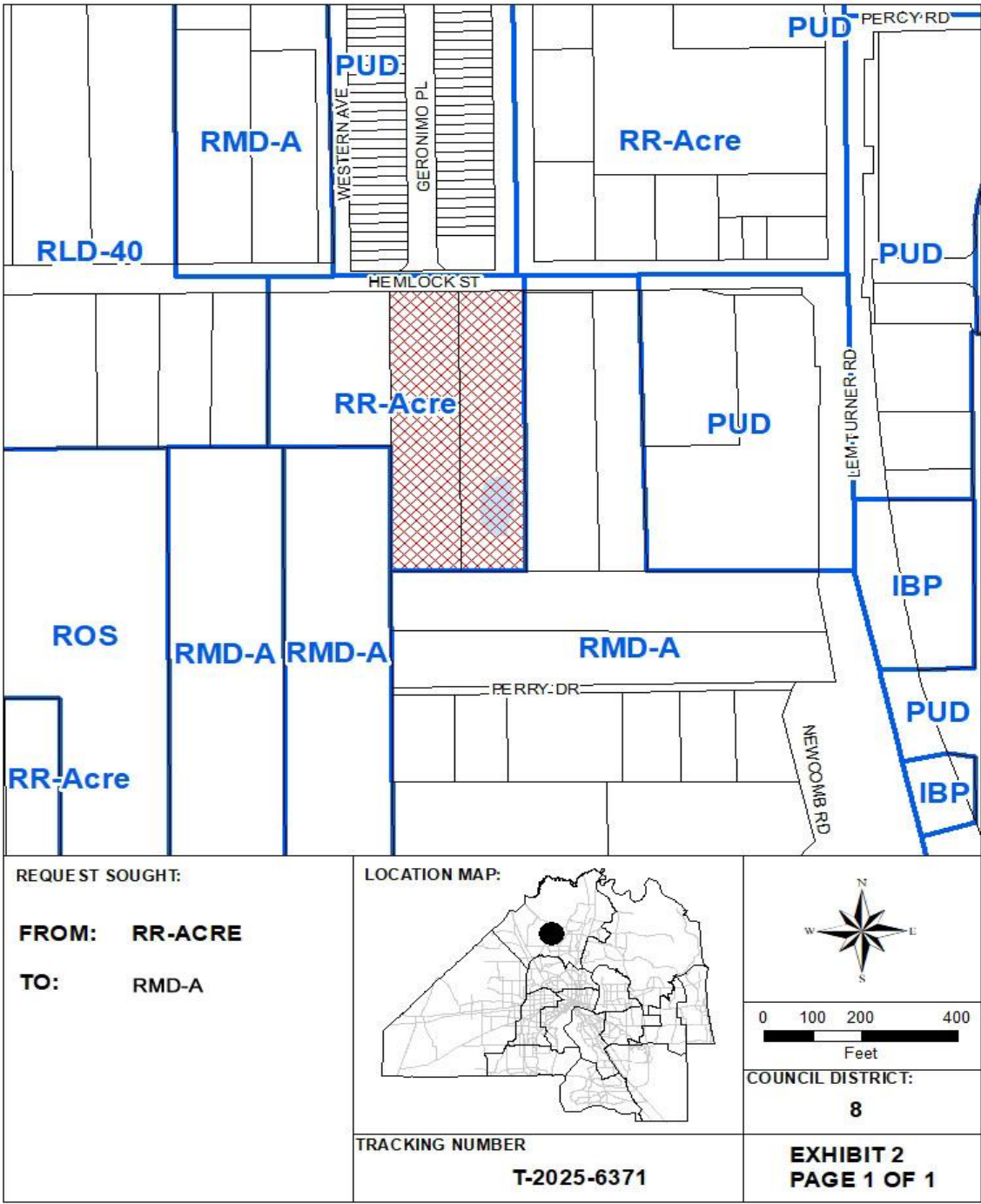
Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0581** be **APPROVED**.



View of subject property from Hemlock Street



View of subject property from Hemlock Street



LEGAL MAP