



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
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Jacksonville, FL 32202
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November 6, 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.: 2025-0173

Application for: Sunnybrook PUD

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**

This rezoning is subject to the following exhibits:

1. The Original Legal Description dated September 23, 2025.
2. The Revised Written Description dated October 1, 2025.
3. The Revised Site Plan dated October 1, 2025.

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

Planning Commission Vote: **6-0**

Charles Garrison, Chair	Aye
Mon'e Holder, Vice Chair	Absent
Michael McGowan, Secretary	Absent
Lamonte Carter	Aye
Amy Fu	Aye

Ali Marar	Aye
Dorothy Gillette	Aye
D.R. Repass	Aye

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
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Jacksonville, FL 32202
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REPORT OF THE PLANNING DEPARTMENT FOR APPLICATION FOR
REZONING ORDINANCE 2025-0173 TO PLANNED UNIT DEVELOPMENT
NOVEMBER 6TH, 2025

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendation regarding Application for Rezoning Ordinance **2025-0173** to Planned Unit Development.

<i>Location:</i>	3062 Sunnybrook Court Between Detroit Street and Melson Avenue
<i>Real Estate Number(s):</i>	057499-0000
<i>Current Zoning District(s):</i>	Residential Low Density-60 (RLD-60)
<i>Proposed Zoning District:</i>	Planned Unit Development (PUD)
<i>Current Land Use Category:</i>	Low Density Residential (LDR)
<i>Proposed Land Use Category:</i>	Medium Density Residential (MDR)
<i>Planning District:</i>	Northwest, District 5
<i>Council District:</i>	District - 9
<i>Applicant/Agent:</i>	Cyndy Trimmer, ESQ. 1 Independent Drive, Suite 1200, Jacksonville, FL 32202
<i>Owner:</i>	Artek Homes LLC 3595 Sheridan Street, Unit 204 Hollywood, FL 33021
<i>Staff Recommendation:</i>	APPROVE

GENERAL INFORMATION

Application for Planned Unit Development 2025-0173 seeks to rezone approximately 3.91± acres of land from Residential Low Density-60 (RLD-60) to PUD. The rezoning to PUD is being sought permit townhome development. Per the submitted site plan, there will be 7 buildings containing

nine units or less per building for a maximum of 52 units. The property is proposed to be designated Medium Density Residential (“MDR”) in the Future Land Use Map in the City’s 2045 Comprehensive Plan with a proposed gross density of approximately 13.3 units per acre which is less than the maximum of 20 units per acre per Section 656.306 of the Zoning Code.

The proposed project is currently located within the Low Density Residential (LDR) functional land use category according to the Future Land Use Map series (FLUMs) adopted as part of the 2045 Comprehensive Plan. There is a companion Land Use Amendment, **2025-0172 (L-6013-25C)** which seeks to amend the LDR land use category to Medium Density Residential (MDR).

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 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. There is a companion Small Scale Land Use Amendment (**2025-0172/L-6013-25C**) which seeks to amend the property from the LDR category Medium Density Residential (MDR).

The 3.91± acre site is located at the east end of Sunnybrook Court, a local roadway, between Detroit Street and Melson Ave. The site is in Planning District 5 (Northwest), City Council District 9, and is in the Urban Priority Area. The applicant is proposing a rezoning from Residential Low Density-60 (RLD-60) to a Planned Unit Development (PUD) to allow for the development of townhomes. The application was originally filed as a conventional rezoning from RLD-60 to Residential Medium Density – D (RMD – D) under Ordinance 2025-0173 but has been refiled as a PUD. The applicant has also proposed a companion land use amendment from Low Density Residential (LDR) to Medium Density Residential (MDR), which is pending concurrently with this application, pursuant to Ordinance 2025-0172.

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.

Per a JEA letter of availability provided by the applicant, dated December 23rd, 2024, both centralized sewer and water are available to the site via water and sewer mains. Based on the JEA availability letter submitted with the application, there is an existing 8-inch water main along Beaver Street and a 10-inch water main along Melson Avenue. There is also an existing 8-inch gravity sewer along Detroit Street. Based on the acreage of the property and the availability of JEA services, the maximum density allowed for the site is 78 dwelling units. The PUD will limit the residential units to 52 townhome units, which is below the maximum density allowed within the MDR category.

(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 of economic benefit and 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 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.

Policy 1.1.12

Promote the use of Planned Unit Developments (PUDs), cluster developments, and other innovative site planning and smart growth techniques in all commercial, industrial, and residential plan categories, in order to allow for appropriate combinations of complementary land uses, 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.

(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.

Pursuant to the provisions of Section 656.341(d) of the Zoning Code, the Planning and Development Department, Planning Commission and City Council (including the appropriate committee) shall evaluate and consider the following criteria for rezoning to Planned Unit Development district:

(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 currently within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). There is a companion small-scale land use amendment (**2025-0172 / L-6013-25C**) which seeks to amend the site from LDR to Medium Density Residential (MDR). With the approval of the companion small scale Land Use Amendment, Staff finds the proposed rezoning to Planned Unit Development will be consistent with the 2045 Comprehensive Plan, and furthers the following goals, objectives and policies contained herein, as previously evaluated in Criteria (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 townhome development. 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 variety and design of dwelling types: The proposed development will consist of a maximum of 52 multi-family units in the form of townhomes. According to the submitted site plan, there will be 52 townhome units split into 7 buildings, each with 9 units or less.

The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas: Recreation standards shall be in accordance with Section 656.420(b) of the Zoning Code. Per section 656.420 recreation/open space is not required for multifamily developments with less than 100 units. Since this development has a total of 52 units, the developer is exempt from this requirement.

The use of existing and proposed landscaping: A fence is shown to be provided along the entire property boundary; however, per the PUD an eight-foot fence shall be provided where an uncomplimentary buffer is required. Uncomplimentary buffers are required along part of the north property boundary, and to the west. The rest of the site will be developed in accordance with Part 12 of the Zoning Code.

The treatment of pedestrian ways: Sidewalk(s) internal to the development and along the immediate frontage of public rights-of-way shall be provided as required by current city regulations. There is no intent or requirement to construct a sidewalk south of the property along the west side of Detroit Street and provide a complete pedestrian connection from the property to Beaver Street West. The construction of any sidewalk beyond the Property frontage (offsite) shall be eligible for mobility fee credit subject to Florida Statutes and/or Chapter 655.

The use and variety of building setback lines, separation, and buffer: The site plan and written description purpose a minimum lot area of 1,250 square feet to account for site geometry. One (1) townhome lot has a minimum front and side yard of seven (7) feet, and another townhome lot has a minimum front and side yard of four (4) feet. These lots serve Building 2 and Building 5, and the lot yards are reduced to account for the curvature of the right-of-way. Townhomes are limited to two story construction to remain consistent with the surrounding area. An 8-foot fence will provide enhanced screening around property boundaries.

(5) External Compatibility

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

The type, number and location of surrounding external uses: The proposed development is located on the north side of minor arterial roadway, West Beaver Street, and east of collector roadway Melson Avenue. North of the proposed development are single-family dwellings and some multifamily dwellings. There are a variety of commercial uses directly to the south, and to the east there are single-family and service garage uses. This development will enhance the residential character of the area and provide more housing options.

Adjacent uses, zoning and land use categories are as follows:

Adjacent Properties	Land Use Category	Zoning District	Current Use
North	LDR, MDR	RLD-60, RMD-D	Single-family residential, multi-family

East	LDR, CGC	RLD-60, CCG-2	Single-family residential, service garage
South	CGC	CCG-2	Variety of commercial usage
West	LDR	RLD-60	Single-family residential

(6) Intensity of Development

The proposed development is consistent with the MDR functional land use category and townhome development. There is a companion Land Use Amendment, **2025-0172 (L-6013-25C)** which seeks to amend the LDR land use category to Medium Density Residential (MDR). The PUD is appropriate at this location because the proposed rezoning will allow a continuance of residential/multi-family development in the area and provide a greater variety of housing types and services. This development provides a natural transition from commercial fronting West Beaver Street, to medium density, then to single family, moving north.

The existing residential density and intensity of use of surrounding lands: While much of the surrounding area only provides single-family dwellings, townhomes serve as a good intermediate multi-family dwelling. There is an existing multifamily quadplex directly to the north of the subject property. West Beaver Street, a minor arterial road, also provides the capacity to handle a slight increase in intensification of use and therefore makes it a good location for medium-density development.

The availability and location of utility services and public facilities and services: The subject site will be serviced by JEA for city water and sewer.

School Capacity: Based on the Development Standards for impact assessment, the 3.91 ± acre proposed PUD rezoning has a development potential of 52 townhomes. 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% of 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:

School Impact Analysis

PUD 2025-0173

Development Potential: 52 townhomes

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED	SCHOOL CAPACITY (PERMANENT/ PORTABLES)	CURRENT ENROLLMENT 20 DAY COUNT (2025/2026)	% OCCUPIED	4 YEAR PROTECTION
Elementary	1	6	523	345	66%	79%
Middle	2	2	1,194	801	67%	62%
High	1	3	1,829	1,346	74%	79%

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 (443,232) for the same year, generating a yield of 0.233.

The analysis of the proposed residential development does not reveal any deficiency for school capacity within the CSA.

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.

Policy 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.

SCHOOL	CONCURRENCY SERVICE AREA	STUDENTS GENERATED (Rounded)	SCHOOL CAPACITY (PERMANENT /PORTABLES)	CURRENT ENROLLMENT 20 DAY COUNT (2025/2026)	% OCCUPIED	4 YEAR PROTECTION
Biltmore ES #78	1	6	523	345	66%	79%
Lakeshore MS #69	2	2	1,194	801	67%	62%
William M. Raines HS #165	1	3	1,829	1,346	74%	79%

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 (443,232) for the same year, generating a yield of 0.233.

The access to and suitability of transportation arteries within the proposed PUD and existing external transportation system arteries: The subject site is approximately 3.91 acres and is located on Detroit Street, a local roadway, north of Beaver Street, a minor arterial roadway. Beaver Street between Edgewood Avenue and Detroit Street is currently operating at 37% of capacity. This segment currently has a maximum daily capacity of vehicles per day of 40,800 (vpd) and average daily traffic of 15,200 vpd.

The applicant is requesting 52 townhomes (ITE Code 215) which could produce 342 daily trips.

Furthermore, Traffic Engineering had no comment.

(7) Usable open spaces plazas, recreation areas.

The project will be developed with the required amount of open space and recreation area. Per section 656.420 recreation/open space is not required for multifamily developments with less than 100 units. Since this development has a total of 52 units, the developer is exempt from this requirement.

(8) Impact on wetlands

There are no wetlands on the subject property.

(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.

Parking for townhomes shall be provided at a minimum ratio of two (2) spaces per unit and one (1) guest space for every three (3) units. On-street parking is permitted and may be used to satisfy parking requirements. Parking may be provided on a lot or parcel that is (or will be) owned or managed by the HOA or a similar entity. The location of any on-street parking spaces shall be finalized at 10-set submittal. Loading and unloading spaces are not required for townhomes or multi-family development.

(11) Sidewalks, trails, and bikeways

The project will contain a pedestrian system that meets the 2045 Comprehensive Plan.

SUPPLEMENTAL INFORMATION

The applicant provided visual proof of sign posting and affidavit on October 10th, 2025, the required Notice of Public Hearing sign was posted.



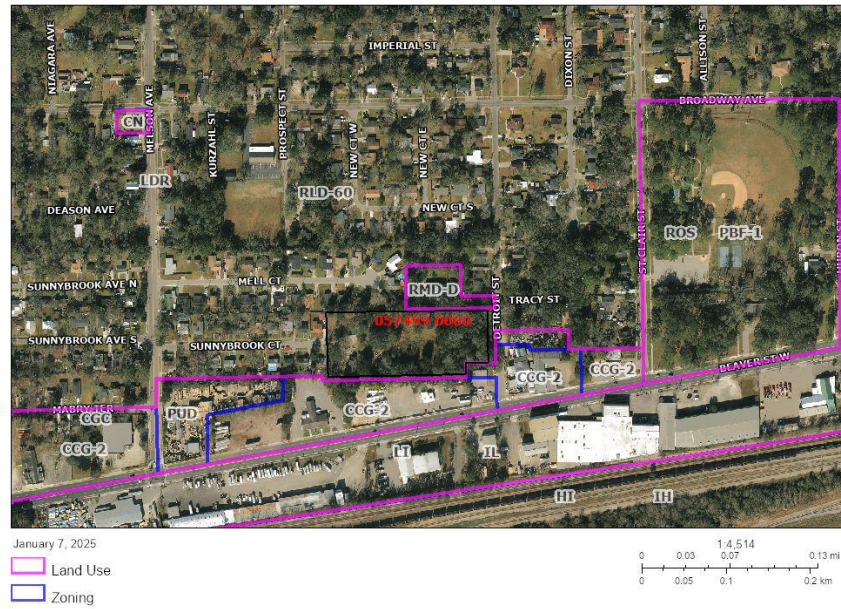
RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning **2025-0173** be **APPROVED with the following exhibits:**

1. The original legal description dated September 23rd, 2025
2. The revised written description dated October 1st, 2025
3. The revised site plan dated October 1st, 2025

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0173** be **APPROVED**.

Land Development Review



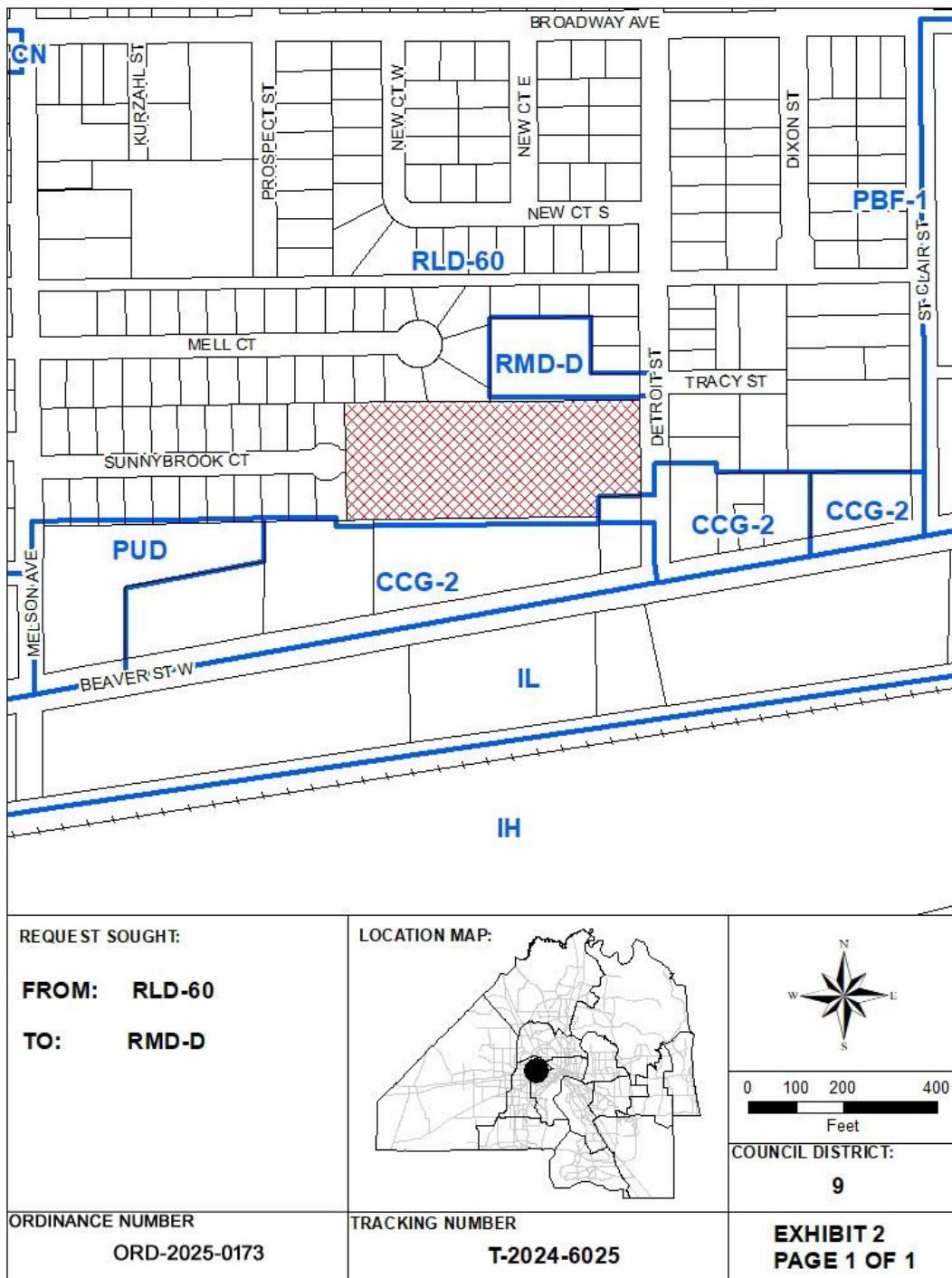
Aerial Image



View of subject property from Detroit Street heading north



View of subject property from Sunnybrook Court



Legal Maps