



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
(904) 630-CITY
Jacksonville.gov

August 21, 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.: 2025-0176 Application for: Scarwin 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 October 22, 2024.
2. The Original Written Description dated July 1, 2025.
3. The Original Site Plan dated July 10, 2025.

Planning Commission Commentary: There were speakers in opposition with concerns related to drainage with potential flooding of surrounding properties and traffic with the increase in housing. The applicant explained they have already met with the city to address the existing drainage issues on the property and further review will be conducted through Civil Engineering phase of development.

Planning Commission Vote: **7-0**

| | |
|-------------------------|--------|
| Mark McGowan, Chair | Aye |
| Tina Meskel, Vice Chair | Aye |
| Mon'e Holder, Secretary | Absent |
| Lamonte Carter | Aye |

| | |
|------------------|-----|
| Amy Fu | Aye |
| Charles Garrison | Aye |
| Ali Marar | Aye |
| Dorothy Gillette | 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
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 2025-0176 TO
PLANNED UNIT DEVELOPMENT

AUGUST 21, 2025

The Planning Department hereby forwards to the Planning Commission, Land Use and Zoning Committee and City Council its comments and recommendations regarding Application for Rezoning Ordinance **2025-0176** to Planned Unit Development.

Location: 2600 Scarwin Lane; 12709 Lanier Road; 0, 12665 & 12653 Sapp Road. Between Dunn Creek Road and Shims Road.

Real Estate Numbers: 106898-0030; 106929-0000; 106898-0080; 106929-0400; 106929-0410; 106898-0070

Current Zoning Districts: Residential Rural-Acre (RR-Acre)

Proposed Zoning District: Planned Unit Development (PUD)

Current Land Use Category: Low Density Residential (LDR)

Planning District: 6-North

Council District: District-2

Applicant/Agent: Cyndy Trimmer, Esq.
Driver, McAfee, Hawthorne and Diebenow, PLLC
1 Independent Drive, Suite 1200
Jacksonville, FL 32202

Owner: Jessica Johnson
12709 Lanier Road
Jacksonville, Florida. 32226

Martin Sattler III
2600 Scarwin Lane
Jacksonville, Florida. 32226

Jessica Driskell
12665 Sapp Road
Jacksonville, Florida. 32226

Jennifer Wise-Ferry

12665 Sapp Road
Jacksonville, Florida. 32226

Satler Family Revocable Living Trust
12330 Holstein Drive
Jacksonville, Florida. 32226

Staff Recommendation:

APPROVE

GENERAL INFORMATION

Application for Rezoning Ordinance 2025-0176 seeks to rezone 22.43± acres from Residential Rural-Acre (RR-Acre) to Planned Unit Development (PUD) to develop property with 90 single-family homes comprised of 78 fifty-foot-wide lots, and 12 sixty-foot-wide lots. The PUD differs from the normal codes RLD-50 district by requiring the lots abutting the eastern storm water pond to be 60 feet wide, removing uses from the standard RLD-50 district including golf courses and country clubs, and requiring buffers along the outer boundaries of the site.

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 22.43-acre subject site is made up of six contiguous parcels that are north on the corner of Sapp Road and Shims Road South, both local roadways. The site is north of New Berlin Road and between Dunn Creed Road and Yellow Bluff Road. All three are collector roads. The property is located within the Low Density Residential (LDR) land use category within the Suburban Development Area, in Council District 2, and Planning District 6 (North).

Low density residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of secondary recreational, commercial, public facilities and services, may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided. LDR in the Urban Area and Suburban Area is intended to provide for low density residential development.

The maximum gross density in the Suburban Area shall be 7 units per acre when centralized potable water and wastewater services are available to the site and there shall be no minimum density; except as provided herein:

- The maximum gross density shall be 2 units per acre and the minimum lot size shall be $\frac{1}{2}$ of an acre when both centralized potable water and wastewater are not available.
- The maximum gross density shall be 4 units per acre and the minimum lot size shall be $\frac{1}{4}$ of an acre if either one of centralized potable water or wastewater services are not available.
- The maximum gross density shall be 15 units per acre when there is a supporting City Council approved neighborhood plan or study; except for sites within the Coastal High Hazard Area (CHHA), unless appropriate mitigation is provided consistent with the City's CHHA policies, the maximum gross density shall be 7 units per acre.

Based on the JEA availability letter submitted with the application, dated December 19, 2024, there is a 4-inch force sewer main and a 12-inch force main along Lanier Road and new Berlin Road, respectively. There is a 12-inch water main and a 16-inch water main along Lanier Road and New Berlin Road, respectively. Based on the acreage of the property and the availability of JEA services, the maximum density allowed for the site is 7 dwelling units per acre. The development will limit the residential units to 157 single-family dwelling units.

The PUD written description limits the number of single-family units to 90, which is below the maximum density allowed in LDR in the Suburban Development Area. The uses listed in the written description and proposed rezoning to PUD are consistent with requirements of the 2045 Comprehensive Plan.

The uses listed in the written description and the proposed rezoning to PUD are consistent with the LDR land use description provided in the 2045 Comprehensive Plan.

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

Yes. The proposed rezoning to Planned Unit Development 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.

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.

(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 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 within the following functional land use category as identified in the Future Land Use Map series (FLUMs): Low Density Residential (LDR). The Planning Department finds that the proposed PUD is consistent with the 2045 Comprehensive Plan, as evaluated in Criteria (A) & (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.

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.

(3) Allocation of residential land use

This proposed Planned Unit Development request PUD to allow for the development of 90 single family homes. Moreover, 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 the proposal 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 Property will comply with the requirements in the Recreation and Open Space Element of the 2045 Comprehensive Plan and Section 656.420 of the Zoning Code.

Traffic and pedestrian circulation patterns: As demonstrated on the submitted Site Plan the property will be accessed via Scarwin Lane and Sapp Road. The final design of the access point(s), potential connections, and internal roads shall be subject to the review and approval of Development Services and the Planning and Development Department.

Traffic Engineer's Comments: Unless Waived by The Chief of Traffic Engineering or their designee, 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).

The use of existing and proposed landscaping: Landscaping shall be provided as required pursuant to Part 12 of the Zoning Code, except that ten (10) and twenty (20) foot perimeter buffers shall be provided as depicted in the Site Plan, and a minimum six (6) foot tall, eighty-five percent (85%) opaque fence shall be provided along the perimeter of the Property, excluding access drives.

The use and variety of building setback lines, separations, and buffering: Setbacks will be similar to conventional zoning of RLD-70 which additional landscape buffers as mentioned above.

The use and variety of building sizes and architectural styles: The setbacks will meet the standard RLD requirements, however the lot sizes will vary as depicted on the site plan.

(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, number and location of surrounding external uses: The subject property is located east of Dunn Creek Road. The surrounding area is developed with a mix of single-family homes with various lot sizes. Some examples include the Chandler Crossings neighborhood to the east (PUD 2006-0523) is developed with 60-foot-wide lots, The Northwoods neighborhood to the east (PUD 2004-1052) is developed with 60 foot wide lots, the Cherry Lakes neighborhood to the southwest is developed under RLD-50, and the Hudson Grove neighborhood to the west which is developed with 60 foot wide lots. Additionally, lots range in various sizes surrounding the site which are zoned RR-Acre and RLD-100A.

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 | LDR | RR-Acre | Single Family Residential |
| East | LDR | RR-Acre | Single Family Residential |
| South | LDR | RLD-100A / RR-Acre | Single Family Residential |
| West | LDR | RLD-100A / RR-Acre | Single Family Residential |

(6) Intensity of Development

The proposed development would be consistent with the Low Density Residential (LDR) functional land use category. The PUD is appropriate at this location because it is consistent with the surrounding uses.

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

Essential services including gas, telephone, water, sewer, cable, and electricity as required to serve the PUD shall be permitted on the site. Water, sanitary sewer, and electricity will be provided by JEA. Per JEA Memo dated December 19, 2024 JEA had no objections. Water, sewer and electric connections to be consistent with JEA design standards, processes, and procedures. Final project design to meet the JEA Design Standards in effect at the time of construction plan approval.

School Capacity:

School Impact Analysis PUD 2025-0176

Development Potential: 90 Residential Units

| School Type | CSA | 2024-25 Enrollment/CSA | Current Utilization (%) | New Student/ Development | 5-Year Utilization (%) | Available Seats CSA | Available Seats Adjacent CSA 2, 7 & 8 |
|---------------------------|------------|-------------------------------|--------------------------------|---------------------------------|-------------------------------|----------------------------|--------------------------------------------------|
| Elementary | 7 | 3,024 | 86% | 9 | 88% | 960 | 4,655 |
| Middle | 7 | 6,288 | 70% | 3 | 76% | 1,216 | 1,165 |
| High | 7 | 2,103 | 95% | 5 | 92% | 313 | 2,256 |
| Total New Students | | | | 17 | | | |

Total Student Generation Yield: 0.233

Elementary: 0.120

Middle: 0.041

High: 0.072

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

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.

| | |
|-------------------------------------------|-----------------------------------------|
| Application Review Request: | COJ PDD: Baseline Checklist Review |
| Proposed Name: | 2025-0176 New Berlin & Scarwin Lane PUD |
| Requested By: | Connor Corrigan |
| Reviewed By: | Levonnie Griggs |
| Due: | 8/1/2025 |
| Analysis based on maximum dwelling units: | 78 |

| SCHOOL | CSA ¹ | STUDENTS GENERATED (Rounded) ³ | SCHOOL CAPACITY ² (Permanent/Portables) | CURRENT ENROLLMENT 20 Day Count (2024/25) | % OCCUPIED | 4 YEAR PROJECTION |
|---------------------------|------------------|-------------------------------------------------|-------------------------------------------------------|----------------------------------------------------|------------|----------------------|
| Louis S. Sheffield ES#242 | 7 | 9 | 854 | 664 | 78% | 76% |
| Oceanway MS#62 | 1 | 3 | 1009 | 836 | 83% | 82% |
| First Coast HS#265 | 7 | 5 | 2207 | 2103 | 95% | 91% |
| | | 17 | | | | |

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.

(7) Usable open spaces plazas, recreation areas.

Recreation and open space shall be provided as required by the 2045 Comprehensive Plan.

(8) Impact on wetlands

Review of City's GIS data and the Environmental Resource Permit issued by the St. Johns River Water Management District indicates the potential existence of wetlands on the subject site and as such, indicates the location, size, quality and functional value of all wetlands located within the boundaries of the application site. Development which would impact wetlands will be permitted in accordance with local, state and federal requirements.

(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 will be provided in accordance with Part 6 of the City's Zoning Code.

(11) Sidewalks, trails, and bikeways

Sidewalks will be provided as required in the 2045 Comprehensive Plan and the Subdivision Regulations, Chapter 654, Ordinance Code.

SUPPLEMENTARY INFORMATION

The applicant provided proof of posting and sign affidavit on **March 27, 2025** to the Planning Department, that the Notice of Public Hearing sign **was** posted.

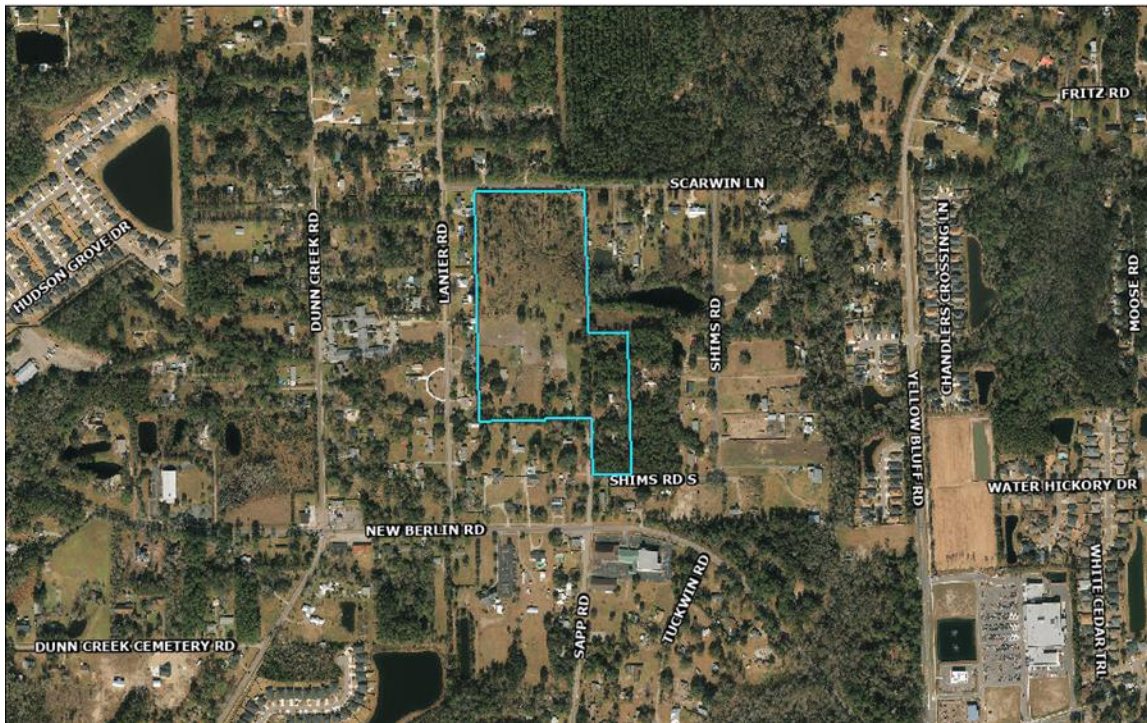


RECOMMENDATION

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0176** be **APPROVED** with the following exhibits:

- 1. The Original Legal Description dated October 22, 2024.**
- 2. The Original Written Description dated July 1, 2025.**
- 3. The Original Site Plan dated July 10, 2025.**

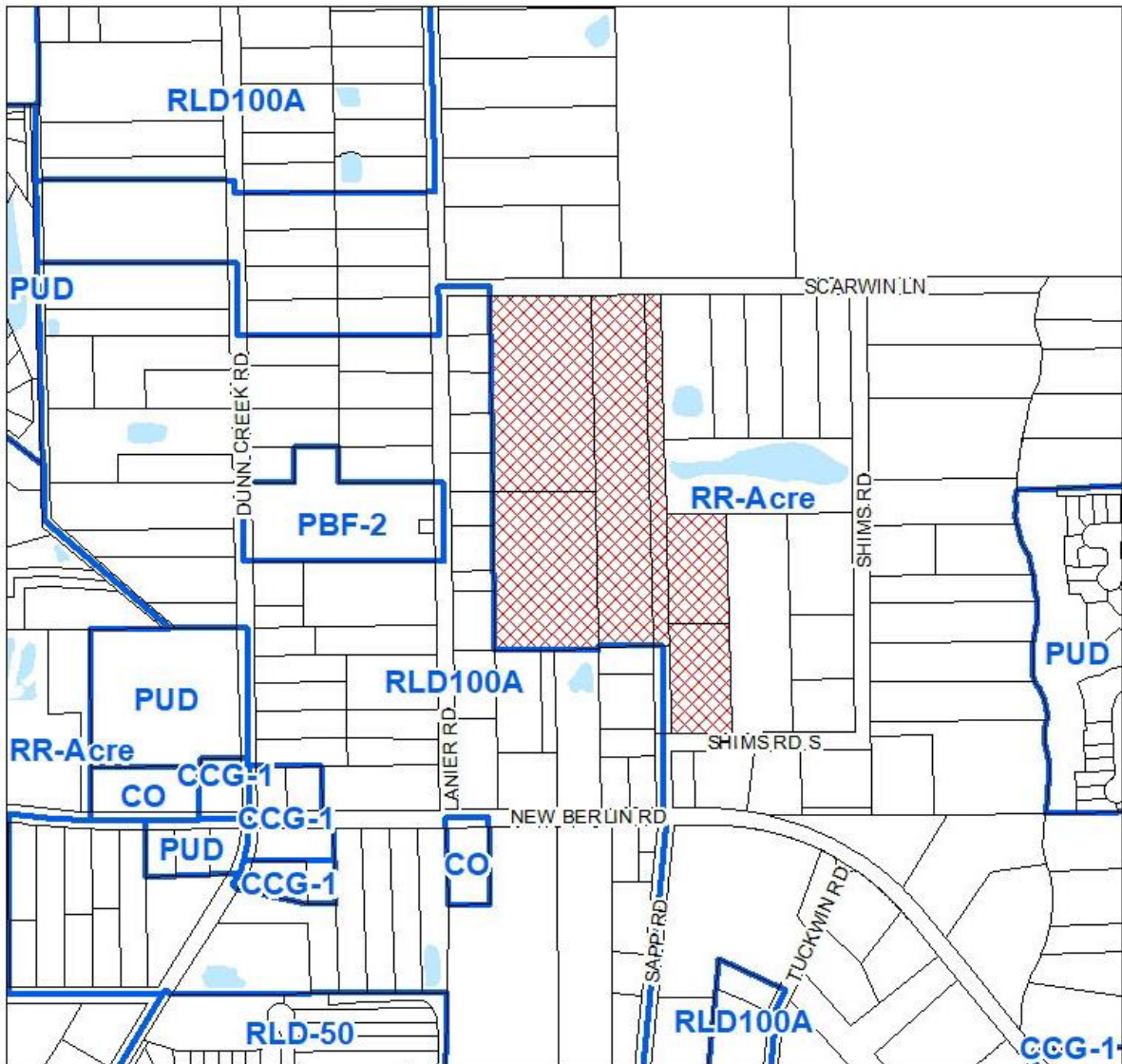
Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0176** be **APPROVED**.



Aerial View of Subject Property



View of Subject Property Entrance

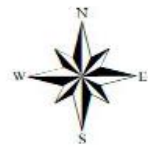
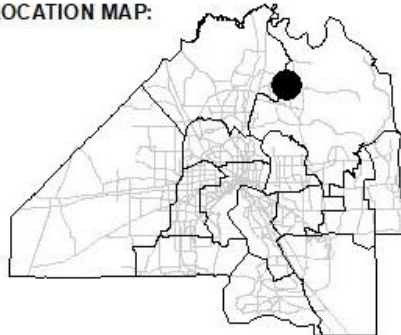


REQUEST SOUGHT:

FROM: RR-ACRE

**TO: PUD
PUD**

LOCATION MAP:



0 200 400 800
Feet

COUNCIL DISTRICT:

2

ORDINANCE NUMBER

ORD-2025-0176

TRACKING NUMBER

T-2024-6011

REVISED EXHIBIT 2
PAGE 1 OF 1

Legal Map