



1 **Staff Report and Recommendations for CPA 2022-22**

2 **Applicant Information:**

3 Clay County Planning and Zoning Division

4 On behalf of the following property owner:

6 **Property Information – portions of the following parcels (see Figure 1)**

Parcel ID	Address	Owner
09-05-25-009110-002-00	Manatee Point	Marvin J. Durrance, Jr. Trustee
Current Land Use: BF PCN Current Zoning: BF PUD Planning District: Doctors Inlet /Ridgewood		
Prop. Land Use: BF MPC Acres: approximately 5.42 Commission District: 5		

8 **Introduction:**

9 This is a County sponsored amendment to the Future Land Use Map (FLUM) of the 2040 Comprehensive
10 Plan. The purpose of the amendment is to correct what is believed to be a mapping error.

11 **Description:**

12 The parcel referenced above is the remaining lot that is part of a subdivision created for development on
13 the upland portion of the subject parcel and adjacent parcels in 1999. This parcel was not included in CPA
14 2022-12 as it was originally thought to be completely composed of wetlands. The property owner contacted
15 staff and provided a survey showing evidence of uplands which was used as the basis for this requested
16 amendment.

17 The subdivision is served by a recorded access easement and has sewer service to the lots. Parcel 009110-
18 001-00 (deed dated April 1999 but recorded in June 1999) was the first to build a home in 2001, followed
19 by Parcel 009110-000-00 in 2004 and Parcel 009110-005-00, (an heirs lot split from parcel 009110-000-00),
20 was built in 2006.

21 The Board of County Commissioners, at their December 13th meeting, voted to approve CPA 2022-12 which
22 amended the 2040 Comprehensive Plan Future Land Use Map to designate the uplands portions of the
23 adjacent parcels to Branan Field Master Planned Community (BF MPC).

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Table 1 – Adjacent Parcel Summary

	Current Land Use Designation	Current Zoning District	Existing Use
North	Branan Field Primary Conservation Network (BF PCN)	BF PUD	Single Family Residential and vacant BF PCN
East and South	Black Creek and Lake Asbury Rural Community (LA RC)	LA RC	Single Family Residential
West	Henley Road and Branan Field Master Planned Community (BF MPC) and Primary Conservation Network (BF PCN)	BF PUD	Single Family Residential

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28 Figure 1 shows the location of the parcel while Figure 2 provides an aerial view of the site. Figures 3 and 4
29 illustrate the existing Land Use and Zoning patterns surrounding the subject property.

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Figure 1 – Parcel Map

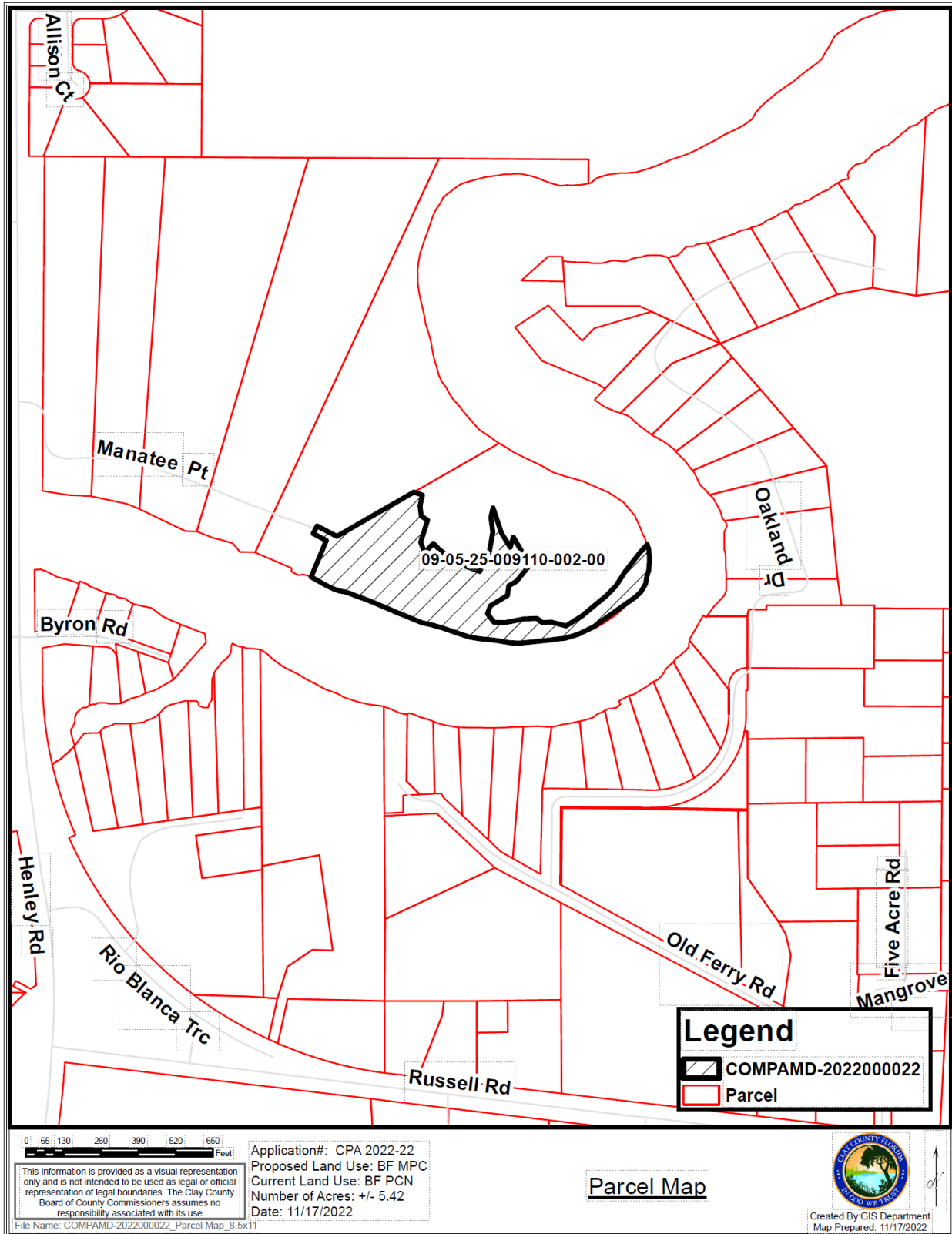


Figure 2 – Aerial Map



Figure 3 – Existing Land Use Designation Map

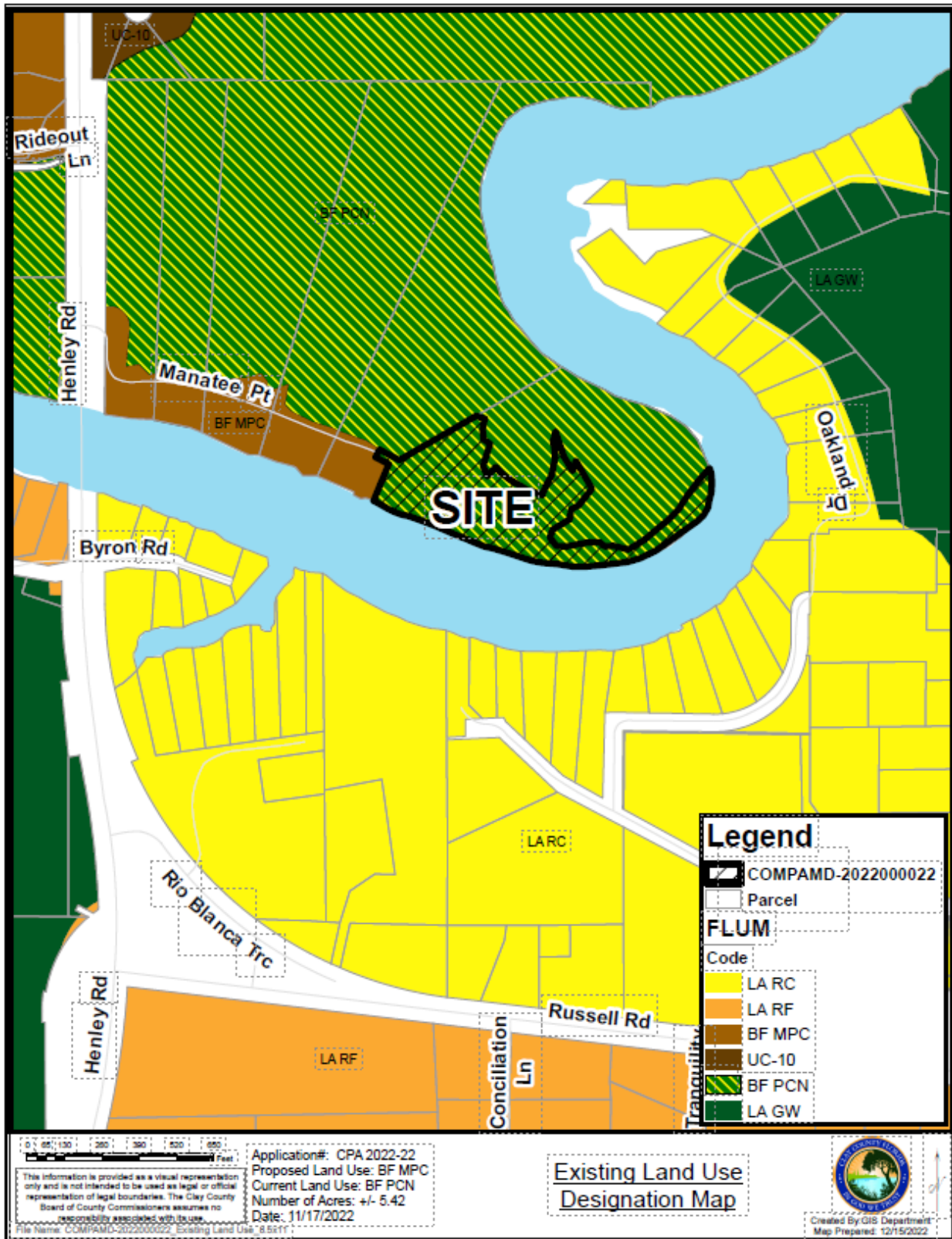
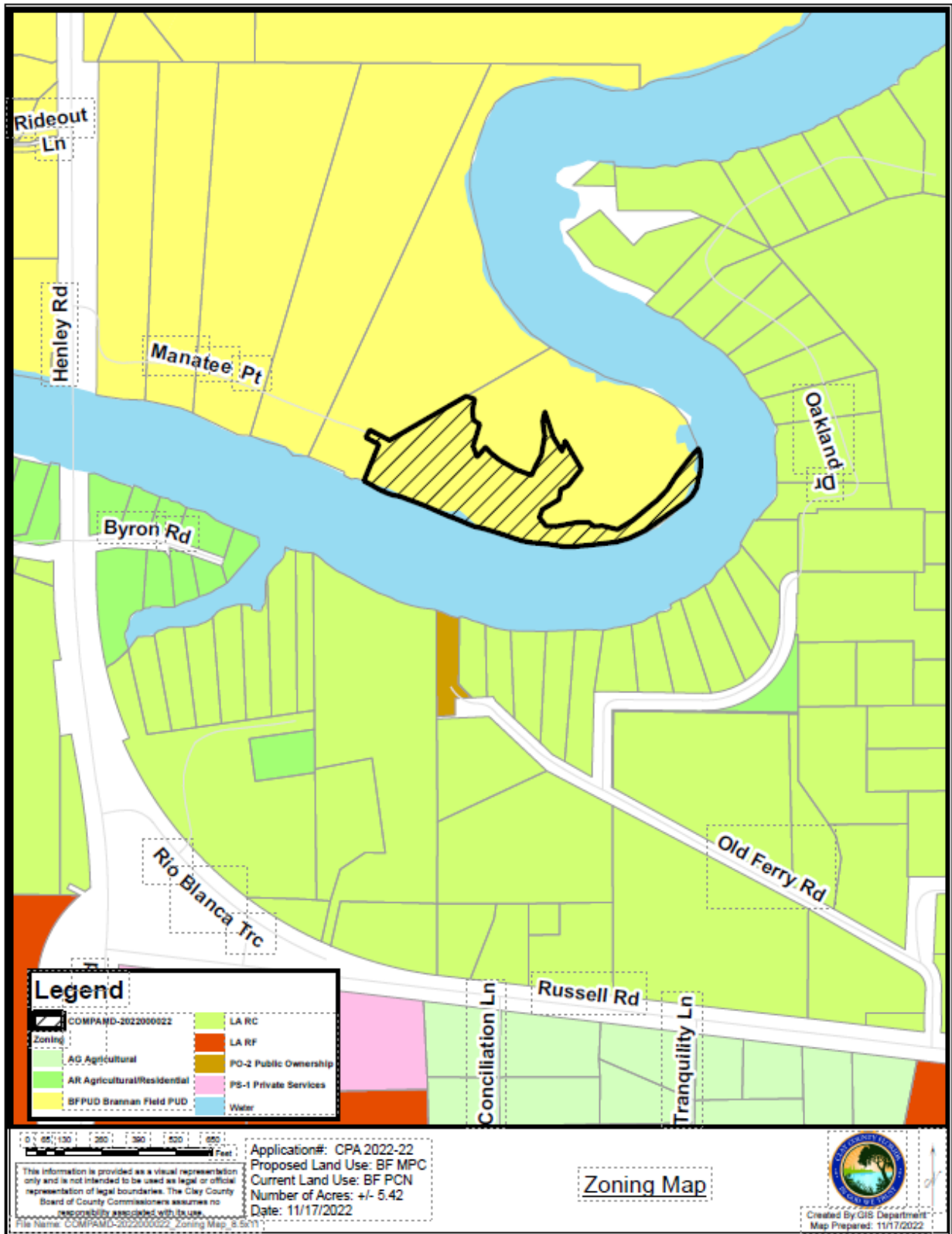


Figure 4 – Zoning Map



- 41 Relevant Clay County 2040 Comprehensive Plan Policies
- 42 The subject property is currently designated Branran Field Primary Conservation Network (BF PCN). The
- 43 following Comprehensive Plan policy describes the BF PCN land use designation.

BF FLU POLICY 1.4.4

BF Primary Conservation Network (BF PCN)

The wetland/conservation areas are lands that will provide for the conservation and protection of Clay County’s natural resources in order to prevent any degradation to the major natural resources. The Primary Conservation Network (BF PCN) overlay district includes most creek and stream banks, major drainage ways, major wetlands, hydric soils, and FEMA designated 100 year floodplains.

Natural water bodies and major drainage features within the Master Plan area shall be protected with the establishment of the BF PCN.

The BF PCN depicted on the Master Plan Map will interconnect natural resources throughout the Master Plan area protecting drainage systems and headwaters of the regional tributaries. This network will serve to separate and buffer adjacent land uses while providing for wildlife habitat and opportunities for passive recreation. Such passive recreation elements may include pedestrian walkways, bicycle paths, boardwalks, docks built for water access, fences necessary to protect habitat areas, and similar uses for which no adverse effects to the BF PCN would result. Impacts to the network may include filling for roadway and utility construction for crossings shown on the adopted plan. Impacts to the network may also include road crossings not shown on the adopted plan where no other feasible alternatives exist, excavation of stormwater management systems when accompanied by the dedication of additional land that is generally equivalent in quality and quantity for conservation, and construction of the passive recreational facilities identified above. All roadway and utility encroachments not shown on the adopted plan should be avoided and/or minimized when possible.

The boundary of the BF PCN (depicted on the Branran Field Master Plan FLUM Map) shall be a minimum of 200 feet in width or 25 feet from the jurisdictional wetland line, whichever is greater.

Except for that portion of the BF PCN that lies within the Community Park, all natural vegetation and wetlands within the BF PCN shall be protected by a conservation easement that is dedicated to the St. Johns River Water Management District, the Florida Fish and Wildlife Conservation Commission, an established land trust, or the County. These lands shall be deeded to one of these agencies or the homeowners’ association, with specific restrictions prohibiting development or disturbance except for environmental management or by the creation of hiking trails.

45 This application proposes to amend portions of the subject parcels to Branan Field Master Planned
46 Community (BF MPC). The following Comprehensive Plan policy describes the BF MPC land use
47 designation and permitted development intensity.

BF FLU POLICY 1.4.2

BF Master Planned Community (BF MPC)

1) *Land Use*

The BF Master Planned Community (BF MPC) land use category provides the opportunity for a mix of uses in one project, but may be developed as a combination of individual projects, the density and development characteristics to be determined relative to activity centers, neighborhood centers, PCN and existing development characteristics. The BF MPC is characterized by a mix of residential, recreation and neighborhood commercial uses within clearly defined neighborhoods. Civic buildings for education, community meetings, religion and culture serve as landmarks by being centrally located either in or in close proximity to neighborhood centers. This balanced mix of land uses allows for increased efficiency and economy by providing home, work, and service places in close proximity to each other.

2) *Density*

The density range in the Master Planned Community is one dwelling unit per three gross acres to 12 dwelling units per gross acre, with an average density of five units per gross acre. To ensure that the density will not deviate substantially from the planned average, this average may not depart from the range of 2 to 5 units per gross acre at any time, across the total BF MPC areas. Higher density and senior housing, when provided, will be placed adjacent to the Neighborhood Centers, Community Centers, Activity Centers and transit lines to provide travel opportunities for the least mobile residents. The density will be reduced based on distance from Neighborhood Centers, Community Centers and Activity Centers, placing housing with lower densities near conservation areas.

3) *BF MPC Neighborhood Principles*

Planning within the BF MPC should be in the form of complete and integrated neighborhoods containing housing, shops, work places, schools, parks and civic facilities essential to the daily life of the BF MPC residents. Each neighborhood should be designed so that housing is generally within a 1 mile radius of a Neighborhood Center (shops, services and civic uses) or Community Center. This radius may be increased where natural features or community facilities and services interrupt such design. The requirement for a Neighborhood Center may be eliminated when development is less than 3 units per gross acre (Contemporary Residential). The BF MPC should

contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries.

Local and collector streets and pedestrian/bike paths should contribute to a system of fully-connected routes from individual neighborhoods to the Neighborhood Center, Community Center, activity nodes and other neighborhoods. Their design should encourage pedestrian and bicycle use by being spatially defined by buildings, trees, and lighting.

Neighborhoods within the BF MPC should have well defined edges and centers with common areas where neighbors can interact. The common area may take the form of a park, playground or recreation center provided it fits the population it is intended to serve. Edges should be defined, whenever possible, by natural buffers such as tree screens, wetlands, and/or lakes, rather than physical barriers such as walls or fences.

The BF MPC development pattern is arranged in the form of villages, with three zones encouraged within each village. Starting with the business and civic core known as the Neighborhood Center, this zone is intended to serve local residents. The Village Zone occupies the area around the Neighborhood Center. This zone is characterized by denser multi-family, townhome, and small-lot single family residential units. The Suburban zone is located around the Village Zone or may be immediately adjacent to Neighborhood Centers. A designated Activity or Community Center may substitute for the Neighborhood Center. Neighborhood Centers, when provided, may be located as little as one and one-half miles apart (to promote walking from adjacent dwellings) and must be located at least one mile from Activity or Community Center, unless the Neighborhood Center is utilized as a transition element for an existing Activity or Community Center.

4) *Residential Development Classifications.*

Residential development within the BF MPC category shall be classified under three distinct types: Contemporary Residential, TND Moderate and TND High. Contemporary Residential is for development that is less than 3 units per gross acre, and will have few design standards other than neighborhood connectivity. Residential development between 3 and 6 units per gross acre will be TND Moderate, and along with connectivity will required some basic TND elements like short blocks, maximum front setbacks, and recessed garages. All development greater than 6 units per gross acre must meet TND Moderate standards, and must also provide alleys for parking purposes. Six or more units per acre may be developed as multi-family or attached single-family.

5) *Neighborhood Center Principles*

Each neighborhood within the BF MPC land use category should have a minimum of one Neighborhood Center that serves as the focus of the community combining neighborhood commercial (service-oriented small office, retail and small grocery), civic uses and public facilities such as fire stations and post offices.

The Neighborhood Center must be designed to provide connections to the pedestrian/bike path system and to integrate with the collector streets within the neighborhoods. The Neighborhood Center should maintain a minimum separation of approximately one and one-half miles from Activity Center or Community Center, unless the Neighborhood Center is utilized as a transition element for an existing Activity or Community Center.

The size of each Neighborhood Center shall be two to ten acres with a maximum of eight acres designated as commercial. Neighborhood Centers shall not be required when there is a designated Activity or Community Center serving residents living within a one and one-half mile radius or when the surrounding residential density is less than 3 units per acre (Contemporary Residential). Neighborhood Centers should be located adjacent to or within walking distance of schools whenever possible. The maximum floor area ratio (FAR) for each non-residential development within the Neighborhood Center shall not exceed 70%.

The quantification of uses within the Master Planned Community Neighborhood Center designation shall be consistent with the following:

Land Use	Minimum Required	Maximum Permitted
Office	0%	40%
Commercial/Retail	50%	80%
Public Parks/Open Space	5%	30%

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6) *Specialized Open Space*

Each development within BF MPC land use should include specialized open space in the form of squares, greens and neighborhood parks whose frequent use is encouraged through placement and design. The level of service for neighborhood parks is set in the BF Recreation and Open Space Element. Specialized open space shall be calculated during development review of site plans. Retention facilities when designed as a functional amenity, wetlands, and natural water bodies may constitute up to 25% of the required open space. When possible, the natural terrain, drainage and vegetation of the area should be preserved within parks or open space.

Neighborhood parks within the BF MPC shall be equipped with playground equipment, picnic areas, and a multi-use playfield, and may also include basketball courts, tennis courts, or other recreational uses.

7) *Recreation*

The BF MPC shall include a minimum of 5% of the developable land designated as Community Parks. Community Park locations within the BF MPC areas will be designated during development review. Determination of need will be based on the LOS standard identified in the BF Recreation and Open Space Element.

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50 **Analysis of Proposed Amendment**

51 The proposed amendment will change the land use of approximately 3.94 acres (of which approximately
 52 1.5 acres constituting the two interior lots are undeveloped) from Branan Field Primary Conservation
 53 Network (BF PCN) to Branan Field Master Planned Community (BF MPC).

54 **Table 2 – Summary of Application**

CPA 2022-22	Acreage	Existing Land Use Category	Existing Maximum Intensity	Proposed Land Use Category	Proposed Maximum Intensity	Net Increase or Decrease in Maximum Density
Tax parcel: 09-05-25-009110-002-00	5.42 acres	BF Primary Conservation Network (BF PCN)	0 units / ac (single-family)	BF Master Planned Community (BF MPC) (Suburban Zone)	1 du/ 3 gross acres to 6 du/ gross acre, with average 5 units/gross acre*	Increase 27 DU (based on acreage – 1 DU for minor subdivision) Note: development greater than 1 DU would be required to meet Major Subdivision standards for paved roadway and stormwater

55 *may not vary more than 2-5 units per acre across entire BF MPC area

56 **Availability of Services**

57 Traffic Facilities:

58 Trip Generation calculated as: Single Family Detached Housing (ITE 210)

59 P.M. Peak Hour of Generator = 1.02 per lot

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Table 3 – Traffic Analysis

Road	Segment	Entering		Exiting		Total PM Peak Hour Trips
		Percentage	Trips	Percentage	Trips	
Henley Road	CR 220 to CR 209	64%	18	36%	10	28

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Schools:

School Impact Fees are required at the time of permit issuance.

Recreation:

Recreation capacity will be determined at the time of development review.

Water and Wastewater:

The subject parcels are served by sewer service and private wells.

Stormwater/Drainage:

Stormwater management for any new construction will meet County and Water Management District standards.

Solid Waste:

Clay County has existing solid waste service to the area.

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Table 4 - Existing Capacity for Solid Waste

	Solid Waste	Units
Total Permitted Airspace	67,030,598	Cubic Yards
Available Airspace as of 1/11/2016	1,884,614	Cubic Yards
Future Airspace Available	54,361,091	Cubic Yards
Density	1.0	Ton per Cubic Yard
Total Available	56,245,705	Tons
Average Monthly	80,875	Tons
Site Life	695	Months
	58	Years

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Source: Waste Management, Inc. of Florida, for NE Florida Region, 1/23/17. The data cannot be subdivided.

77 **Land Suitability:**

78 Soils:

79 The upland portions of the parcels subject to this amendment contain Albany soils types. See Figure 5.

80 Flood Plain:

81 The subject property has small areas of AE floodway located closest to Black Creek. See Figure 6.

82 Topography:

83 The subject property is relatively flat with an elevation of approximately 10'. See Figure 7

84 Regionally Significant Habitat:

85 The subject property is surrounded by primarily natural lands. Bear sightings have been noted in the area.
86 See Figure 8.

87 Historic Resources:

88 No historic structures are located within the property.

89 Compatibility with Military Installations:

90 The subject property is not located near Camp Blanding.

Figure 5 – Soil Map

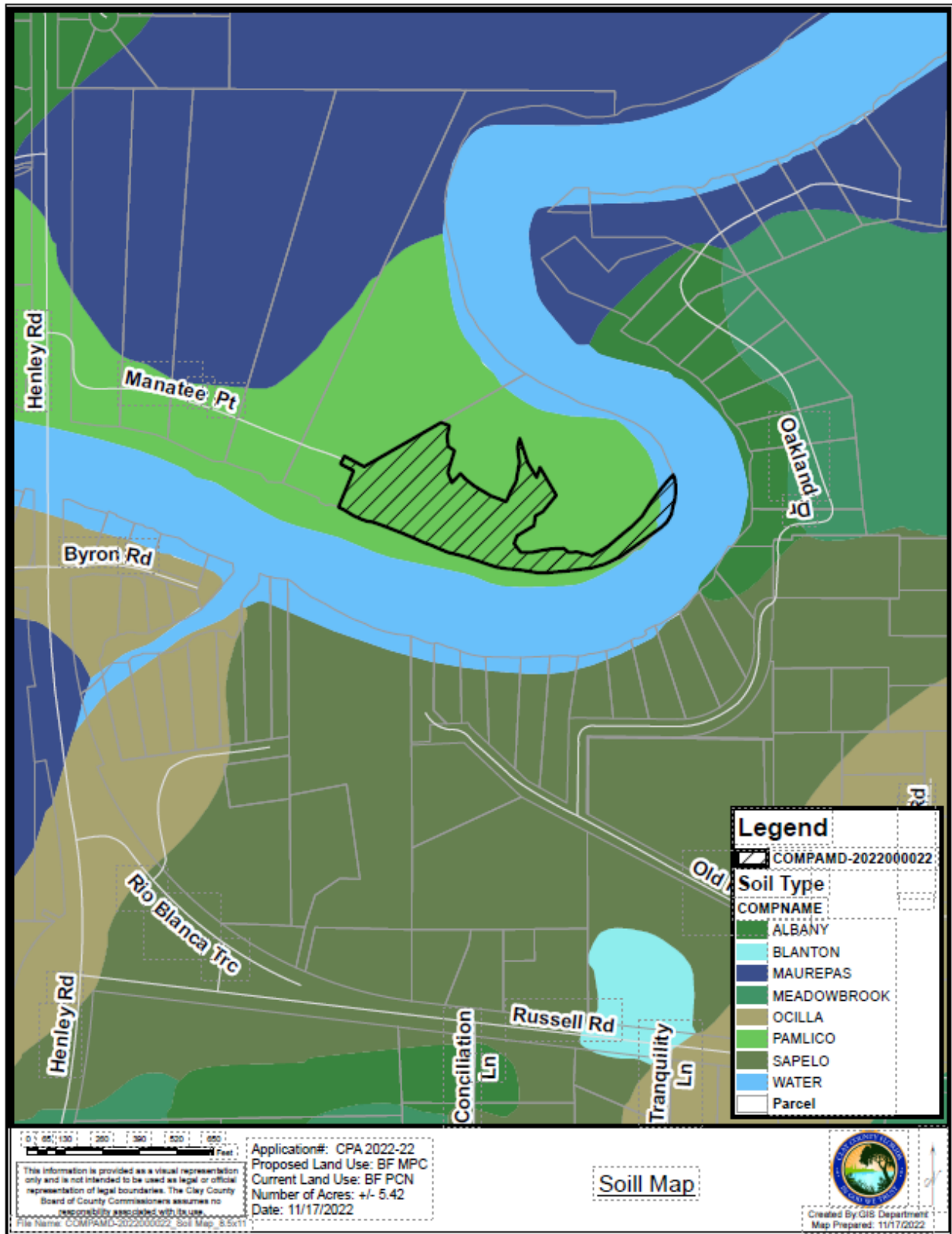


Figure 6 – Flood Zone Map

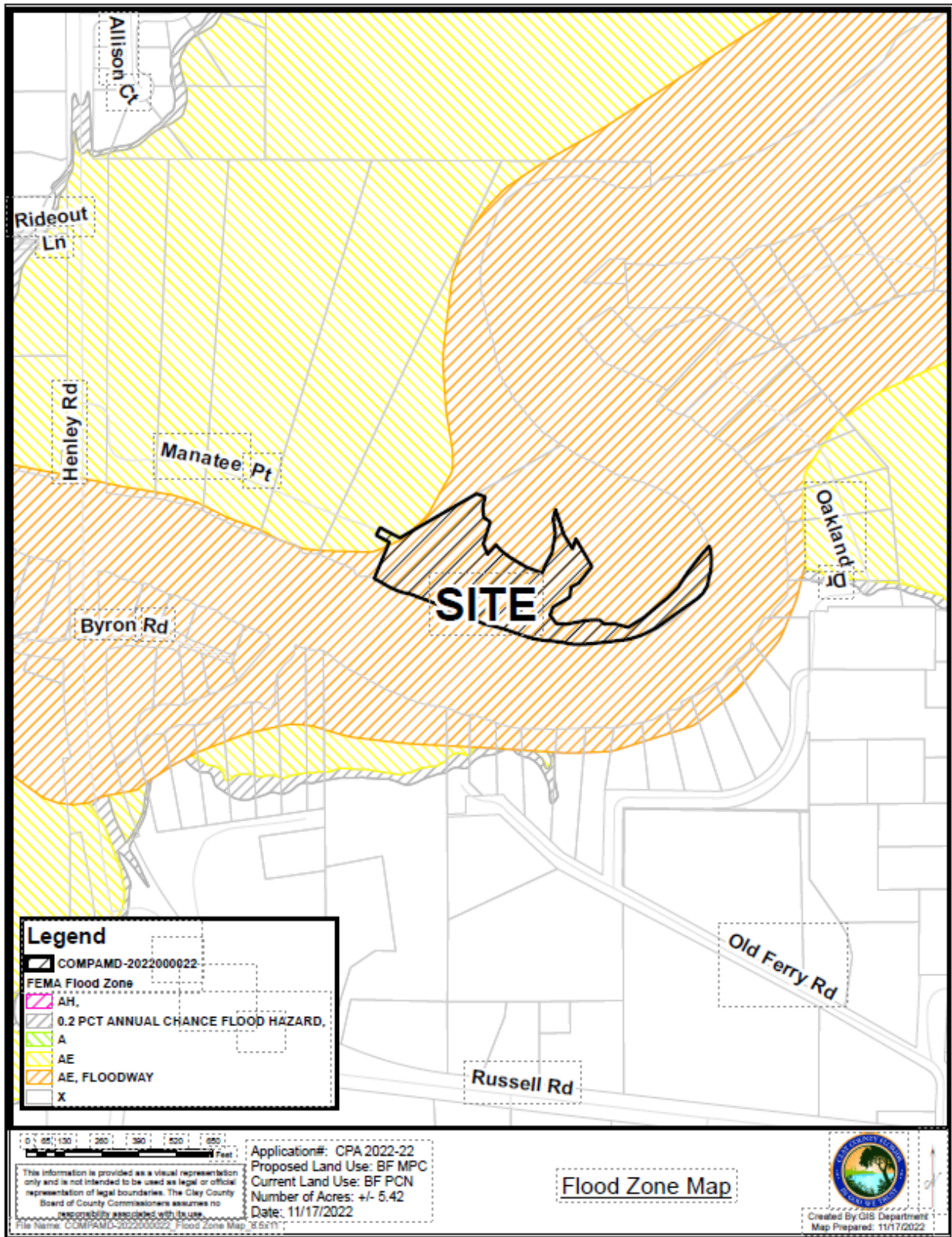


Figure 7 – Topo Map

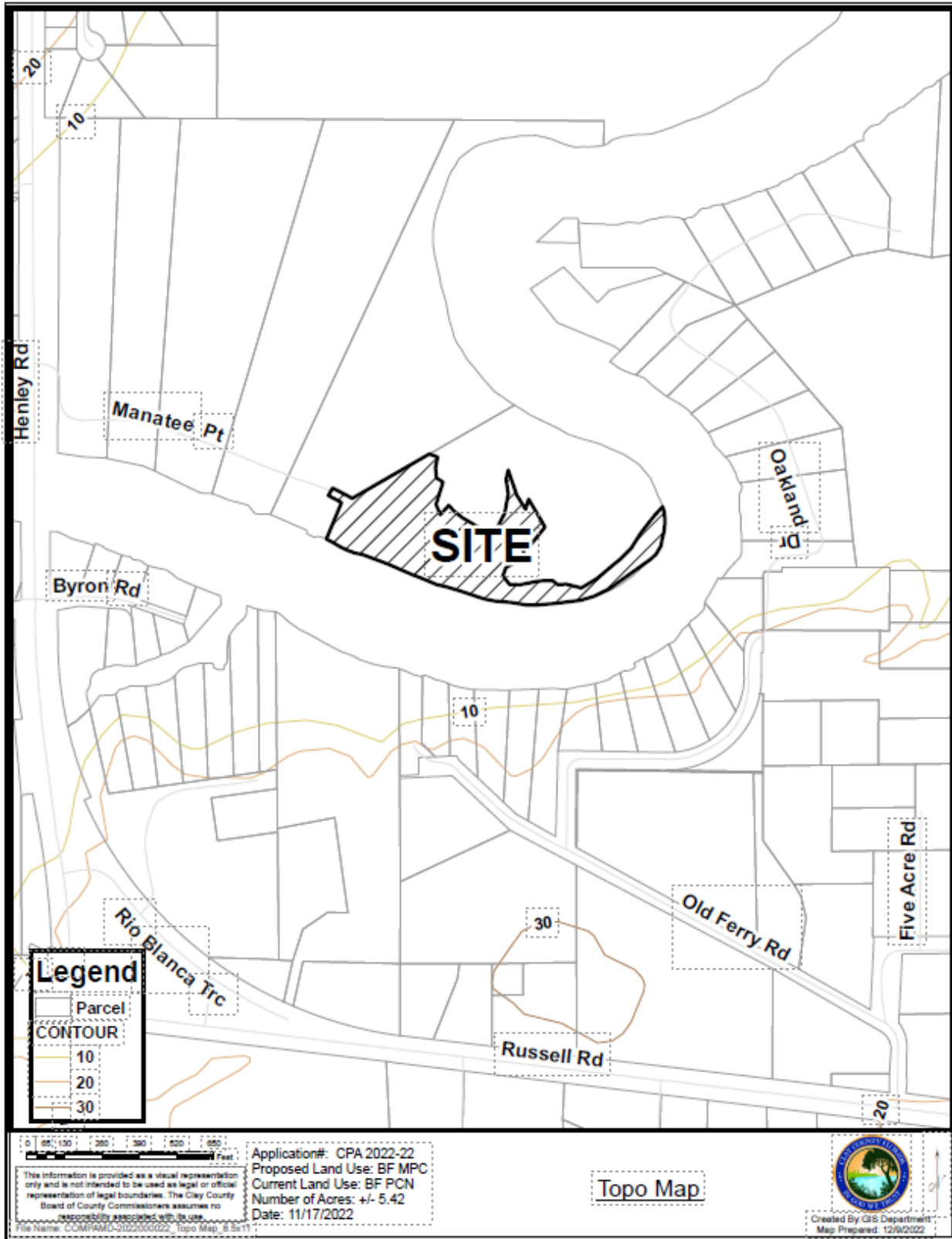
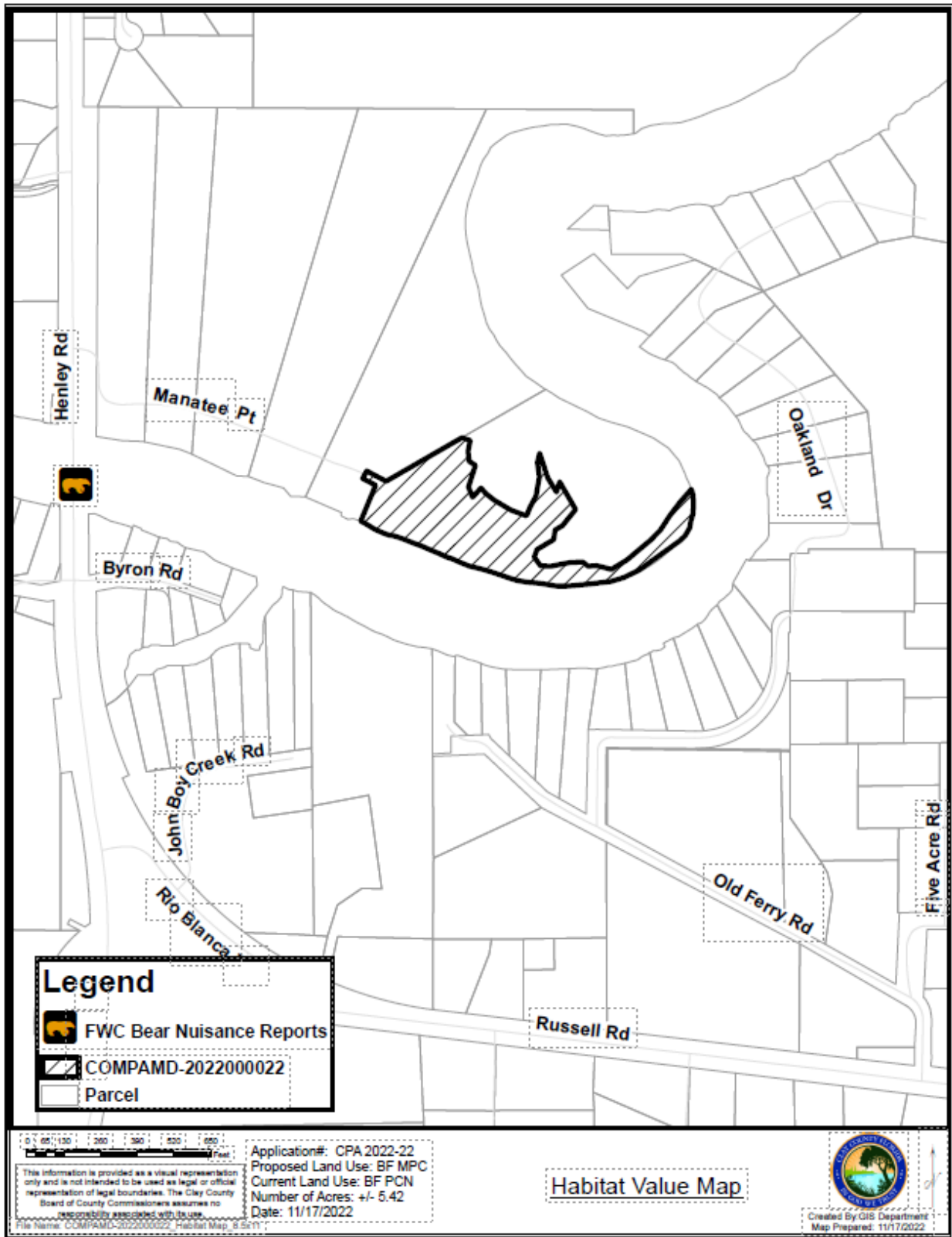


Figure 8 – Habitat Value Map



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Analysis Regarding Urban Sprawl

102 It is the intent of Clay County to discourage the proliferation of Urban Sprawl. As required by FS 163.3177,
103 all proposed comprehensive plan amendments are to be analyzed to ensure that urban sprawl and its
104 negative impacts are not promoted.

- 105 1. Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as
106 low-intensity, low-density, or single-use development or uses.
- 107 2. Promotes, allows, or designates significant amounts of urban development to occur in rural areas
108 at substantial distances from existing urban areas while not using undeveloped lands that are
109 available and suitable for development.
- 110 3. Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns
111 generally emanating from existing urban developments.
- 112 4. Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native
113 vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes,
114 rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.
- 115 5. Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active
116 agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and
117 prime farmlands and soils.
- 118 6. Fails to maximize use of existing public facilities and services.
- 119 7. Fails to maximize use of future public facilities and services.
- 120 8. Allows for land use patterns or timing which disproportionately increase the cost in time, money,
121 and energy of providing and maintaining facilities and services, including roads, potable water,
122 sanitary sewer, stormwater management, law enforcement, education, health care, fire and
123 emergency response, and general government.
- 124 9. Fails to provide a clear separation between rural and urban uses
- 125 10. Discourages or inhibits infill development or the redevelopment of existing neighborhoods and
126 communities.
- 127 11. Fails to encourage a functional mix of uses.
- 128 12. Results in poor accessibility among linked or related land uses.
- 129 13. Results in the loss of significant amounts of functional open space.

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131 Specifically, the proposed amendment shall be determined to discourage the proliferation of urban sprawl
132 because it incorporates a development pattern or urban form that achieves the following:

- 133 1. Directs or locates economic growth and associated land development to geographic areas of the
134 community in a manner that does not have an adverse impact on and protects natural resources
135 and ecosystems.
- 136 2. Promotes conservation of water and energy.
- 137 3. Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime
138 farmlands and soils.
- 139 4. Preserves open space and natural lands.

140

141 **Summary and Recommendation**

142 The subject parcel is part of a Minor Subdivision (defined as 3 to 5 lots) that was planned prior to the Branan
143 Field Master Plan and was designated Branan Field Primary Conservation Network at the time of the Master
144 Plan adoption. The Branan Field PCN designation is preventing the property owner from developing the
145 parcel as originally intended. This application seeks to correct the FLUM to allow the residential
146 development as originally planned on the upland portion of the parcel while preserving the wetlands.
147 Should the property owner choose to develop the parcel at a higher density than that originally intended in
148 the minor subdivision, it would change the development to a Major Subdivision category which would
149 require a complete set of engineering and landscape plans, paved access meeting the County’s roadway
150 standards, stormwater treatment and platting.

151 The Board of County Commissioners, at their December 13th meeting, voted to approve CPA 2022-12 which
152 amended the 2040 Comprehensive Plan Future Land Use Map to designate the uplands portions of the
153 adjacent parcels to Branan Field Master Planned Community (BF MPC).

154 Staff recommends approval of CPA 2022-22 as shown in Figure 9.

Figure 9 – Proposed Land Use Designation Map

