



1 **Staff Report and Recommendations for COMP 24-0012**

2 **Owner / Applicant Information (as provided in the application):**

3 (Copies of the submitted application are available at the Clay County Administration Office, 3<sup>rd</sup>  
4 floor, located at 477 Houston Street Green Cove Springs, FL 32043)

**Owner:** David Padgett

**Address:** 3710 Old Jennings Road  
Middleburg, FL 32068

**Owner:** Dwayne Padgett

**Address:** 3706 Old Jennings Road  
Middleburg, FL 32068

**Owner:** Shirley Padgett Portch

**Address:** 1941 Rose Ridge Ct.  
Middleburg, FL 32068

**Owner:** Sandy Padgett Smith

**Address:** 505 Briar Meadows Dr.  
Valrico, FL 33594

5

**Agent:** Brian Small, Bird Dog, LLC.

**Address:** 3948 3<sup>rd</sup> Street South  
Jacksonville Beach, Fl. 32250

**Phone:** (843) 384-9333

**Email:** Brian@birddogland.com

6 **Property Information**

Parcel ID	Address	Current Land Use	Proposed Land Use	Current Zoning
25-04-24-005603-000-00	3710 Old Jennings Road	RR	BF MPC	BFPUD

**Proposed Land Use:** BF MPC

**Acres:** approximately 7.71

**Commission District:** 2

**Planning District:** Doctors Inlet/Ridgewood

7

8 **Introduction:**

9 This is an application by Brian Small, (agent for the owners), submitted for an amendment to the Future  
10 Land Use Map (FLUM) of the 2040 Comprehensive Plan. This FLUM amendment was previously denied  
11 by the Board of County Commissioners on March 26, 2024.

12 **Description:**

13 The subject property is zoned BFPUD and is currently developed with a single-family residence.

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**Table 1 – Adjacent Parcel Summary**

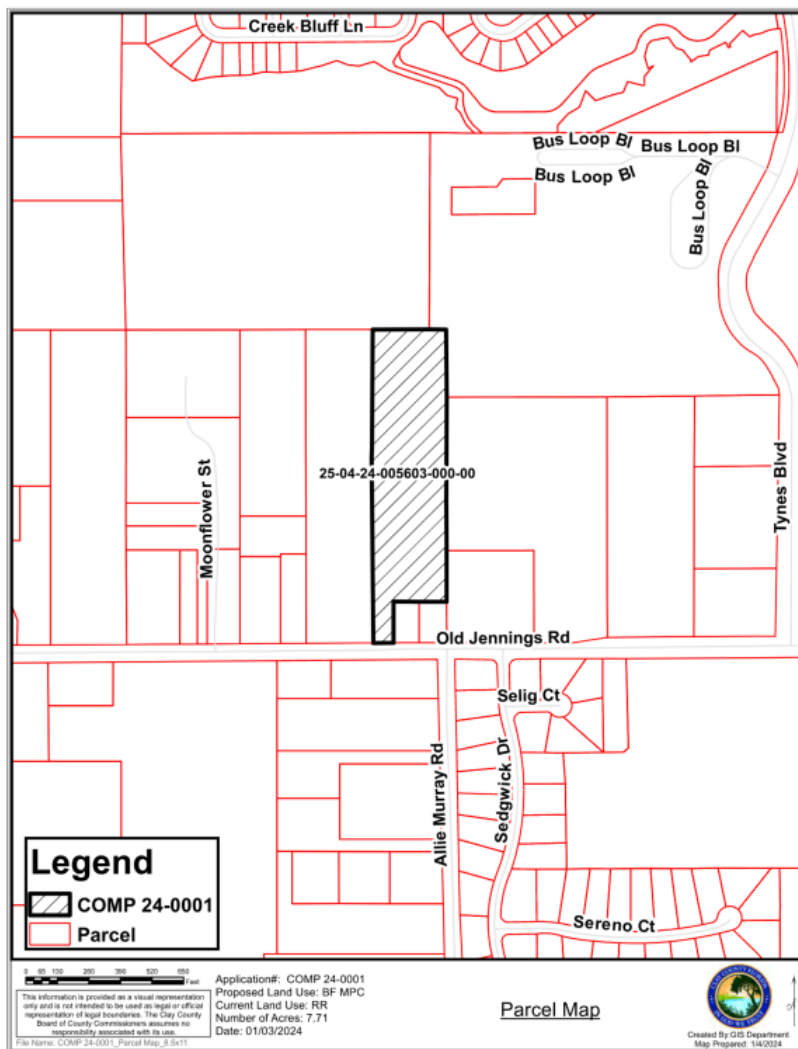
	Current Land Use Designation	Current Zoning District	Existing Use
North	BF Rural Suburb (BF RS) and Rural Residential (RR)	BFPUD	Vacant and Elementary School
East	BF Rural Suburb (BF RS) and BF Master Planned Community (BF MPC)	BFPUD	Single Family Residential, Church and Elementary School
South	Rural Residential (RR)	BFPUD	Single Family Residential
West	Rural Residential (RR)	BFPUD	Single Family Residential

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

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**Figure 1 – Parcel Map**



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Figure 2 – Aerial Map



Figure 3 – Existing Land Use Designation Map

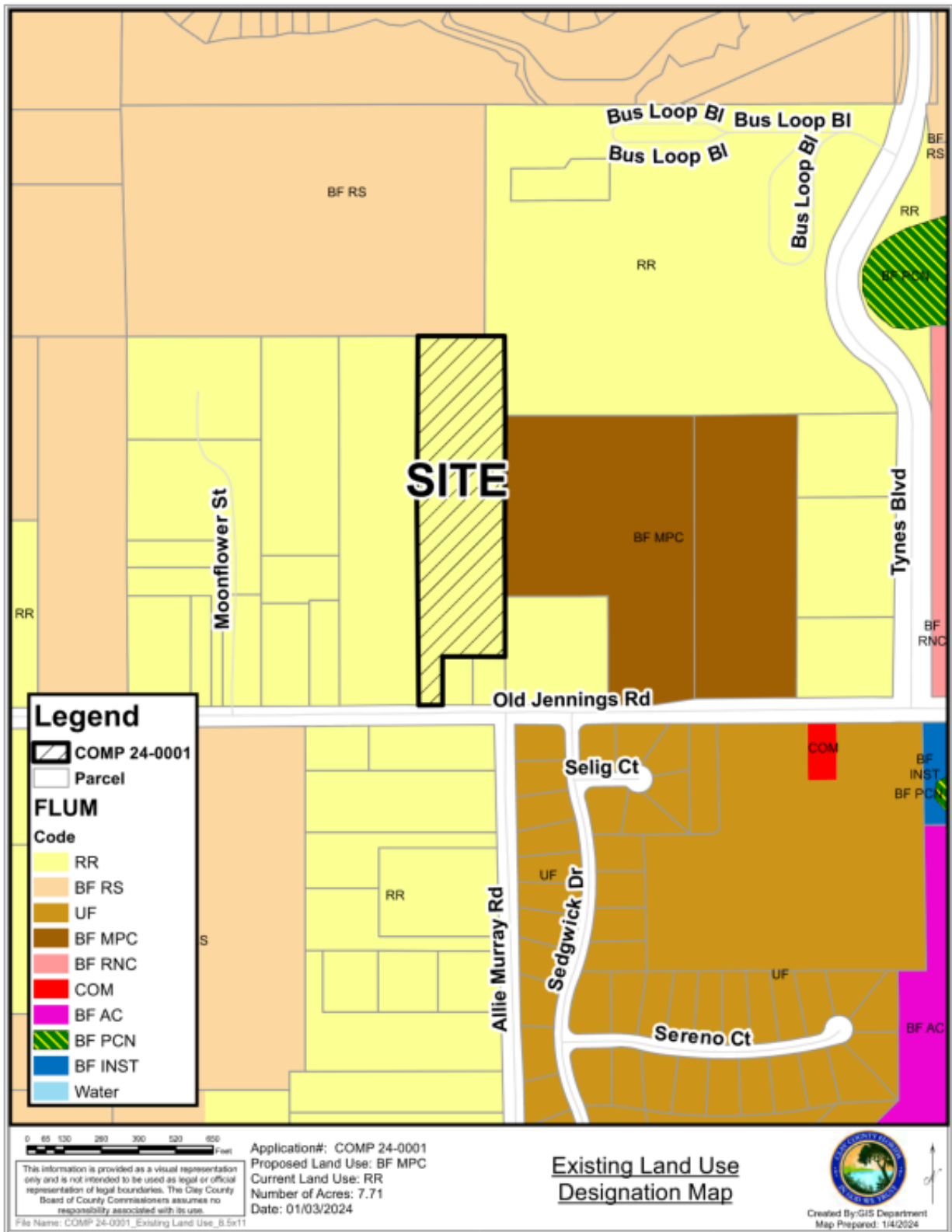
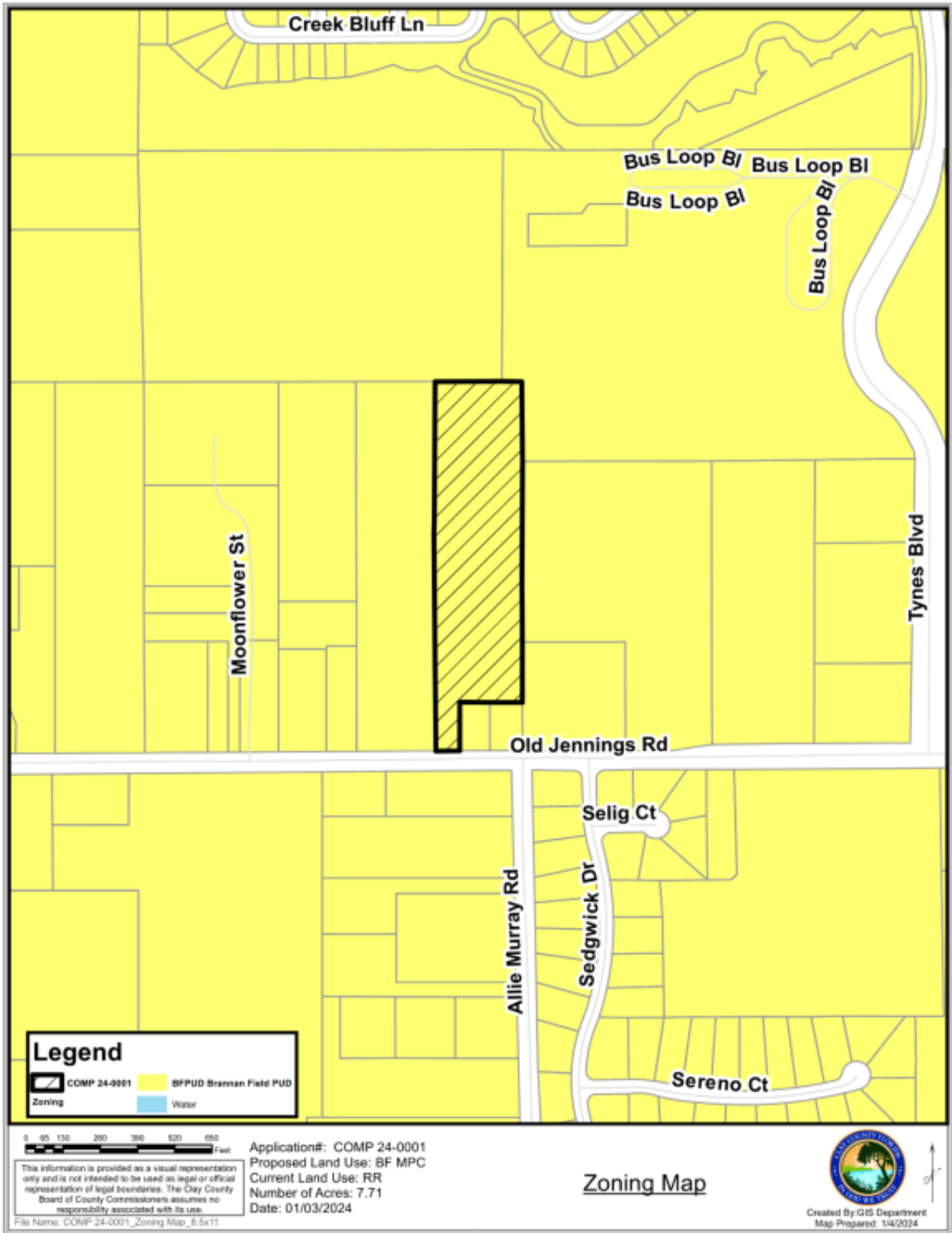


Figure 4 – Zoning Map



29 **Relevant Clay County 2040 Comprehensive Plan Policies**

30 The subject property is currently designated Rural Residential (RR). The following Comprehensive Plan  
31 policy describes the RR land use designation and permitted development intensity.

**FLU POLICY 1.4.1 (portion of)**

- 3) Rural Residential - “RR” (Exurban): These areas will serve as a transition between areas with planned urban services, agriculture/residential areas, and environmentally sensitive areas. The new growth in these areas may include central sewer or water systems or other urban level public services if feasible. Rural residential areas will provide a low density residential character.

Designation of these areas on the *Future Land Use Map* is based on recognizing a number of existing and future development factors. These include areas with soil conditions suitable for individual wells and septic systems; existing rural subdivisions with little or no infrastructure improvements, including unpaved roads; small farm or recreational and low intensity institutional uses; and areas which are in close proximity to but outside of, planned urban services and are not anticipated to develop at an intensity to require significant urban services within the planning period.

Allowable residential density under this category shall be one dwelling unit per 5 net acres. Implementation of this land use designation shall occur in accordance with the Land Development Regulations. Some locations in Rural Residential may qualify for a density of one unit per acre, but only if the requirements of tract size, clustering and points in Future Land Use Objective 1.4 and its policies are met.

- a) Within the Rural Residential land use designation, developments meeting the following criteria are authorized to subdivide parcels into tracts of no less than five acres. Property owners are further authorized to construct one single family home on each five acre parcel and to receive a building permit upon proper application therefor, without regard to the density restrictions otherwise applicable to such properties as set forth herein and in the land development regulations, and without being required to record a plat or otherwise comply with the development standards set forth in the subdivision regulations.

- i) The parcels must lie within a Residential Aviation Community.
- ii) The geographical boundary of the community must contain less than 100 parcels.
- iii) At least 75% of the parcels must be five acres in size or less.
- iv) All roads providing access to the newly created residential parcels must be paved and privately owned and maintained.
- v) The total potential number of newly created parcels must not exceed 20% of the total number of parcels within the community.

Said lots may not be further subdivided through the heirs and homestead provisions of the Plan.

32

33 This application proposes to amend the subject parcel to Branan Field Master Planned Community land  
34 use. The following Comprehensive Plan policy describes the Branan Field Master Planned Community  
35 land use designation and permitted development intensity.

#### **BF FLU POLICY 1.4.2 (portion of)**

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.

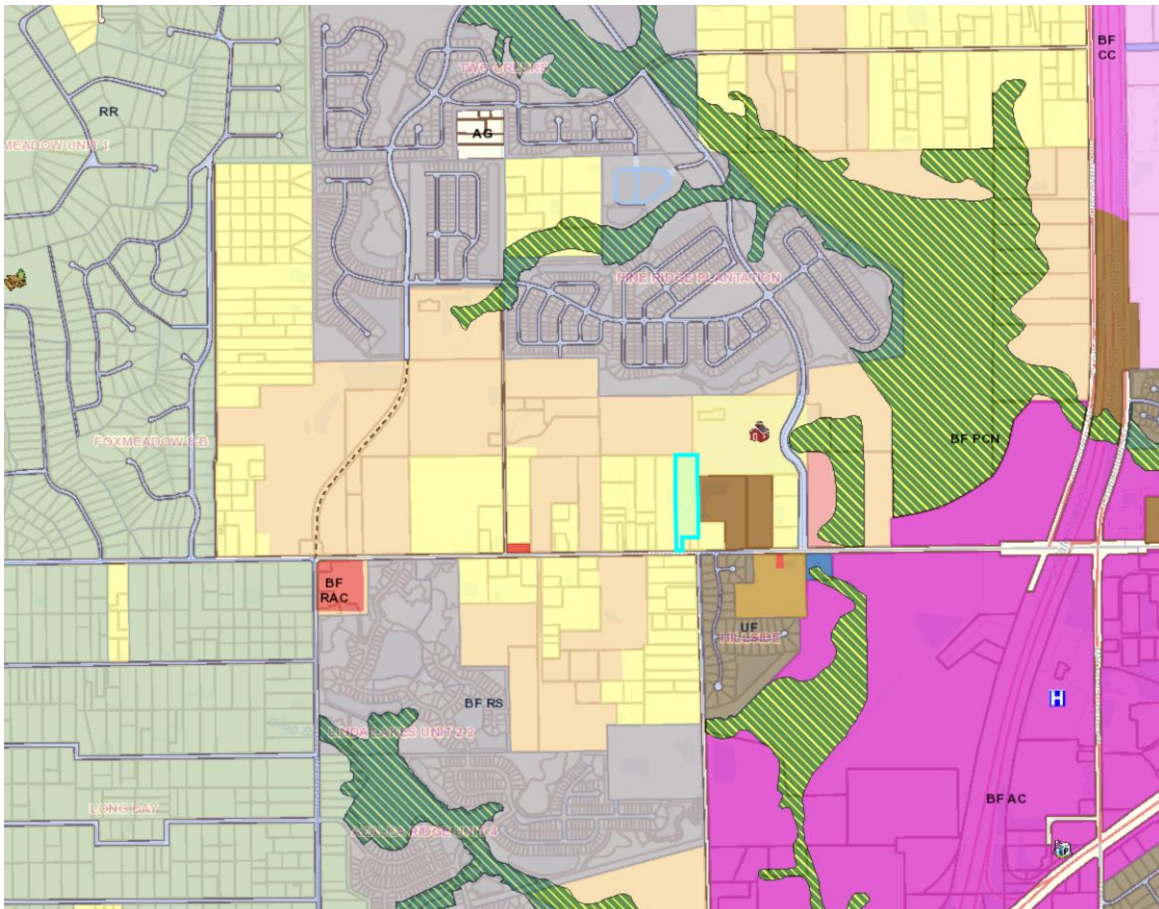
##### 2) Density

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.

36 **Analysis of Proposed Amendment**

37 The proposed amendment will change the land use of approximately 7.71 acres from Rural Residential to  
38 Branran Field Master Planned Community. The parcel is located within the Branran Field Master Plan area  
39 but retained the existing land use as it was designated prior to the master plan adoption. The intent of  
40 Branran Field is to have higher density residential located closer to the Branran Field Activity Center and to  
41 transition to the existing rural development located by Jennings State Forest. This parcel is surrounded by  
42 higher density developments designated as Branran Field Rural Suburbs land use but were developed with  
43 Branran Field Master Planned Community standards due to bonus density through preservation. The map  
44 below shows the location of the subject parcel in relation to the surrounding Two Creeks, Pine Ridge  
45 Plantation, Azalea Ridge, Linda Lakes and Foxmeadows neighborhoods.



46

47 The applicant is proposing to change the Future Land Use Map designation of this parcel from Branan Field  
 48 Existing Rural Residential (1 du/5 gross acres; with points and clustering 1du/acre) to Branan Field Master  
 49 Planned Community (BF MPC, 1 du/ 3 gross acre to 12 du/gross acre).

50 **Table 2 – Summary of Application**

COMP 24-0001	Acreage	Existing Land Use Category	Existing Maximum Intensity	Proposed Land Use Category	Proposed Maximum Intensity	Net Increase in Maximum Density
Tax parcel: 005603-000-00	7.71 acres	(BF) Existing/Rural Residential (RR)	1 du/5 net ac (max. 1 du)  1 du/1 net ac (with points and clustering) (max. 7 du)	BF MPC (Branan Field Master Planned Community)	12 du/gross ac	Increase 85 du

51

52 **Availability of Services**

53 Traffic Facilities:

54 Trip Generation calculated as: Low-Rise Residential Condominium/Townhouse (ITE 231)

55 P.M. Peak Hour of Generator Average Rate = .78 x 85 = 66

56 **Table 3 – Traffic Analysis**

Road	Segment	Entering		Exiting		Total PM Peak Hour Trips
		Percentage	Trips	Percentage	Trips	
Old Jennings Road	Long Bay to SR 23	58%	38	42%	28	66

57

58 There is available capacity on this segment of Old Jennings Road to accommodate potential increase in  
 59 project traffic.

60

61 Schools:

62 School Concurrency is required at the time of development review

63 Recreation:

64 Development in the Branan Field Master Plan is required to provide recreational facilities which will  
 65 minimize the impact to County recreational facilities.

66 Water and Wastewater:

67 The subject parcels are located within the Urban Service Area.

68 Stormwater/Drainage:

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

71 Solid Waste:

72 Clay County has existing solid waste service to the area.

73 **Table 4 - Existing Capacity for Solid Waste**

	Solid Waste	Units
Total Permitted Airspace	67,675,940	Cubic Yards
Available Airspace as of 1/10/2023	2,898,560	Cubic Yards
Future Airspace Available	47,559,070	Cubic Yards
Density	1.15	Ton per Cubic Yard
Total Available	54,692,930	Tons
Average Monthly	89,857	Tons
Site Life	584	Months
	48.7	Years

74 Source: Environmental Services 9/28/2023

75 **Land Suitability:**

76 Soils:

77 The parcel primarily contains Allanton and Scranton soils but also a small area of Albany. See Figure 5.

78 Flood Plain:

79 The subject property does not have any floodway located within its boundary. See Figure 6.

80 Topography:

81 The subject property is relatively flat with an elevation of approximately 64'. See Figure 7.

82 Regionally Significant Habitat:

83 The subject property is generally surrounded by primarily low density developed lands. The parcel adjacent  
84 to the north remains in a natural state. See Figure 8.

85 Historic Resources:

86 No historic structures are located within the property. See Figure 9.

87 Compatibility with Military Installations:

88 The subject property is not located near Camp Blanding.

Figure 5 – Soil Map

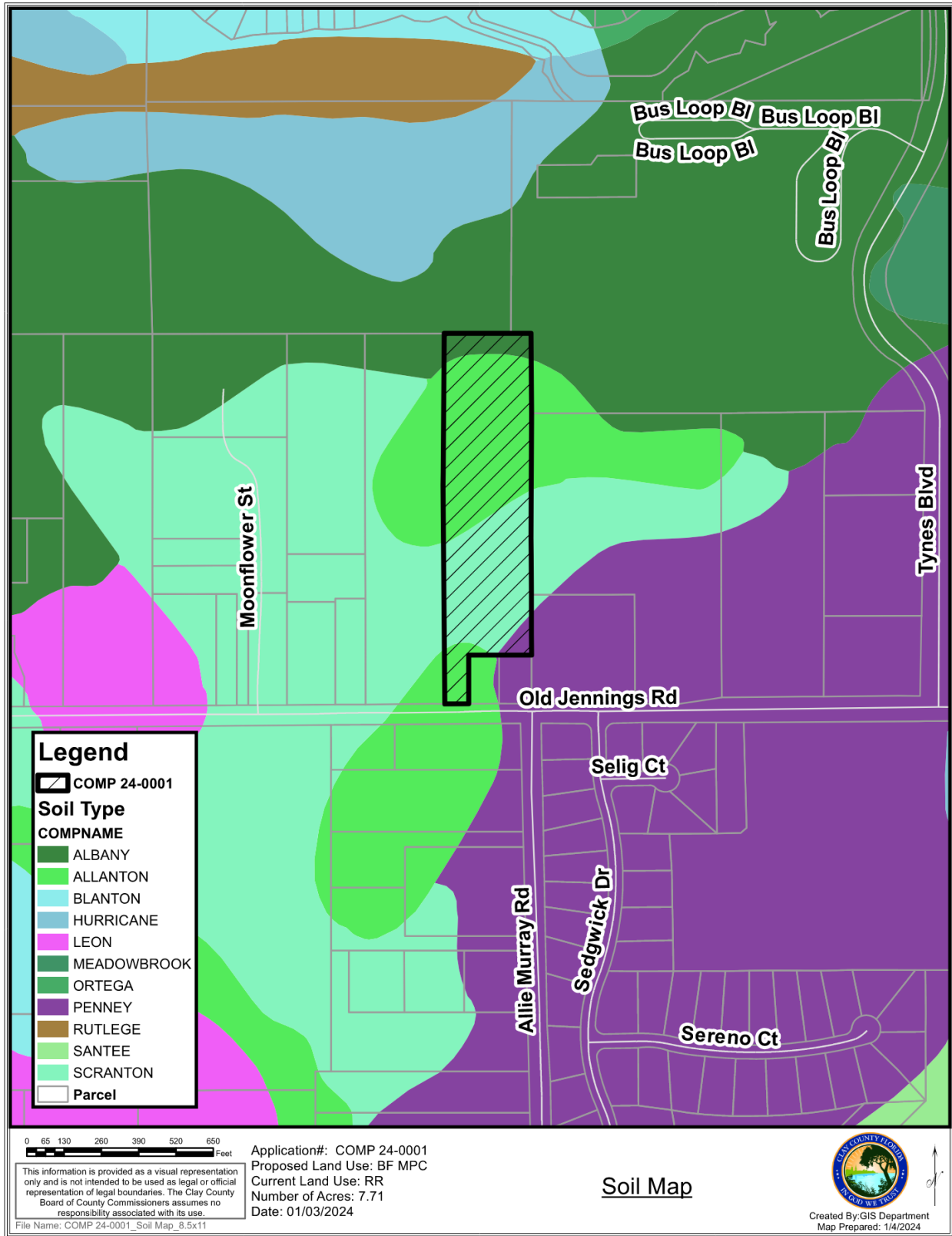


Figure 6 – Flood Zone Map

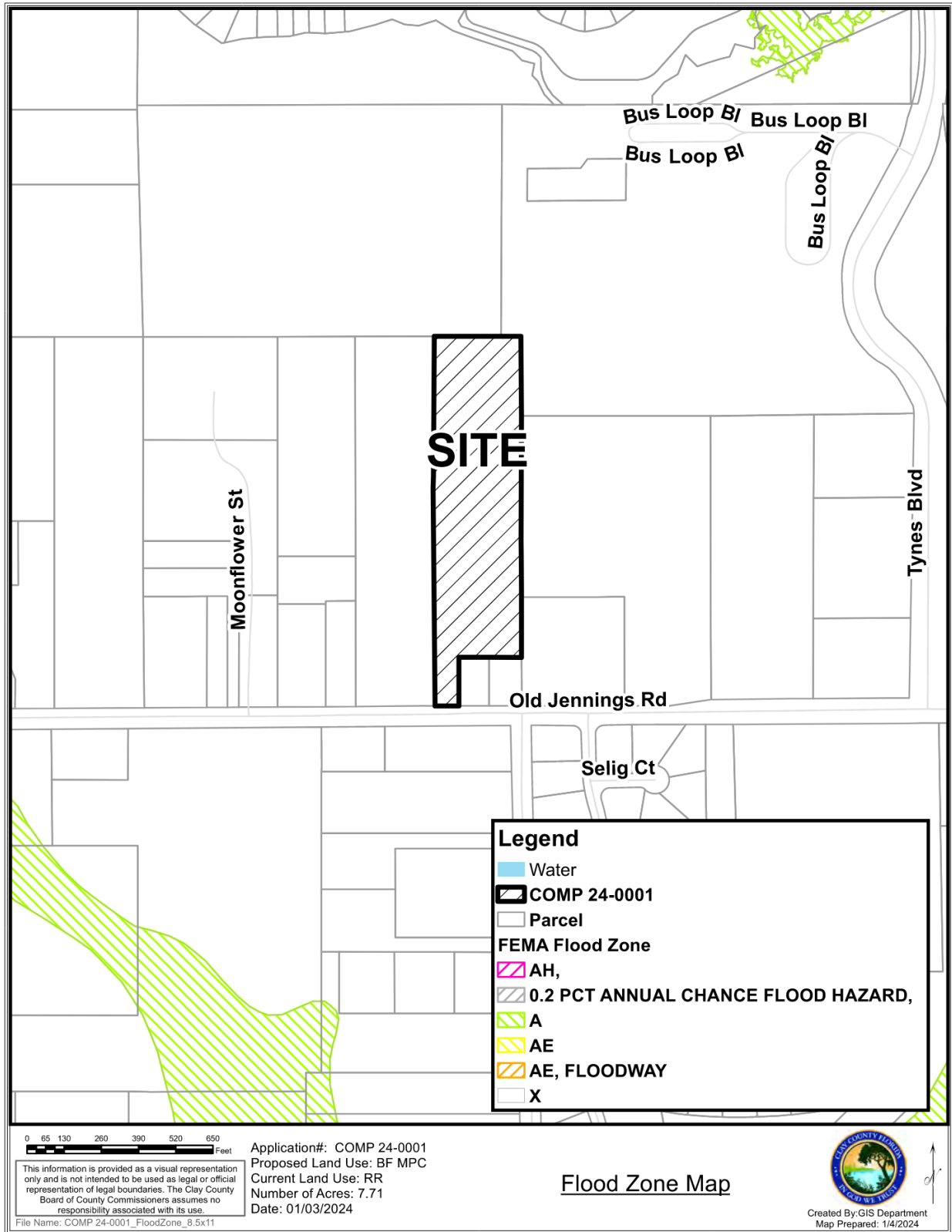


Figure 7 – Topo Map

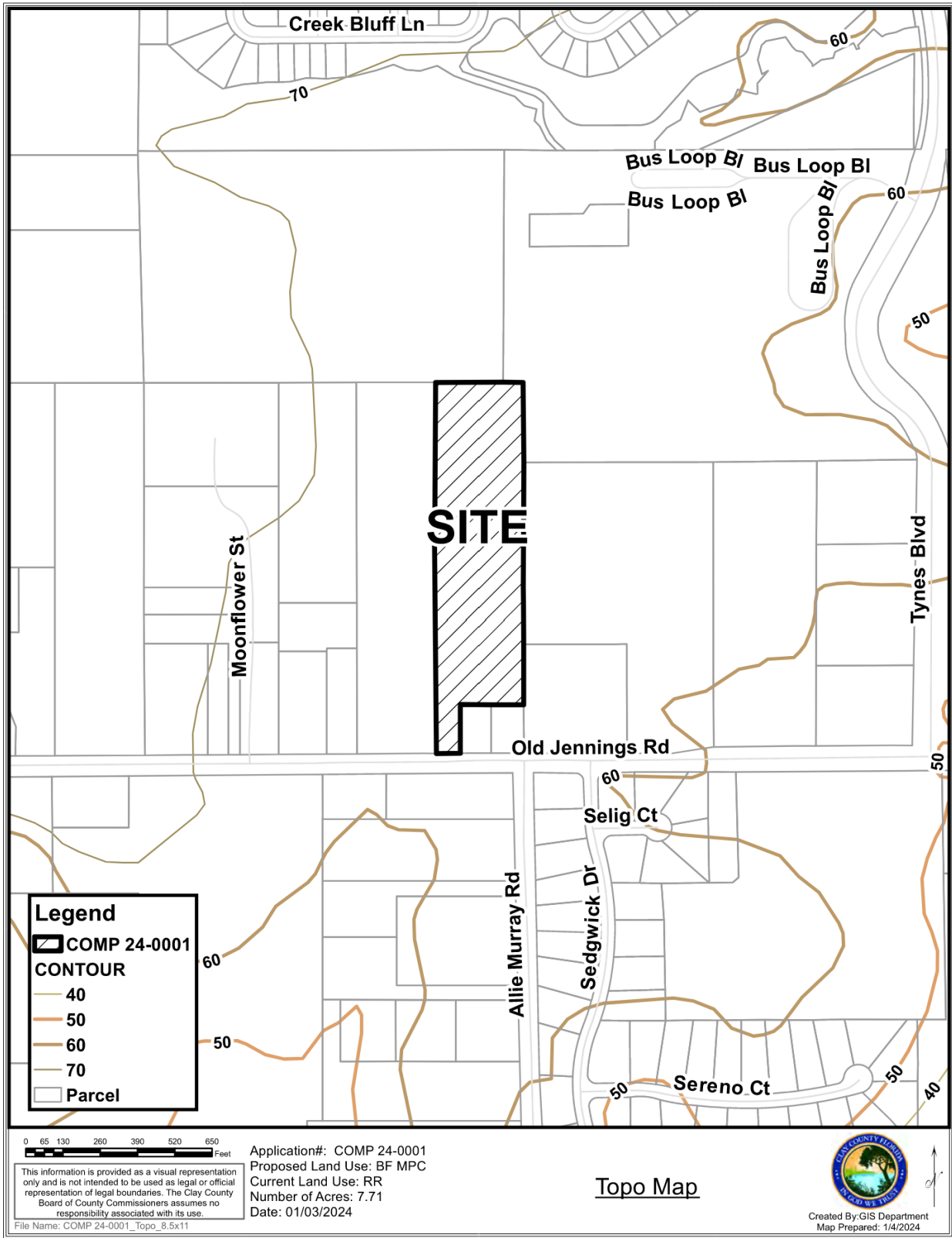


Figure 8 – Habitat Value Map

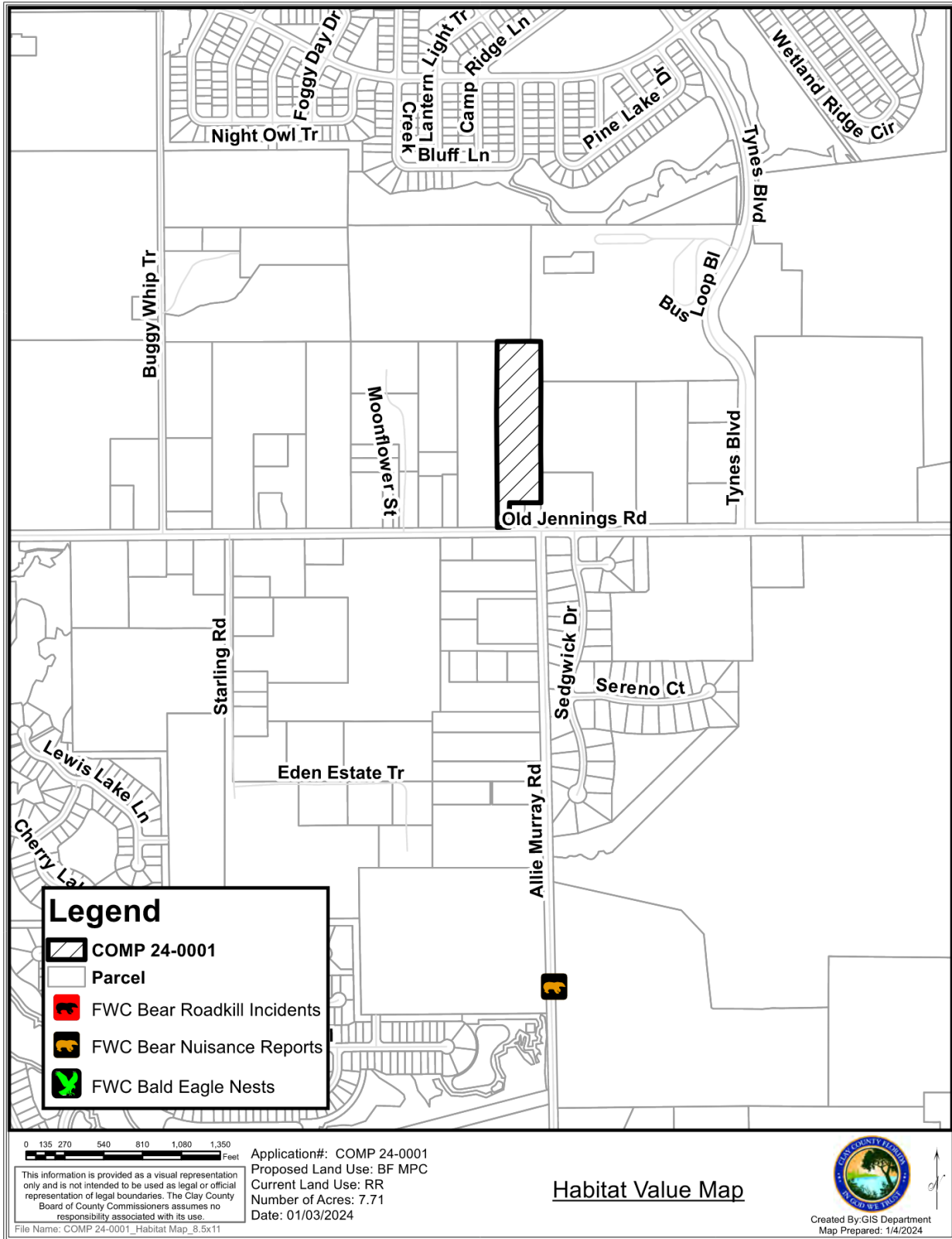
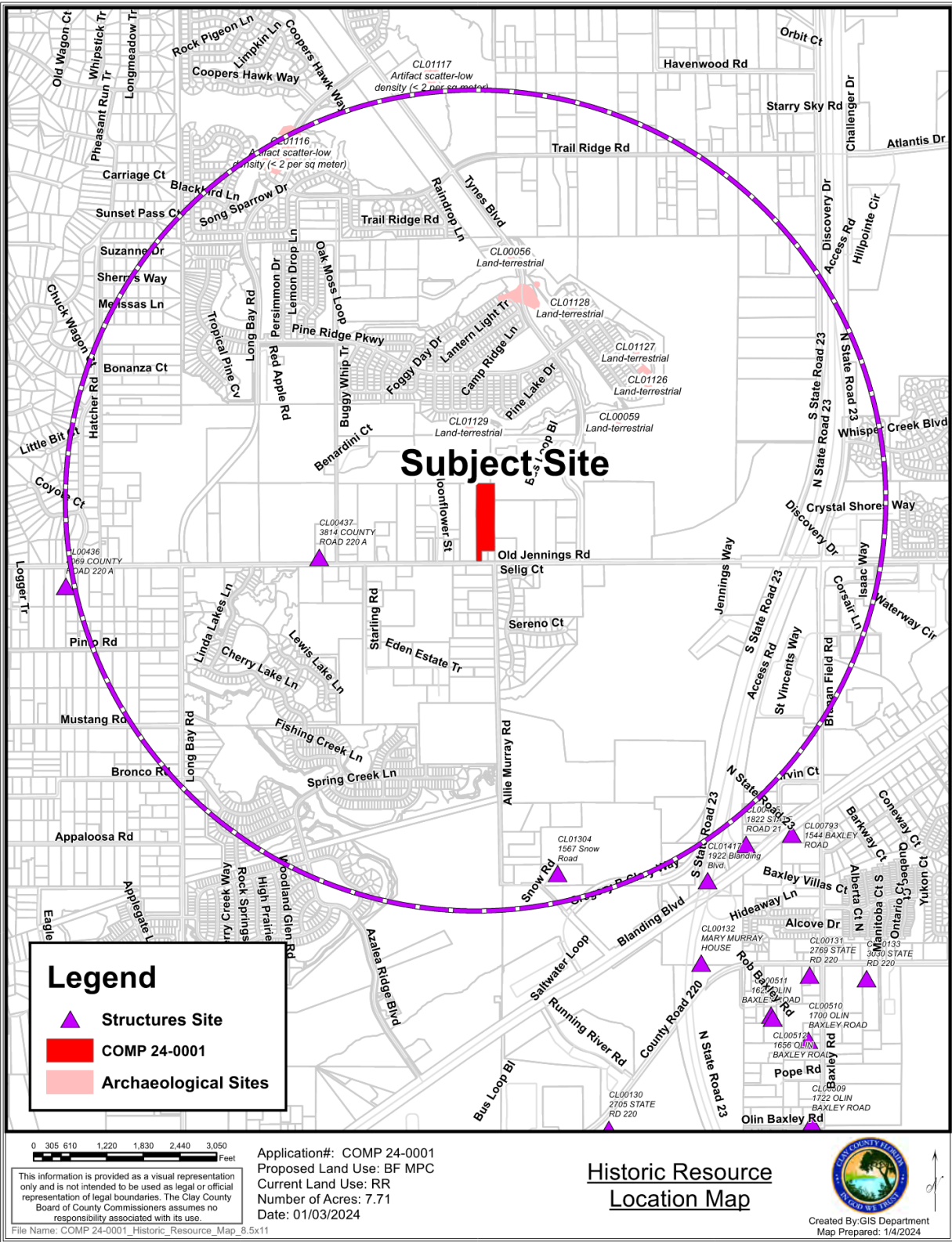


Figure 9 - Historic Resources



101 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. The proposed amendment will not promote, allow or designate substantial areas of the jurisdiction  
106 to develop as low-intensity, low-density, or single-use development or uses. The proposed  
107 amendment would increase the density to be more consistent with surrounding higher density  
108 developments.
- 109 2. The adoption of the amendment will not promote, allow, or designate significant amounts of urban  
110 development to occur in rural areas at substantial distances from existing urban areas. The subject  
111 property is located within .4 miles of the Branan Field Activity Center and is adjacent to an  
112 Elementary School.
- 113 3. The proposed amendment will not promote urban development in radial, strip, isolated, or ribbon  
114 patterns generally emanating from existing urban developments. The subject parcel is located in a  
115 developing area that would provide connection to surrounding developments.
- 116 4. The proposed amendment will not fail to adequately protect and conserve natural resources, such  
117 as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater  
118 aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other  
119 significant natural systems. The site does not appear to have significant wetlands or  
120 environmentally sensitive areas.
- 121 5. The proposed amendment will not fail to protect adjacent agricultural areas and activities,  
122 including silviculture, active agricultural and silvicultural activities, passive agricultural activities,  
123 and dormant, unique, and prime farmlands and soils. Some of the surrounding parcels are  
124 currently more rural in nature but not agricultural.
- 125 6. The proposed amendment will not fail to maximize the use of existing public facilities and services.  
126 The property is located within the Urban Service Area where public facilities and services are  
127 intended to be provided.
- 128 7. The proposed amendment does not fail to maximize use of future public facilities and services as it  
129 is located within the Urban Service Area where public facilities are anticipated to be extended.
- 130 8. The proposed amendment, located within the Urban Service Area, allows for land use patterns or  
131 timing which do not disproportionately increase the cost in time, money, and energy of providing  
132 and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater  
133 management, law enforcement, education, health care, fire and emergency response, and general  
134 government.
- 135 9. The proposed amendment does not fail to provide a clear separation between rural and urban uses  
136 as it is located in an area designated for urban development.
- 137 10. The proposed amendment does not discourage or inhibit infill development or the redevelopment  
138 of existing neighborhoods and communities. The proposed amendment will be infill development.
- 139 11. The proposed amendment does not fail to encourage a functional mix of uses. Development of the  
140 subject parcel would allow for higher density residential in close proximity to the Branan Field  
141 Activity Center.
- 142 12. The proposed amendment will not result in poor accessibility among linked or related land uses.

143 13. The proposed amendment will not result in the loss of significant amounts of functional open space  
144 as the parcel does not contain any Branan Field Primary Conservation Network lands which are  
145 the pristine lands intended for protection in the master plan area.  
146

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

- 149 1. Directs economic growth and associated land development to geographic areas of the community  
150 in a manner that does not have an adverse impact on and protects natural resources and ecosystems.
- 151 2. It promotes the efficient and cost effective use of existing and future public facilities and services.
- 152 3. Supports infill development.
- 153 4. Preserves open space and natural lands by redeveloping already impacted lands.  
154

### 155 **Summary and Recommendation**

156 The proposed amendment would add 7.71 acres of Branan Field Master Planned Community to an area  
157 believed to be appropriate for higher density due to the proximity to the Branan Field Activity Center. The  
158 subject parcel is located in an area that serves as a transition from the Activity Center to the pre-master plan  
159 existing lower density development to the west near Jennings State Forest. The subject parcel is immediately  
160 adjacent to BF MPC designated land and located within an area surrounded by neighborhoods developed  
161 with the BF MPC standards.

162 Staff recommends approval of COMP 24-0012 as shown on Figure 9.  
163

Figure 10 – Proposed Land Use Designation Map

