



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

Planning Department  
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Jacksonville, FL 32202  
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July 1, 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.: 2025-0364      Application for: Branan Field Rd 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 November 7, 2024.
2. The Original Written Description dated March 31, 2025.
3. The Original Site Plan dated October 17, 2024.

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

Planning Commission Vote:      **5-0**

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

Charles Garrison	Aye
Julius Harden	Absent
Ali Marar	Absent
Dorothy Gillette	Aye
Lara Diettrich (Alternate)	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 2025-0364 TO**  
**PLANNED UNIT DEVELOPMENT**

**JUNE 20, 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 **2025-0364** to Planned Unit Development.

<b><i>Location:</i></b>	0, 11203, 11201, 11203 Branan Field Road Between 103 <sup>rd</sup> Street and Oakleaf Plantation Parkway
<b><i>Real Estate Number:</i></b>	002331-0000; 002332-0000; 002340-0000; 002341-0000; 002342-0000; 002346-0100; 002327-0000
<b><i>Current Zoning District:</i></b>	Residential Rural-Acre (RR-Acre)
<b><i>Proposed Zoning District:</i></b>	Planned Unit Development (PUD)
<b><i>Current Land Use Category:</i></b>	Residential Rural (RR)
<b><i>Proposed Land Use Category:</i></b>	Low Density Residential (LDR)
<b><i>Planning District:</i></b>	Southwest, District 4
<b><i>Council District:</i></b>	District 12
<b><i>Applicant/Agent:</i></b>	Paul M. Harden, Esq Law Office of Paul M. Harden 1431 Riverplace Blvd, Suite 901 Jacksonville, Florida. 32207
<b><i>Owners:</i></b>	Kay Hughes 11203 Branan Field Road Jacksonville, Florida. 32222  William Kieth Faver Rep for the Estate of Dena H Faver 11203 Branan Field Road Jacksonville, Florida. 32222  Lynn Hope Domenech 11203 Branan Field Road

Jacksonville, Florida. 32222

Linda Loudy  
11203 Branan Field Road  
Jacksonville, Florida. 32222

Ryan Powell  
1086 Rigdon Road  
Jacksonville, Florida. 32222

***Staff Recommendation:***

**APPROVE**

### **GENERAL INFORMATION**

Application for Planned Unit Development **2025-0364** seeks to rezone approximately 79.33± acres of land from Residential Rural-Acre (RR-Acre) to Planned Unit Development (PUD). The rezoning is being sought to permit up to 283 single family residential units. The PUD differs from the Zoning Code by allowing for multiple lot sizes and widths by right in a singular development in the Low Density Residential (LDR) Land Use Category with a specific site plan. The proposed development seeks to allow for both 40- and 50-foot-wide lots with a minimum lot area of 4000 and 5000 square feet.

There is a companion Small Scale Land Use Amendment Application (2025-0363) seeking to amend the Land Use Category from Residential Rural (RR) to Low Density Residential (LDR). The Planning Department is also recommending approval of the Small-Scale Amendment.

### **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 approximately 79.33-acre subject site is located in the Suburban Development Area, the Southwest Planning District (District 4) and Council District 12. The site is located north of Branan Field Road, a local roadway, between Dawsons Creek Drive and Rippa Valley Way, which are both local roads. The site is approximately 0.75 miles northwest of Oakleaf Plantation Parkway, a minor arterial road, and is west of Cecil Commerce Center Parkway, an FDOT Expressway. The applicant is proposing a companion land use amendment from RR to LDR, which is pending concurrently with this application, pursuant to Ordinance 2025-363.

The site abuts Low Density Residential (LDR) to the east and if approved, the land-use amendment would extend the LDR land use westward and will bring the entire rezoning site into the LDR land use category. The site abuts Rural Residential (RR) and Mixed Use (MU) to the west, and MU to the north. The area south of the site across Branan Field Road is in the Recreation and Open Space (ROS) land use category. This ROS designated area is part of the Hunting Preserve in the Argyle Forest Development of Regional Impact (DRI) and a portion of a future city park. The DRI is over 8,000 acres and includes a mix of uses extending to Blanding Boulevard. The MU designation that surrounds the site on the west and north is part of the Cecil Field and Commerce Center that was established pursuant to Ordinance 2002-669-E.

The site is close to Cecil Airport. Approximately 40 acres are in a 50-foot height restriction zone and the rest of the site is in the 150-foot height restriction zone. At its closest, the site is also 250 feet from a runway protection zone. While the site is close to the airport, only approximately 2.15 acres on the south side of the site is in a Civilian Notice Zone.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) in the Suburban Area is intended to provide for low density residential development. Principal uses in the LDR land use category include, but are not limited to, single-family dwellings. The maximum gross density in the Suburban Area shall be seven (7) units/acre when full urban services are available to the site and there shall be no minimum density. The maximum gross density shall be 2 units per acre and the minimum lot size shall be 1/2 of an acre when both centralized potable water and wastewater services are not available. The maximum gross density shall be 4 units/acre and the minimum lot size shall be 1/4 of an acre if either one of centralized potable water or wastewater services are not available. According to the PUD application, the applicant intends to connect to central water and sewer.

The PUD allows for a maximum of 283 dwelling units, which is consistent with the proposed LDR land use pursuant to Ordinance 2025-363.

Therefore, Staff finds the proposed rezoning to be consistent with the FLUMs adopted as part of the 2045 Comprehensive Plan pursuant to Chapter 650 Comprehensive Planning for Future Development of the Zoning Code.

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

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 (FLUE):**

**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.

**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.

**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.

**Height Restriction Zones for Cecil Airport (2 zones)**

Approximately 40 acres of the north portion of the site is in the 50' height restriction zone for Cecil Airport. Approximately 40 acres on the south portion of the site are in the 150' height restriction zone. Zoning will limit development to a maximum height of 50 feet or 150 feet, depending on the location of development, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. Uses located within the Height and Hazard Zone must not create or increase the potential for such hazards as electronic interference, light glare, bird strike hazards or other potential hazards to safe navigation of aircraft as required by Section 656.1005.1(d).

**Civilian Notice Zone for Cecil Airport**

Approximately 2.2 acres of the southern portion of the site is also located in a Civilian Influence Zone for Cecil Airport. These zones encompass all lands within the 60-64.99 DNL noise contour range, also known as Airport Notice Zones within the Land Development Regulations, as well as the 65-74.99 and 75 and greater DNL noise contour ranges. They apply to Jacksonville International Airport, Herlong Recreational Airport, Jacksonville Executive at Craig Airport and Cecil Airport and are depicted on the Military and Civilian Influence Zones Map.

Execution of an Airport Notice Zone Acknowledgement for properties located within these zones is required pursuant to Section 656.1010, Ordinance Code.

### Noise Zones

The entire site is in 3 different Day-Night Sound Level (DNL) zones for Cecil Airport. These generally run from north to south on the site and the acreage for each zone is as follows:

Noise Zone	Acreage (approximate)
70-74.99 DNL	31 acres
65-69.99 DNL	47 acres
60-64.99 DNL	2 acres

Future Land Use Element Policies 2.6.8, 2.6.9, 2.6.10, 2.6.12, and 2.6.13 include requirements related to density, use, and noise level reduction for areas of the subject site with those noise zones.

Application was reviewed by JAA who provided the following comments:

This protection of airspace surfaces includes the mitigation of potential wildlife attractants. Guidance is provided in Advisory Circular 150/5200-33C Wildlife Attractants on or near Airports. Stormwater retention and/or aesthetic ponds are known to attract birds. It is recommended in the Advisory Circular that stormwater detention be designed with a maximum 48-hour detention period.

Additional best practices to reduce wildlife attractions are:

- Keep all trash contained and covered in a proper location.
- Eliminate the use of any fruit bearing or berry producing vegetation in landscaping.
- Eliminate the use of water features (i.e. fountains, ponds, etc.) that are used to provide aesthetic value.
- Do not feed wildlife (i.e. bird seed, cat food, etc.).
- Report significant wildlife observations to the Jacksonville Aviation Authority.

A 7460-1 Notice of Proposed Construction form should be submitted through the FAA's website prior to construction. The FAA will conduct an airspace analysis to determine if the final structures or construction activities, such as the use of a crane, will interfere with flight operations. A Notice to Airmen may be required during construction, and obstructions must be marked and lighted appropriately in accordance with Advisory Circular 70/7460-1M Obstruction Marking and Lighting.

### ***(C) Does the proposed rezoning conflict with any portion of the City's land use Regulations?***

The intended development will meet 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 categories as identified in the Future Land Use Map series (FLUMs): Residential Rural (RR). There is a proposed Land Use Amendment seeking to amend the site to Low Density Residential (LDR) functional Land Use Category. If the proposed amendment is approved, the Planning Department finds that the proposed PUD will be consistent with the 2045 Comprehensive Plan, as 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).

**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 is being requested to permit the development of single family residential. 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 with specific reference to the following:

**The existence or absence of, and the location of open spaces, plazas, recreational areas and common areas:** If the site is developed to the maximum number of 283 dwelling units, the applicant will need provide at least 1.22 acres of active recreation space to be consistent with Policy 2.2.3 Recreation and Open Space Element of the 2045 Comprehensive Plan.

**The use of existing and proposed landscaping:** The Property shall be developed in accordance with Part 12 Landscape Regulations of the Zoning Code, but can be rearranged with the approval of the Planning Department.

**Traffic and pedestrian circulation patterns:** As demonstrated on the attached site plan, vehicular access for the subject property shall be from a single point along Branan Field Road.



## **(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 parcel is located on the north side of Branan Field Road, a local Roadway, just to the east of the Cecil Airport. The surrounding area has a variety of zoning categories including AGR, RR-Acre and PUD's. The Dawsons Creek PUD (2003-0833) to the west of the subject site requires ½ acre lots that are at least 90 feet wide. The Copper Ridge PUD (2017-0343) to the east of the subject site has minimum lot widths of 50 feet with a minimum lot area of 6,000 square feet.

**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	MU	PUD-1997-1064	Cecil Airport
South	RR/LDR/ROS	RR-Acre	Single Family Dwellings
East	LDR	PUD-2017-343	Single Family Dwellings
West	RR/MU	PUD-2003-833 / PUD-1997-1064	Single Family Dwellings/ Cecil Airport

## **(6) Intensity of Development**

The proposed development is consistent with the LDR functional land use category with specific reference to the following:

**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. Per the JEA Memo dated November 5, 2024 Water and Sewer Services are both available under Branan Field Road.

## ***(7) Usable open spaces plazas, recreation areas.***

The proposed development is providing 2.84 acres of active recreation space, as well as an additional 24.73 acres of open space.

## ***(8) Impact on wetlands***

Review of a 2004 Florida Land Use and Cover Classification System map provided by the St. Johns River Water Management District did identify some pockets of wetlands on-site. Nevertheless, any development impacting wetlands will be permitted pursuant to local, state, and federal permitting requirements.

***(9) Listed species regulations***

Per Wildlife and Habitat Assessment dated August 15, 2024 by Oneida Environmental:

OE documented one state or federally listed wildlife species, gopher tortoise, utilizing the property during the on-site assessment. If a USACE, SJRWMD, FDEP and/or local government permits are required for the project, USFWS and/or FWC may be notified and allowed to comment on listed species with the potential to occur on the subject property. During this comment period, additional information may be requested from the applicant to document whether the project proposes to impact any potentially occurring listed wildlife species. This request for additional information may take the form of informal correspondence or formal consultation. The species that are more likely to trigger a request for additional information will depend on the nature of the work being proposed and may include, but are not limited to, gopher tortoise and eastern indigo snake. If state or federal permits are not required, USFWS and/or FWC consultations regarding listed wildlife species will be at the discretion of the applicant.

***(10) Off-street parking including loading and unloading areas.***

The parking requirements for this development shall be consistent with the requirements of Part 6 of the Zoning Code.

***(11) Sidewalks, trails, and bikeways***

Pedestrian access shall be provided by sidewalks installed in accordance with the 2045 Comprehensive Plan.

**SUPPLEMENTARY INFORMATION**

The applicant provided documentation and photo proof to the Planning Department on **April 10, 2025** that the Notice of Public Hearing signs were posted.



### **RECOMMENDATION**

Based on the foregoing, it is the recommendation of the Planning Department that Application for Rezoning Ordinance **2025-0364** be **APPROVED** with the following exhibits:

**The original legal description dated November 7, 2024**

**The original written description dated March 31, 2025**

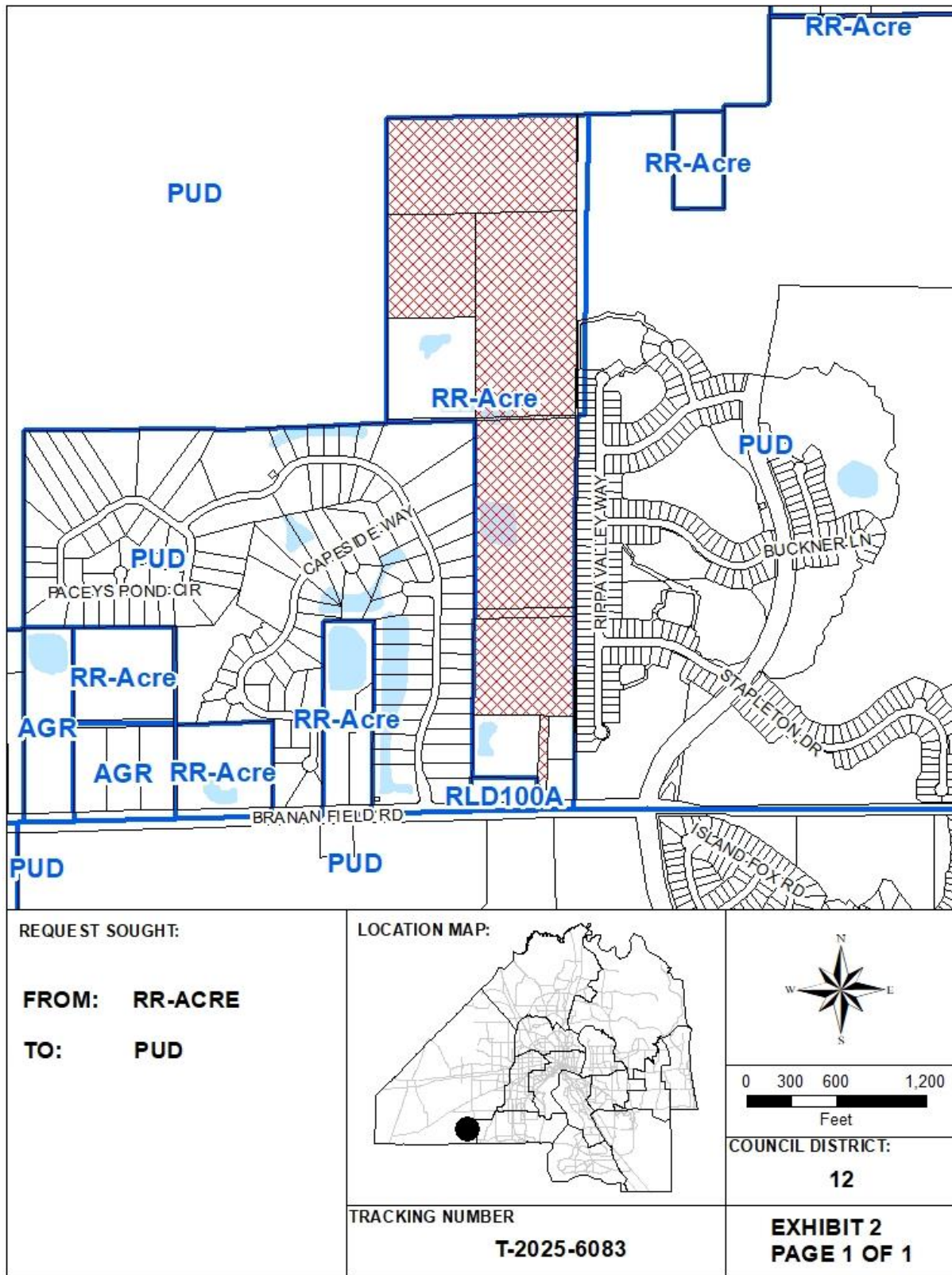
**The original site plan dated October 17 2024.**

Based on the foregoing, it is the recommendation of the Planning Department that the application for Rezoning **2025-0364** be **APPROVED**.



**Aerial View**





Legal Map