



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** May 4, 2021
FROM: Michael Daniels, AICP, Planning & Zoning Director
SUBJECT: Future Land Use Amendment from Commercial High Intensity to Central Business District for property located at 200-206 Orange Avenue

PROPERTY DESCRIPTION

APPLICANT: Janis Fleet, Fleet and Associates **OWNER:** 200 North Orange Avenue Holding LLC

PROPERTY LOCATION: 200-206 N Orange Ave

PARCEL NUMBER: 017301-000-00

FILE NUMBER: 202100023 & 202100224

CURRENT ZONING: GCC – Gateway Corridor Commercial

FUTURE LAND USE DESIGNATION: CHI – Commercial High Intensity

SURROUNDING LAND USE

NORTH: **FLU:** CHI **SOUTH:** **FLU:** CHI/RMD
Z: CBD **Z:** GCC/INS
Use: Retail **Use:** Undeveloped

EAST: **FLU:** RMD **WEST:** **FLU:** CHI
Z: R-2 **Z:** GCC
Use: Residential **Use:** Retail

BACKGROUND

The applicant has applied for a Future Land Use Map Amendment for the subject property from Commercial High Intensity to a Central Business District. The purpose of the request is to allow for additional development in close proximity to US 17 that is consistent with the development form within the Central Business District.

The current Commercial High Intensity Future Land Use District is guided for a wide array of commercial uses, such as hotels, motels, automobile sales, service and repair, housing above businesses, churches and others. The maximum Floor Area Ratio is .40

The proposed Central Business District is guided by predominantly retail and service establishments consistent with the redevelopment of the downtown area. The maximum Floor Area Ratio is 2.0.

PROPERTY DESCRIPTION

200-206 S Orange Ave is a developed commercial property on 1.26 acres. There is an existing structure on the property with 19,819 square feet. It currently contains two suites occupied by Dollar Tree and Green Cove Dental and two vacant suites (one at each end of the plaza). There are approximately 64 parking spaces available. There are two monument signs along Orange Avenue. The site has access to Ferris Street to the north and Bay Street to the south. The property also has a full access point on US 17.

Figure 1. Existing Structure (Google Streetview, Oct. 2019)



Figure 2. Aerial Map

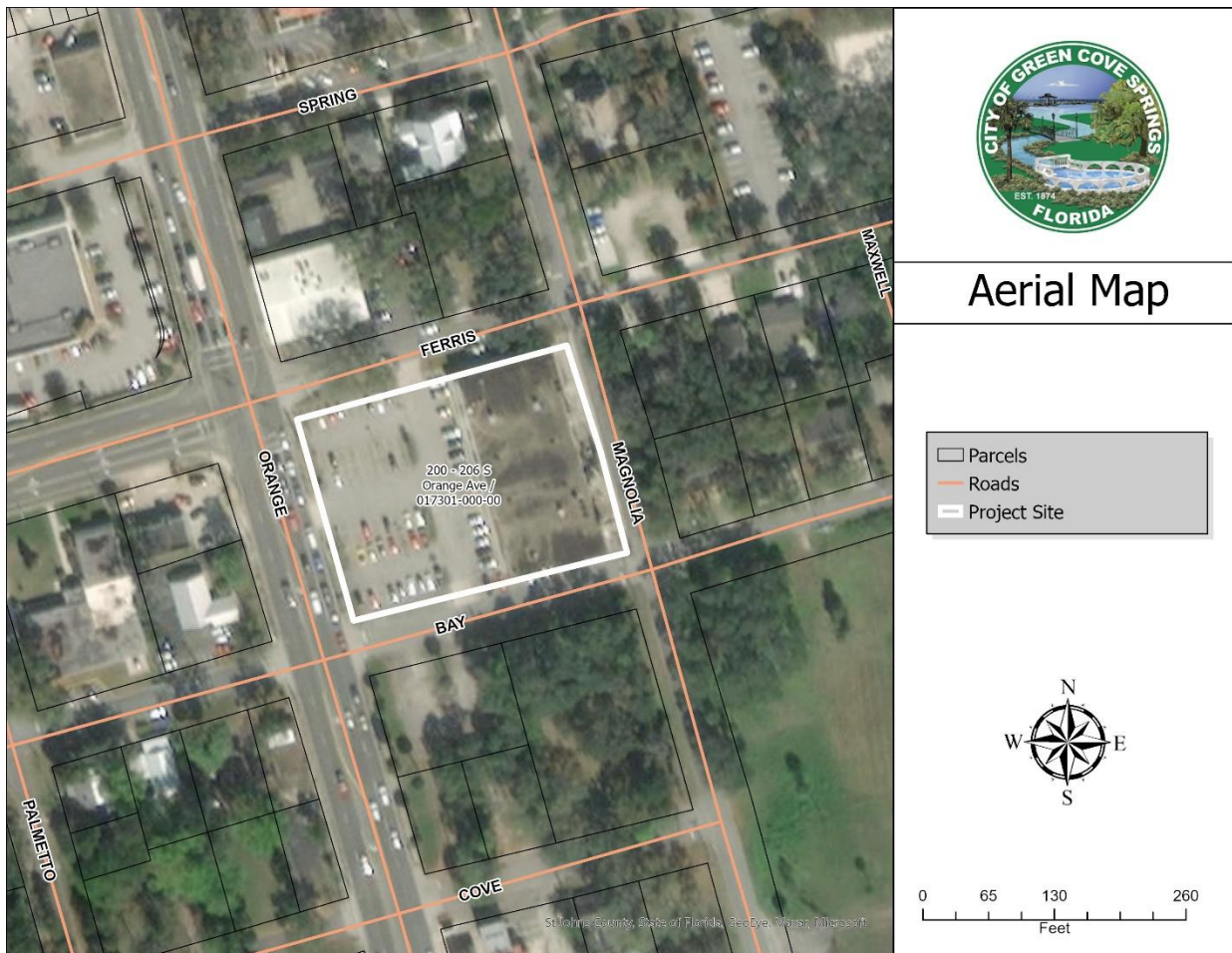


Table 1. FLUM Designation Comparison

	Existing	Proposed
FLUM District	Commercial High Intensity (CHI)	Central Business District (CBD)
Max. Floor Area Ratio	0.40	2.0
Typical Uses	Commercial uses, such as hotels, motels, automobile sales, service and repair, housing above businesses, churches and others	Retail and service establishments consistent with the redevelopment of the downtown area.

NEEDS ANALYSIS

Per Chapter 163.3177, Florida Statutes, need shall be based upon the amount of land designated for future uses and shall:

- 1) Provide a balance of uses that foster vibrant, viable communities and economic opportunities and address outdated development patterns, such as antiquated subdivisions; and,
- 2) Allow the operation of real estate markets to provide adequate choices for residents and business, with the amount of land designated for future use not limited solely by the projected population. The minimum amount of land use required to accommodate at least a 10-year planning period must be included in the comprehensive plan.

Comment: City Council has expressed interest in growing the downtown area and providing additional opportunities for businesses therein. Amending the land use of this property will increase opportunities for new businesses to set up within Green Cove Springs Downtown, revitalize the property with proposed redevelopment, as well as update the development pattern. This request supports growing demand for commercial space and will increase the variety of spaces available.

URBAN SPRAWL ANALYSIS

Section 163.3177, Florida Statutes, requires that any amendment to the Future Land Use Element to discourage the proliferation of urban sprawl. Section 163.3177(6)(a)9.a., Florida Statutes, identifies 13 primary urban sprawl indicators and states that, “[t]he evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality...”

An evaluation of each primary indicator is provided below.

(I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

Evaluation & Findings: The proposed amendment will revise the FLUM designation from CHI to CBD. By revising the Future Land Use designation to CBD, the property will be able to maintain its existing structure and add more commercial square footage to the site. This will allow for higher density of development and a more urban type of development in the core area of the City that has a high demand for additional commercial spaces.

(II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.

Evaluation & Findings: The project site is located within the urban core area of Green Cove Springs and adds to the existing development in the area which is suitable for developing, thereby reducing development pressure in rural and unincorporated areas.

(III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

Evaluation & Findings: The proposed CBD Future Land Use designation is compatible with the surrounding development.

(IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

Evaluation & Findings: The site is not located within a floodplain and does not have significant native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

(V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.

Evaluation & Findings: The project site is located within an urban area with surrounding commercial development. There are no adjacent agricultural areas and activities.

(VI) Fails to maximize use of existing public facilities and services.

Evaluation & Findings: With the project site being located within an area with existing development, the proposed development will utilize existing public facilities and services.

(VII) Fails to maximize use of future public facilities and services.

Evaluation & Findings: Any future improvements to the City's public facilities and services will be utilized by the project site.

(VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

Evaluation & Findings: The project site is located within an existing commercial area with existing public facilities and services. The proposed development will utilize existing public facilities and services and will not increase the time, money, and energy for providing and maintaining these facilities.

(IX) Fails to provide a clear separation between rural and urban uses.

Evaluation & Findings: The site is located within an urban area and is not adjacent to any rural zoned properties.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

Evaluation & Findings: The proposed application will allow infill development on a developed site.

(XI) Fails to encourage a functional mix of uses.

Evaluation & Findings: The project site is located within an existing commercial area and will allow for a mix of commercial uses.

(XII) Results in poor accessibility among linked or related land uses.

Evaluation & Findings: The project site has three existing ingress/egress points. Accessibility to linked or related land uses will not be diminished.

(XIII) Results in the loss of significant amounts of functional open space.

Evaluation & Findings: Additional proposed development will not reduce functional open space.

In addition to the preceding urban sprawl indicators, Florida Statutes Section 163.3177 also establishes eight (8) "Urban Form" criteria. An amendment to the Future Land Use Map is presumed to not be considered urban sprawl if it meets four (4) of the (8) urban form criteria. These urban form criteria, and an evaluation of each as each may relate to this application, are provided below. The applicant has provided an analysis of the application's consistency with Section 163.3177 within the application materials, and contends that the proposed amendment will not encourage urban sprawl by showing it meets four of the eight urban form criteria.

1. Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

Evaluation & Findings: The project site is located within existing commercial development where development will occur in developed areas as opposed to undeveloped areas. The proposed development directs the growth within the urban area.

2. Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

Evaluation & Findings: This application, as well as the companion rezoning application, will result in a higher density commercial development utilizing existing public infrastructure and existing services.

3. Promotes walkable and connected communities and provides for compact development and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

Evaluation & Findings: This application and the companion rezoning application will allow for higher density commercial development, allowing for a more urban type of development in the downtown area. It will increase the walkability of the downtown area through redesign of the sidewalk and landscaping, as well as through active building edges along Orange Avenue, which will increase safety and vibrancy of the area.

4. Promotes conservation of water and energy.

Evaluation & Findings: The project site is located within an urban area with surrounding commercial development. Development in core urban areas reduces the pressure to develop in areas further outside of the urban areas.

5. Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

Evaluation & Findings: The project site is located within an urban area with surrounding development. There are no adjacent agricultural areas and activities. Development in core urban areas reduces the pressure to develop in agricultural areas.

6. Preserves open space and natural lands and provides for public open space and recreation needs.

Evaluation & Findings: N/A

7. Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

Evaluation & Findings: The proposed site is located within close proximity to a variety of nonresidential uses. The proposed development will bring new businesses into this mixed-use, urban area, providing a balance of land uses to the area.

8. Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.

Evaluation & Findings: N/A

CONSISTENCY WITH THE COMPREHENSIVE PLAN

The following Goals, Objectives, and Policies (GOPs) support the proposed amendment to the Future Land Use Map of the City of Green Cove Springs Comprehensive Plan:

FUTURE LAND USE ELEMENT

Goal 1: To develop and maintain land use programs and activities to provide for the most appropriate use of the land and direct growth to suitable areas while protecting the public, health, safety and welfare.

Policy 1.3.4: To promote redevelopment, the City shall allow higher densities and structures up to five (5) stories high in appropriate areas.

TRANSPORTATION ELEMENT

Objective 2.8 Site Development Traffic Circulation: The City shall require that all major developments and planned unit developments provide a circulation system which: provides adequate access to the major roadway network; provides for sound design of local and collector streets within such development....

SANITARY SEWER, SOLID WASTE, DRAINAGE, POTABLE WATER, AND AQUIFER RECHARGE ELEMENT

Objective 4.6: Future development shall be required to connect with central sewer and water systems and provide drainage facilities which maximize the use of existing facilities and discourage urban sprawl.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Square Feet	Daily		PM Peak	
		Rate	Trips	Rate	Trips
Maximum Development Potential Based on Existing FLU					
General Commercial (ITE 820)	21,954	42.94	2,535	3.37	74
Total	-	-	144	-	11

Land Use ¹ (ITE)	Square Feet	Daily		PM Peak	
		Rate	Trips	Rate	Trips
Proposed					
Residential Condo/TH (ITE 820)	109,771	42.94	7,212	3.37	677
Total	-	-	174	-	16

1. Source: Institute of Transportation Engineers: Trip Generation Manual 9th Edition

Conclusion: The proposed maximum development within the CBD Future Land Use Designation on the ±1.26-acre site would result in a potential net increase of over 4,500 Annual Average Daily Trips (AADT).

The full access point on US 17 does not meet FDOT spacing requirements. FDOT will review the access point as part of a redevelopment project. Due to its spacing from the signalized intersection at Ferris Street and the unsignalized full intersection at Bay St, this access point is a safety concern and most likely shall be removed as a part of a redevelopment project.

All development shall comply with FDOT site triangle requirements to ensure visibility for turning movements.

Potable Water & Sanitary Sewer Impacts

Water and Sewer impact would be determined by staff at the time development plans are brought forth, as impact for commercial development is based on usage, which is more difficult to estimate than it is for residential development, where there is an average per person to use for calculations.

For the existing spaces in the plaza, the following are average monthly water / wastewater consumption values in gallons:

- 200-A S Orange Ave, Vacant: 4 (2017: 7,958)
- 200-B S Orange Ave, Green Cove Dental: 446
- 204 S Orange Ave, Dollar Tree: 44,048
- 206 S Orange Ave, Green Cove Kitchen: 7,932

Conclusion: The City of Green Cove Springs has available capacity to meet demands from new development and does not anticipate this proposed future land use amendment or rezoning will exceed the City's adopted LOS or permitted capacity

Solid Waste Impacts

The City of Green Cove Springs' solid waste is disposed of at the Rosemary Hill Solid Waste Management Facility operated by Clay County. Per the Clay County Comprehensive Plan, a minimum of three (3) years capacity shall be maintained at the County's solid waste management facility. For commercial developments, the City does not provide Curbside Service; commercial locations must instead contract with an approved franchisee for containerized collection.

Conclusion: The proposed future land use amendment and rezoning are not expected to negatively impact the City's adopted LOS or exceed the County solid waste management facility's capacity.

STAFF COMMENTS

Staff informed the applicant of concerns related to parking and visibility when turning off of Ferris or Bay Street onto Orange Avenue, and Staff suggested changes to the conceptual plan for these concerns.

Attachments include:

1. FLUM Application

STAFF RECOMMENDATION

Staff recommends approval of the future land use amendment and rezoning.

RECOMMENDED MOTION: (Future Land Use Amendment)

Motion to approve for form and legality the first reading of Ordinance O-07-2021, to amend the Future Land Use of the property described therein from Commercial High Intensity to Central Business District.