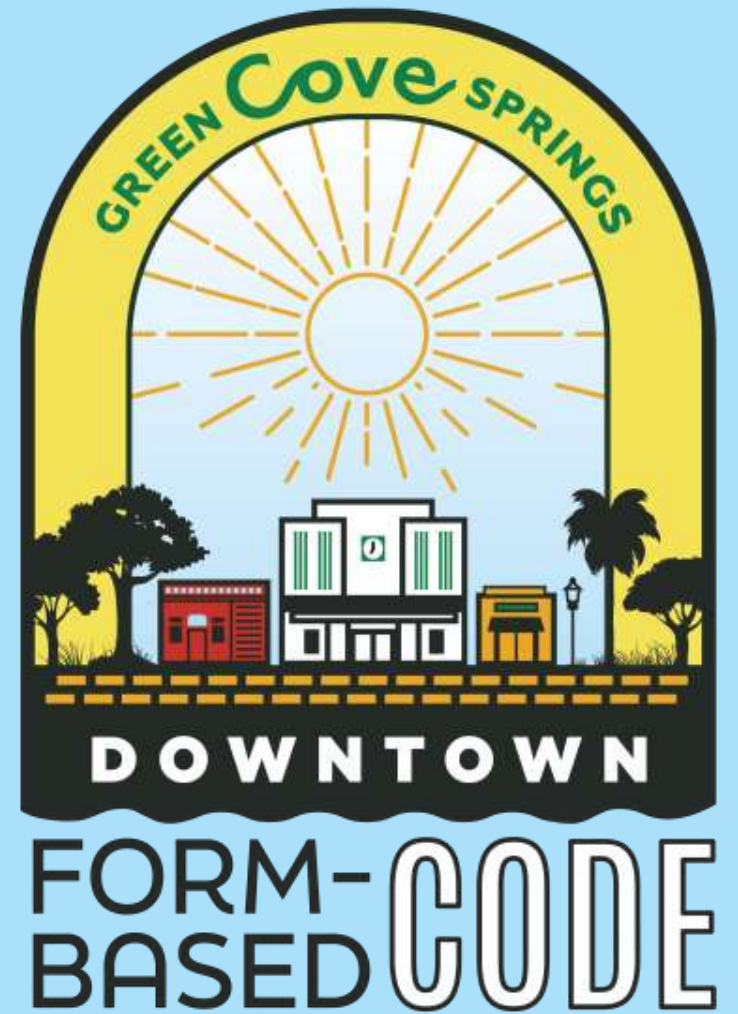


# GREEN COVE SPRINGS FORM-BASED CODE

joint workshop

03.05.2024





# AGENDA

- 1 background
- 2 public engagement
- 3 form-based code overview
- 4 discussion
- 5 next steps




background



# BACKGROUND



**FUTURE LAND**



GO.

**TO DEVELOP AND MAINTAIN LAND TO PROVIDE FOR THE MOST APPROPRIATE DIRECT GROWTH TO SUITABLE AREAS FOR THE HEALTH, SAFETY AND WELFARE OF THE CITY.**

**OBJECTIVE 1.3. Character & Compatibility.**

Future development and redevelopment projects shall protect the City's unique character, historic neighborhoods, and high quality of life.

Policy 1.3.1. The City shall update the current zoning map and district regulations to implement the directives of this plan.

Policy 1.3.2. The City shall establish locational criteria in the LDC for future rezoning of sites to higher density and/or intensity districts. The following principles shall be considered:

- a. Compatibility means that different land uses can coexist in relative proximity to each other provided that a use is not impacted directly or indirectly by another use.
- b. Increases in density and intensity must generally occur in a gradual fashion, avoiding abrupt transitions.
- c. High density residential uses should generally be located in areas that have adequate vehicular access and proximity to service uses.
- d. Spot zoning should be avoided. Spot zoning refers to changing the zoning designation of a small parcel of land for a design that is totally different from that of the surrounding area for the benefit of the owner of such property and to the detriment of other owners.

Policy 1.3.3. As the City continues to grow, its LDC shall be updated to incorporate urban design principles, such as:

- a. Form-based code regulations for the downtown and surrounding areas;
- b. Smaller building setbacks and lot sizes;
- c. Green infrastructure; and
- d. A reduction and relocation of vehicular parking spaces and areas to the rear or side of structures where appropriate.

Policy 1.3.4. The City shall require all new development and redevelopment projects to integrate harmoniously into established neighborhoods through the use of buffering, open space, landscaping, and other site design tools.

Policy 1.3.5. The City shall ensure that all existing, new, and expanded subdivisions are consistent with the sustainability, character, compatibility, resource preservation, and economic development interests of the City.

Policy 1.3.6. The City shall prohibit future encroachment of nonresidential development into established neighborhoods which are incompatible with the character of the area.

Policy 1.3.7. The City shall amend its LDC to provide additional design and compatibility requirements for developments located along major roadway corridors.

Policy 1.3.8. The City shall encourage the shared construction, maintenance, and use of shared parking and stormwater management facilities between adjacent and nearby developments.

Policy 1.3.9. The City shall seek to develop a signage and wayfinding master plan to enhance the navigability, branding, and aesthetic character of the City.

Policy 1.3.10. The City shall work with FDOT and the North Florida TPO to improve the image of the US 17 and SR 16 corridors by adding landscaping, banners, and other elements that would help create a sense of place.

Policy 1.3.11. The City shall explore the possibility of creating a gateway near the Governors Creek bridge, where the waterfront is first visible to drivers traveling south on US 17.

FUTURE LAND USE 1-5

**Future development and redevelopment projects shall protect the City's unique character, historic neighborhoods, and high quality of life.**

**Policy 1.3.3.** As the City continues to grow, its LDC shall be updated to incorporate urban design principles, such as:

- a. Form-based code regulations for the downtown and surrounding areas;
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- d. A reduction and relocation of vehicular parking spaces and areas to the rear or side of structures where appropriate

February 2022

# BACKGROUND



## DOWNTOWN MASTER PLAN

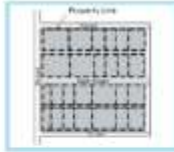
Green Cove Springs, Florida

### 4. Establish & Adopt Form-Based Code

The Land Development Code and Zoning Map are the most important tools for implementing the vision for Downtown. Most sites in the Downtown are zoned Central Business District (CBD), the north and south gateways into downtown (US 17) are zoned Gateway Corridor Commercial (GCC), and the south side of the Ferris Street corridor and the west side of Palmetto Avenue are zoned Gateway Corridor Neighborhood (GCN). There are a few sites on Magnolia Avenue zoned R-1. Public sites are zoned Institutional (INS). While the current zoning standards have tried to address infill, redevelopment, and quality of design, transitioning to a Form-Based Code for the Downtown area and the US 17 and SR 16 commercial corridors as they enter the downtown would be the best option to achieve the vision.

The intent of the Form-Based Code (FBC) will be to preserve the existing character of the Downtown, while promoting quality infill and redevelopment in a walkable and mixed-use urban environment. The new FBC will contribute to streamlining the current zoning and development review process and provide developers, builders and residents with a more predictable and transparent process for development and redevelopment. Implementation of a form-based code would also lead to greater interest in the city for new investment and economic growth that would be fueled by the creation of a richer and more vibrant urban environment in the heart of Green Cove Springs.

Recommendations for implementing a Form-Based Code within the City are detailed within Supplemental Document B.



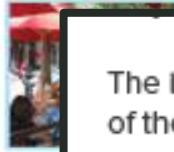
#### Block Layout / Connectivity

Block size is key to achieving good urban form and transportation connectivity. Shorter blocks improve the pedestrian experience as well as foster a street network that supports the efficient distribution of traffic. The urban core gridded network shall be maintained and improved.

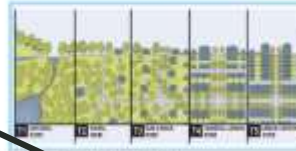


#### Building Placement / Orientation

The placement of a building on a site is critical to creating a vital and coherent public realm. Buildings must be oriented to the street; parking areas must be placed behind the buildings. Building orientation can also be defined by locating prominent entrances along the principal street.



#### Public Realm



Source: Form-Based Codes Institute

The intent of the Form-Based Code (FBC) will be to preserve the existing character of the Downtown, while promoting quality infill and redevelopment in a walkable and mixed-use urban environment. The new FBC will contribute to streamlining the current zoning and development review process and provide developers, builders and residents with a more predictable and transparent process for development and redevelopment. Implementation of a form-based code would also lead to greater interest in the city for new investment and economic growth that would be fueled by the creation of a richer and more vibrant urban environment in the heart of Green Cove Springs.

April 2022



2




# PUBLIC ENGAGEMENT

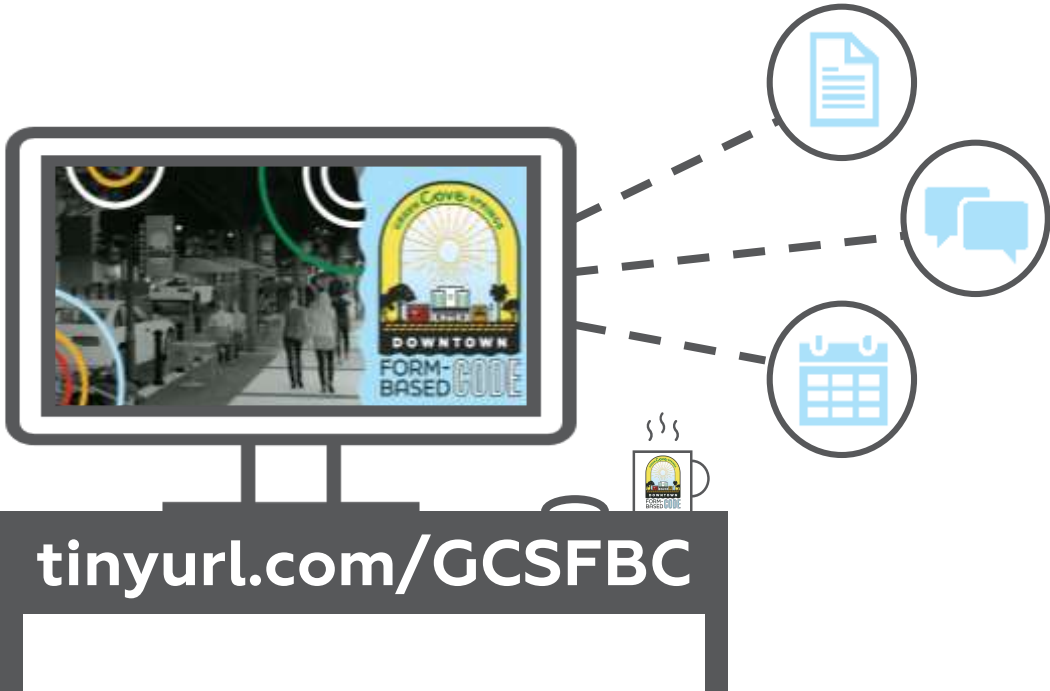
# PROJECT WEBSITE



## Document Library

View project documents and meeting summaries below.

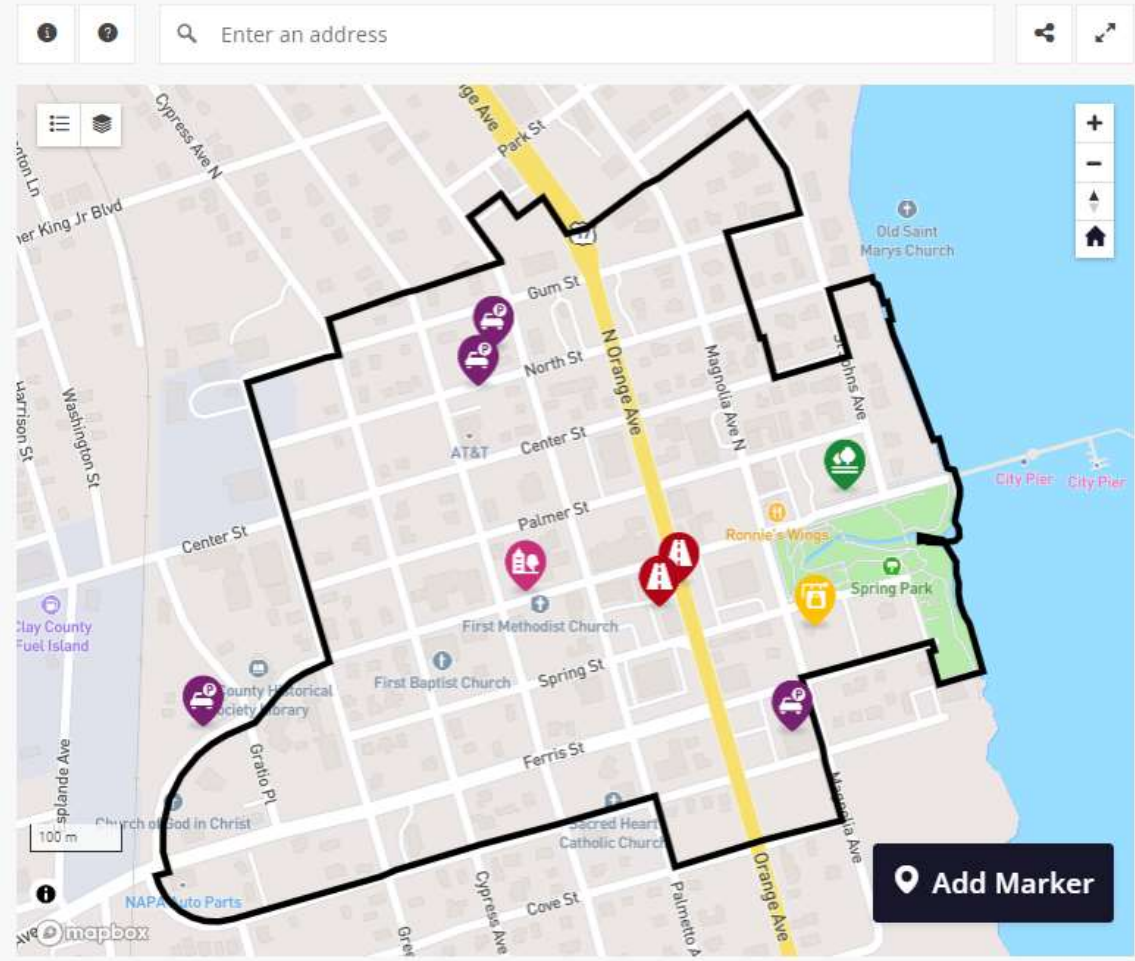
-  **Public Workshop #1 Summary (08.08.2023)**  
PDF (7.50 MB)  
A summary of the presentation and input received during Public Workshop 1
-  **Public Workshop #1 Presentation (08.08.2023)**  
PDF (2.16 MB)  
Summary of the presentation from Public Workshop 1
-  **Existing Conditions Analysis**  
PDF (4.58 MB)  
A summary of the existing conditions within the Study Area.



## Share your Ideas on the Interactive Map

What should future development look like within the Downtown? Where could additional building heights be located? Where can setbacks be minimized? Do the current sign regulations seem to be working? Where should onsite parking be located in relation to the building and the street? Please use the icon to share your thoughts and ideas to help the Project Team develop a new form-based code for the Downtown.

9 contributions so far



# LISTENING SESSIONS (7/12-17/23)



## **Areas of agreement:**

1. Preserve the **small-town character** of downtown.
2. It is very difficult for new development and infill to meet current **parking** requirements.
3. Don't need to require a particular **architectural style**, but need standards to ensure the Walnut Street commercial core preserves its character and new development in other areas feature quality design.
4. A coordinated and prominent **wayfinding** program is needed.

## **Diverse opinions:**

1. Some would rather keep the entire downtown at a **maximum building height** of two stories, while others were more inclined to allow 3 or 4 stories in specific areas.
2. There was no unified opinion on the desired character for development along **Orange Avenue** or **Ferris Street**. Some have given up on these roadways as being highways that carry fast moving traffic and desire a greenbelt feel, with landscaping and trees lining up the road. Others would like to see development taking a more prominent role, slowing down traffic, and letting passers-by know they are going through Green Cove Springs.



# PUBLIC WORKSHOP #1 (8/8/23)



## 1 Urban Form Preference

## 2 Preferences by Corridor

- Maximum of 2 stories; possibly 3 in some areas.
- Future development to be sensitive to historic fabric.
- Pedestrian and bicycle safety.
- Central public parking facilities.
- Diverse architecture with form standards.





# PUBLIC WORKSHOP #2 (1/18/24)



- 1 Transect / Zoning Comparison
- 2 Development Review Processes
- 3 Site Design Standards
- 4 Building Design Standards
  - Community Idea Wall



# PUBLIC WORKSHOP #2 (1/18/24)

## 1 ZONING MAP | TRANSECT MAP | COMPARISON TABLES

Table with columns for Use Type and Code. The table contains multiple rows of zoning codes and their corresponding use types.

## 2 APPLICABILITY | DEVELOPMENT REVIEW | FLEXIBILITY



### MINOR ADDITION/MODIFICATION

A minor addition (defined below) does not require setbacks and building frontage requirements.

### MAJOR ADDITION/MODIFICATION

A major addition (defined below) requires the applicant to submit plans meeting the minimum required setbacks.

### REDEVELOPMENT

If the owner decides to demolish the current building on Orange Avenue, Code allows up to 3 stories in 1 block.

### APPLICABILITY:

Existing developments shall not be redeveloped. Minor modifications only require the standards. Major modifications\* require the entire site to be feasible.

\* Any repair, reconstruction, rehabilitation of the "Just Market Value" of the property Office records.

## 3 BUILDING PLACEMENT | PUBLIC REALM | PARKING | LANDSCAPING



### BUILDING PLACEMENT



### Setback

	STANDARD	DOWNTOWN CORE
Front Setback	0' min.	6' max.
Street Side Setbacks	0' min.	6' max.
Side Setback	0' min.	0/6' min.
Rear Setback (lot or alley)	0' min.	0/6' min.
Zero-foot side yard setback permitted. Otherwise, 6' are required.		

## 4 TYPE TYPOLOGY

BUILDING TYPOLOGY	DOWNTOWN CORE	OTHER AREAS
Mixed-Use	Yes	Yes
Multi-Family	Yes	Yes
Single-Use	Yes	Yes
House	Yes	Yes



## HEIGHT

BUILDING AND FLOOR HEIGHT	DOWNTOWN CORE	OTHER AREAS
Building Height	35' max.	30' max.
Height with Signage	40' max.	35' max.
Height from Finished Grade (at least 10' from ground level)	25' max.	20' max.
Ground Floor Living Height	12' min., 10' max.	12' max.

### HEIGHT BONUSES/INCENTIVES

- Vertical Mixed-Use
- Affordable Housing
- Parking Garages
- Public Open Space & Amenities

## LIGHTING

- PROHIBIT:**
- Lighting that obscures windows, doors, or other features.
  - Flashing or rotating accent lights.
  - Up lights.
  - Accent lighting incorporated into a sign unless part of the sign.
- ALLOW:**
- String or LED rope lights following the roof edge.
  - Lighting that automatically changes colors (e.g., for holidays).
  - Spotlights illuminating downward are allowed.
  - Holiday decorations displayed from two days before Halloween through January 15.

## 4 BUILDING DESIGN

### BUILDING DESIGN AUTO-ORIENTED USES | SIGNS

#### AUTO-ORIENTED USES

<p><b>Gas Stations</b></p> <ul style="list-style-type: none"> <li>Customer signs up to the street.</li> <li>Signage to be seen from the street.</li> </ul>	
<p><b>Drive-through</b></p> <ul style="list-style-type: none"> <li>Excluded up to the street.</li> <li>Drive-through signage to be seen from the sidewalk/street.</li> </ul>	
<p><b>Vehicle Repair</b></p> <ul style="list-style-type: none"> <li>Customer service building up to the street.</li> <li>Service bays to the rear.</li> </ul>	
<p><b>Auto Sales</b></p> <ul style="list-style-type: none"> <li>Building up to the street.</li> <li>Signage to be seen from the street.</li> </ul>	
<p><b>Self-Storage</b></p> <ul style="list-style-type: none"> <li>Excluded as part of mixed-use buildings.</li> <li>Allowed for self-storage storage spaces from outside the building.</li> </ul>	

#### SIGNS

<p><b>Streetwall</b></p> <ul style="list-style-type: none"> <li>Street wall signs are the only form of signage allowed.</li> </ul>	<p><b>Illumination</b></p> <ul style="list-style-type: none"> <li>Excluded on historic Main Street/Orchid Street.</li> <li>Signs with interior illumination are excluded from historic areas, or signs through lighting.</li> </ul>
<p><b>Projecting</b></p> <ul style="list-style-type: none"> <li>Allowed for historic areas.</li> <li>May extend into sidewalk (if necessary).</li> </ul>	<p><b>Window</b></p> <ul style="list-style-type: none"> <li>Allowed on side of the window.</li> <li>Allowed on front and rear windows.</li> </ul>
<p><b>Hanging</b></p> <ul style="list-style-type: none"> <li>Only street-facing storefronts are permitted to be hung from the street.</li> </ul>	<p><b>Canopy</b></p> <ul style="list-style-type: none"> <li>May extend into sidewalk (if necessary).</li> <li>75% max. of canopy width.</li> </ul>
<p><b>Awning</b></p> <ul style="list-style-type: none"> <li>May extend into sidewalk (if necessary).</li> <li>75% max. of canopy width.</li> <li>Only on street-facing storefront.</li> </ul>	<p><b>Wall Sign</b></p> <ul style="list-style-type: none"> <li>Allowed on storefronts.</li> <li>Allowed on side of the building.</li> <li>75% max. of canopy width.</li> <li>75% max. of canopy width.</li> </ul>





# form-based code

# 3

*purpose / framework*

*zones*

*applicability*

*site design*

*building design*

*parking design*

*landscaping / buffers*

*signs*



## Form-Based Codes

can be *described* as ...

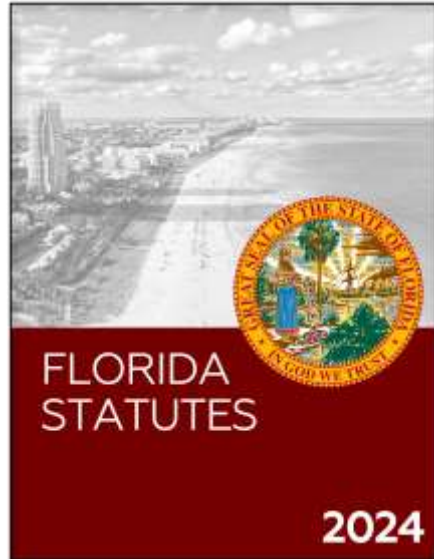
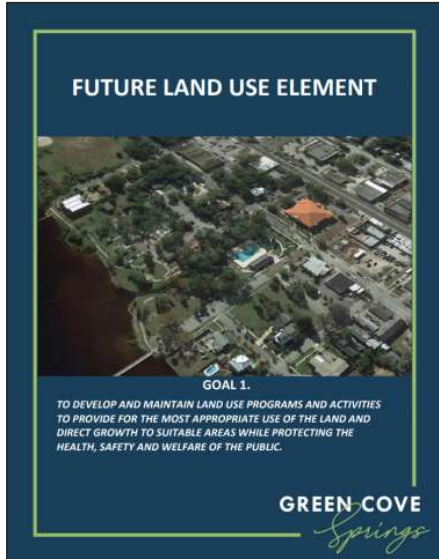
- an alternative to conventional zoning
- regulations, not guidelines
- focused on the appearance and design of buildings, rather than their use
- concerned with how the site is accessed by a range of transportation options



## Form-Based Codes

are *intended* to ...

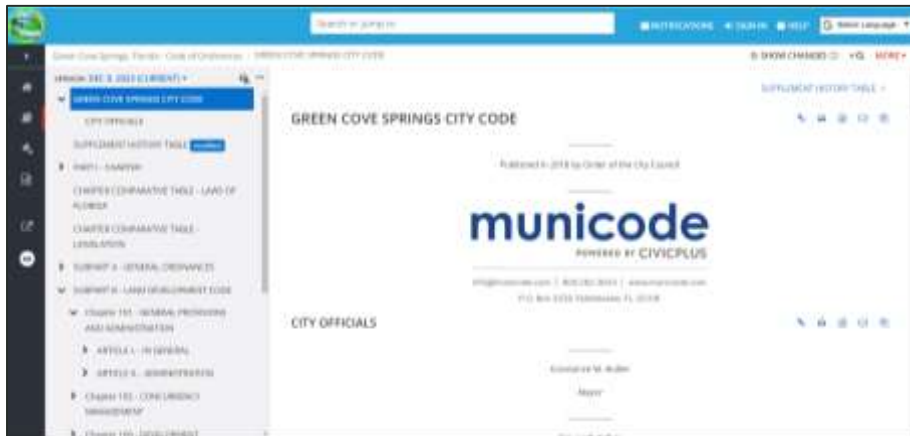
- create walkable, vibrant places
- cultivate economic development
- support redevelopment
- improve the safety of the transportation system
- retain community character



## Form-Based Codes

*must consider ...*

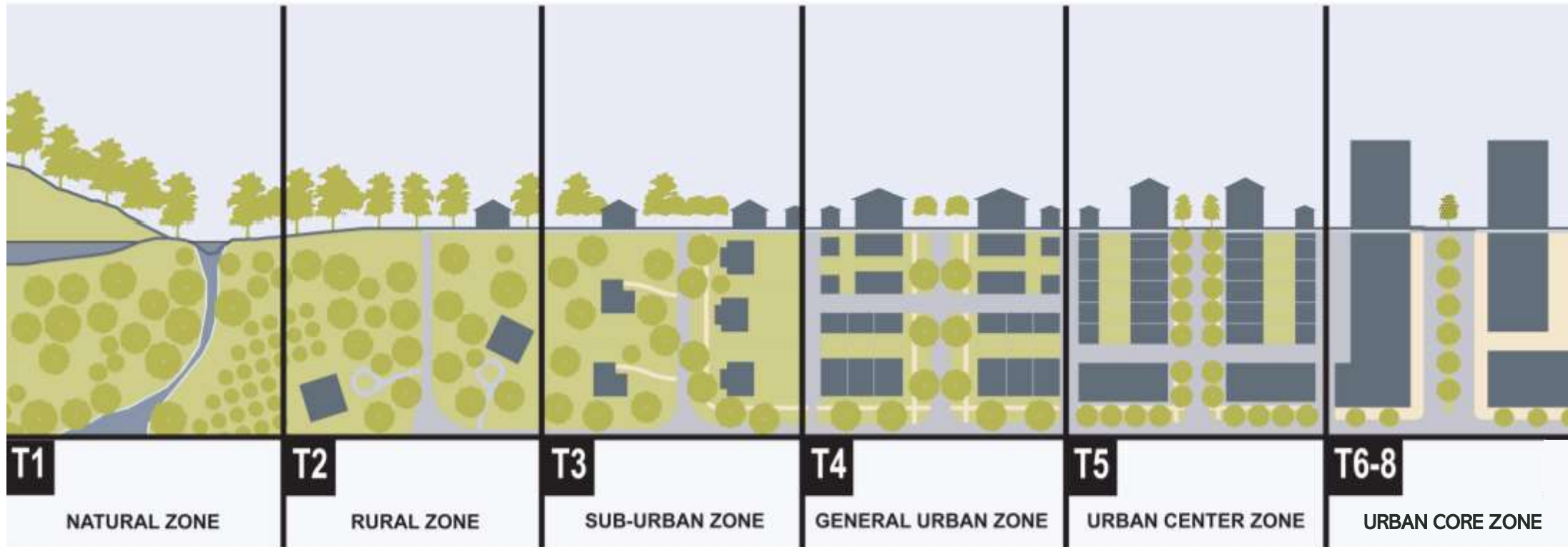
- property rights
- existing land 'entitlements' (e.g., permitted uses, building height, etc.)
- current infrastructure capacity





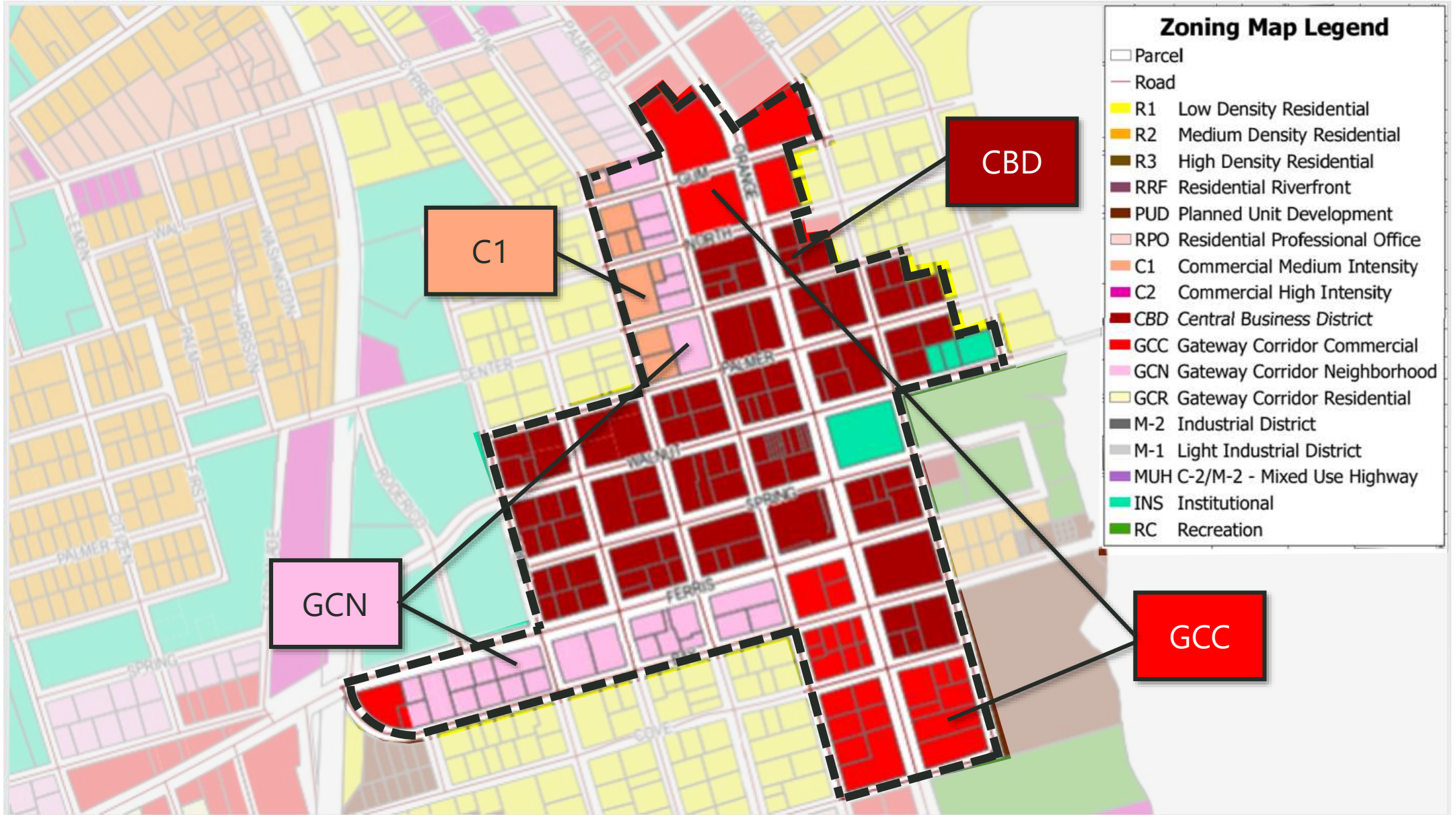
# FORM-BASED CODE

*zones*



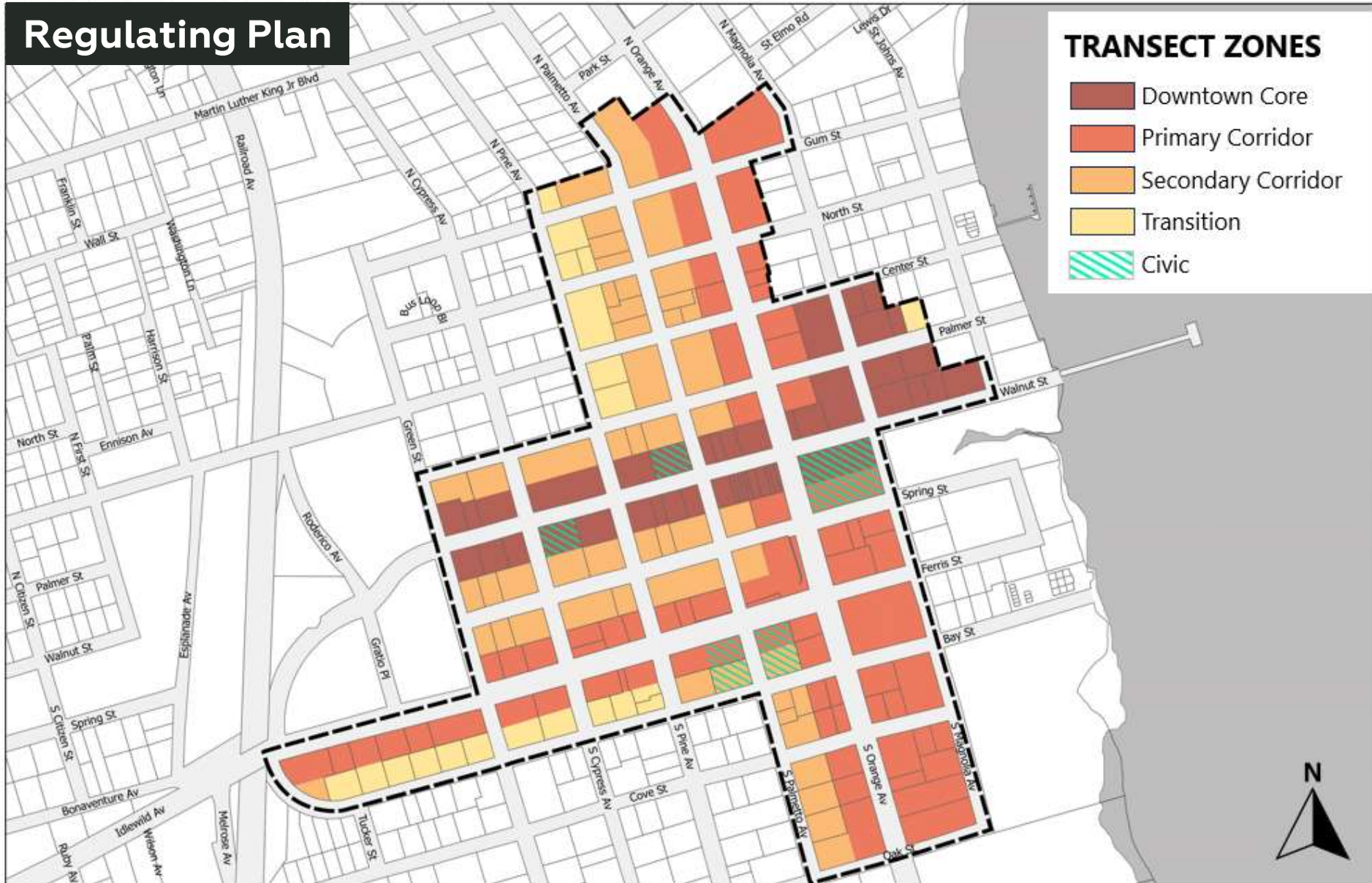
# FORM-BASED CODE

*zones*



# FORM-BASED CODE

*zones*



# FORM-BASED CODE

*zones*



## DOWNTOWN CORE



*Walnut Street and Magnolia (Walnut to Center Street)*

# FORM-BASED CODE

*zones*

## MAIN CORRIDOR



*Orange Avenue and Ferris Street*

# FORM-BASED CODE

*zones*



## SECONDARY CORRIDOR



*Palmetto Avenue, Palmer Street, and Spring Street*

# FORM-BASED CODE

*zones*



## TRANSITION



*Bay Street and Pine Avenue*

# FORM-BASED CODE

zones

Use Category	Use Type	CBD	GCC	GCN <sup>20</sup>	C-1 <sup>8</sup>	SECONDARY CORRIDOR
	Commercial Retail Packaging and Mail	P	P			P
	Convenience Stores (no gas pumps)	P	P	P	P <sup>13</sup>	P
	Convenience Stores (with gas pumps)		SE	SE	SE	N
	Curio Shops	P	P			P
	Decorating Studio/Shop	P	P			P
	Delicatessen					N
	Department Store	P	P			P
	Drapery Shops	P	P	P	P <sup>13</sup>	P
	Drug Sales (including medical marijuana treatment center dispensing facilities)	P	P	P	SE	SE
	Drive-through facilities with an allowed use					N
	Electrical Shops					N
	Florist	P	P	P	P <sup>13</sup>	P
	Drive-through facilities with an allowed use					
	Food Outlet Store		P			
	Fruit and Vegetables Sales (retail, no packing)	P				
	Furniture Store	P	P			
	Game Room	P	P			
	Gift Shop	P	P			
	Grocery Store	P	P			
	Gun Sales and Repair	P	P			
	Hardware Store	P	P			
	Heating and Air Conditioning Sales and Service					
	Hobby and Craft	P	P			
	Interior Decorating	P	P			
	Janitorial Supplies					
	Jewelry Store	P	P			
	Leather Goods and Luggage	P	P			
	Locksmiths	P	P			
	Meat Markets	P				
	Medical Supplies	P	P			
	Mobile Home Sales and Service					
	Motorcycle Sales and Service					
	Music Store					N
	Newsstands	P	P	P	P <sup>13</sup>	P
	Nurseries					N
	Office and/or Business Machines	P	P	P	P <sup>13</sup>	P
	Office and/or Business Supplies	P	P	P	P <sup>13</sup>	P
	Optical Shops	P	P			P
	Opticians	P	P	P	P <sup>13</sup>	P
	Outdoor Sales	SE				N

Use Category	Use Type	CBD	GCC	GCN <sup>20</sup>	C-1 <sup>8</sup>	SECONDARY CORRIDOR
	Outdoor Pool Sales			SE	P	SE
	Paint/Wallpaper	P	P	P	P <sup>13</sup>	P
	Pawn Shops	P	P	P		P
	Pet Grooming	P	P			P
	Pet Shops		P			SE
	Pool Supplies					N
	Printing Shops	P	P			P
	Professional Offices	P	P	P	P <sup>13</sup>	P
	Rentals	P <sup>24</sup>				P
	Second Hand Retail		P			P
	Shoe Repair	P	P	P	P <sup>13</sup>	P
	Shoe Store	P	P			P
	Shopping Center					N
	Skating Rink		P			N
	Sporting Goods Store	P	P			P

Use Category	Use Type	CBD	GCC	GCN <sup>20</sup>	C-1 <sup>8</sup>	SECONDARY CORRIDOR
Office Use	Building Trade Contractors with Fleet Parking On-Site					N
	Financial Institutions (with drive-through)	P	P			N
	Financial Institutions (without drive-through)	P	P	P	P <sup>13</sup>	P
	Office Space for Building Trades Contractor with No Fleet Parking On-Site	P				P
	Radio or TV Broadcasting Offices, Studios, Transmitters, or Antennas					N
	Television and Radio Studios (excluding transmission equipment)					N
Eating or Drinking Establishment	Alcoholic beverages (all types, sale and service) for on-premises consumption	SE	SE			SE
	Alcoholic beverages for off-premises consumption		SE	SE <sup>11</sup>	SE	SE



# FORM-BASED CODE

*applicability*

## SITE ONE

*minor addition/modification*



# FORM-BASED CODE

*applicability*

## SITE ONE

*major addition/modification*



# FORM-BASED CODE

*applicability*

## SITE ONE *redevelopment*



## Site Plan Approval

- Minor - Admin. approval
- Major- Council approval
  - ~~>1 acre~~
  - ~~>5,000 sq. ft.~~
  - SE required
  - Variance requested
  - complex/controversial

## Flexibility

- Admin: up to 10% of dimensional requirement
- Planning & Zoning Board:
  - >10% up to 30%\*
  - Non-dimensional provisions

\* >30% deemed a variance

## Review Criteria for modifications

- Consistency with code and comprehensive plan
- No impact (or adequate mitigation) on adjacent uses
- Allows superior design
- Necessary to enhance natural or cultural resources
- Code compliance not feasible or results in inferior design
- No impact on public facilities, land use, traffic, or environment

# FORM-BASED CODE

*site design*

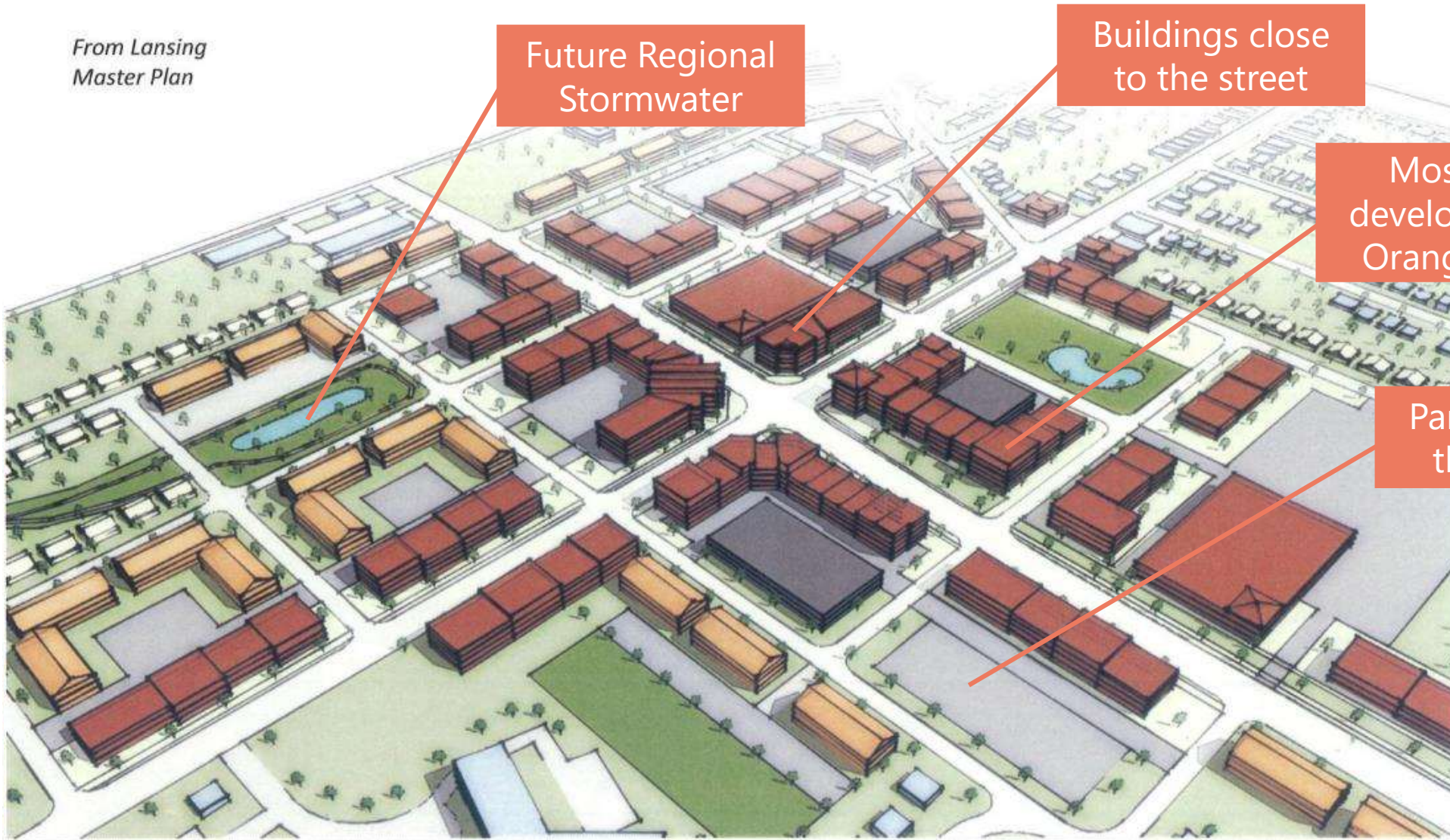
From Lansing  
Master Plan

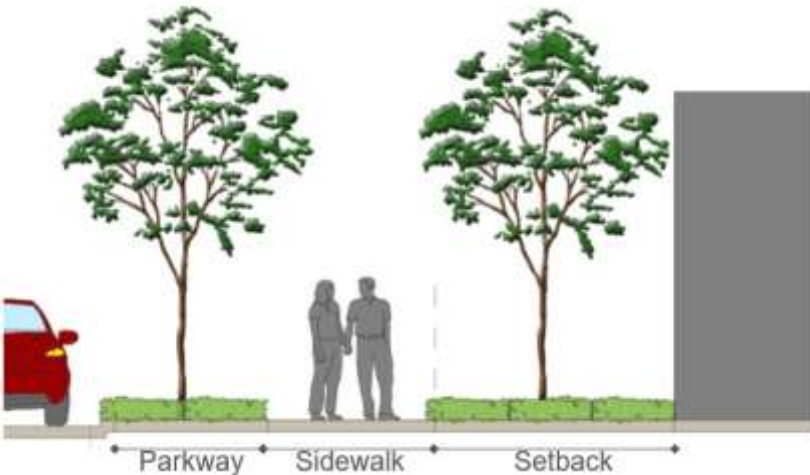
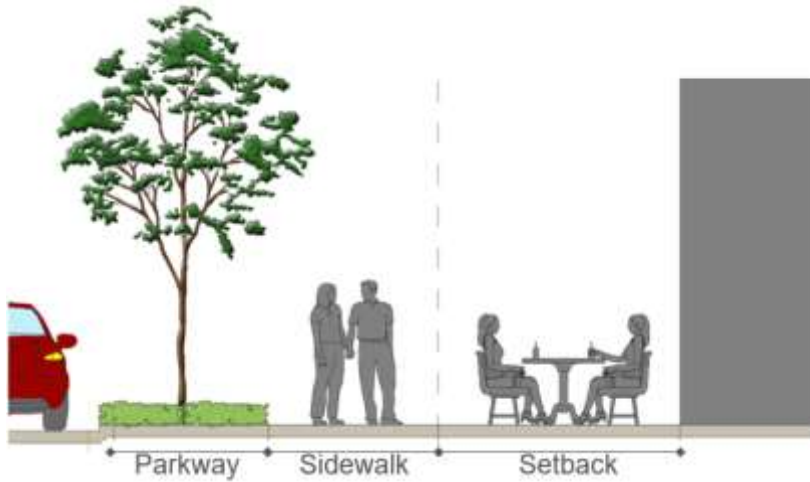
Future Regional  
Stormwater

Buildings close  
to the street

Most intensive  
development along  
Orange and Ferris

Parking behind  
the building





## Building Setbacks

STANDARD	DOWNTOWN CORE	PRIMARY CORRIDOR	SECONDARY CORRIDOR	TRANSITION
Front Setback <sup>A</sup>	0' min.	6' min.	10' min.	15' min. No max.
Street Side Setbacks <sup>B</sup>	6' max.	10' max.	No max.	10 min. No max.
Side Setback <sup>C</sup>	0'/6' min. <sup>1</sup>	0'/6' min. <sup>1</sup>	6' min.	6 min.
Rear Setback (lot or alley) <sup>D</sup>	10'			

<sup>1</sup> Zero-foot side yard setback permitted only if the adjacent building is also placed at the property line. Otherwise, 6' are required.

## Public Realm

Street Segment	Sidewalk Width (min.)	Parkway Width (min.)
Orange Av. and Ferris St.	8 ft.	6 ft.
All other streets	6 ft.	8 ft.



# FORM-BASED CODE

*building design*

BUILDING TYPOLOGY	DOWNTOWN CORE	PRIMARY CORRIDOR	SECONDARY CORRIDOR	TRANSITION
Mixed Use	Y	Y	Y	N
Non-Residential Single Use	Y	Y	Y	N
Non-Residential Multiple Use	Y	Y	Y	N
Multi-Family	Y	Y	Y	N
House	N	N	Y	Y





# FORM-BASED CODE

*building design*

## Building and Floor Height

PROPOSED	DOWNTOWN CORE	PRIMARY CORRIDOR	SECONDARY CORRIDOR	TRANSITION
Building Height	20' min. 2 stories max.	20' min. 3 stories max.	16' min. 2 stories max.	16' min 2 stories max.
Height with Bonus	NA	4 stories	3 stories	NA
Ground Floor Elevation (above sidewalk or finished grade)	24" min. residential	24" min. residential	24" min. residential	24" min. residential
Ground Floor Ceiling Height	12' min./20' max.	12' min./20' max.	9' min./14' max.	9' min./14' max.

### Height Bonuses

- Vertical Mixed-Use
- Affordable Housing
- Parking Garages
- Public Open Space & Amenities

CURRENT	CBD	GCC	GCN	C1	INS	DOWNTOWN CORE	PRIMARY CORRIDOR	SECONDARY CORRIDOR	TRANSITION
<b>ISR</b>									
Comm/Off:	NA*	80%	70%	NA	NA	100	80%	70%	50%
MF:		80%	NA						
Detached:		NA	60%						
Attached:		NA	70%						
<b>Building Height</b>									
Comm/Off:	NA*	54' (up to 70')/ 4 stories	35' (up to 50')/ 3 stories	35'	85'	2 stories	3 stories (4 with bonus)	2 stories (3 with bonus)	2 stories
MF:		54' (up to 70')/ 4 stories	NA						
Detached:		NA	35'/3 stories						
Attached:		NA	35'/3 stories						

\* Per current development

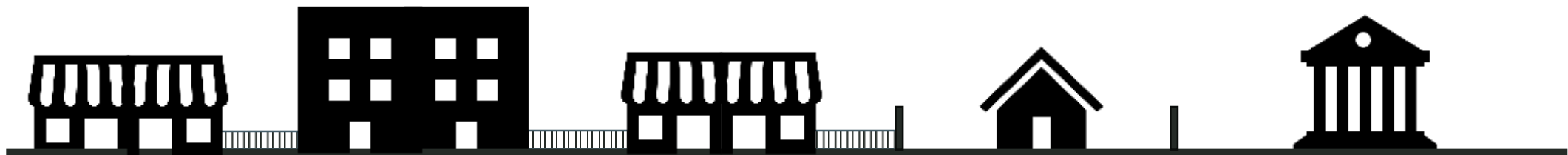
# FORM-BASED CODE

*building design*



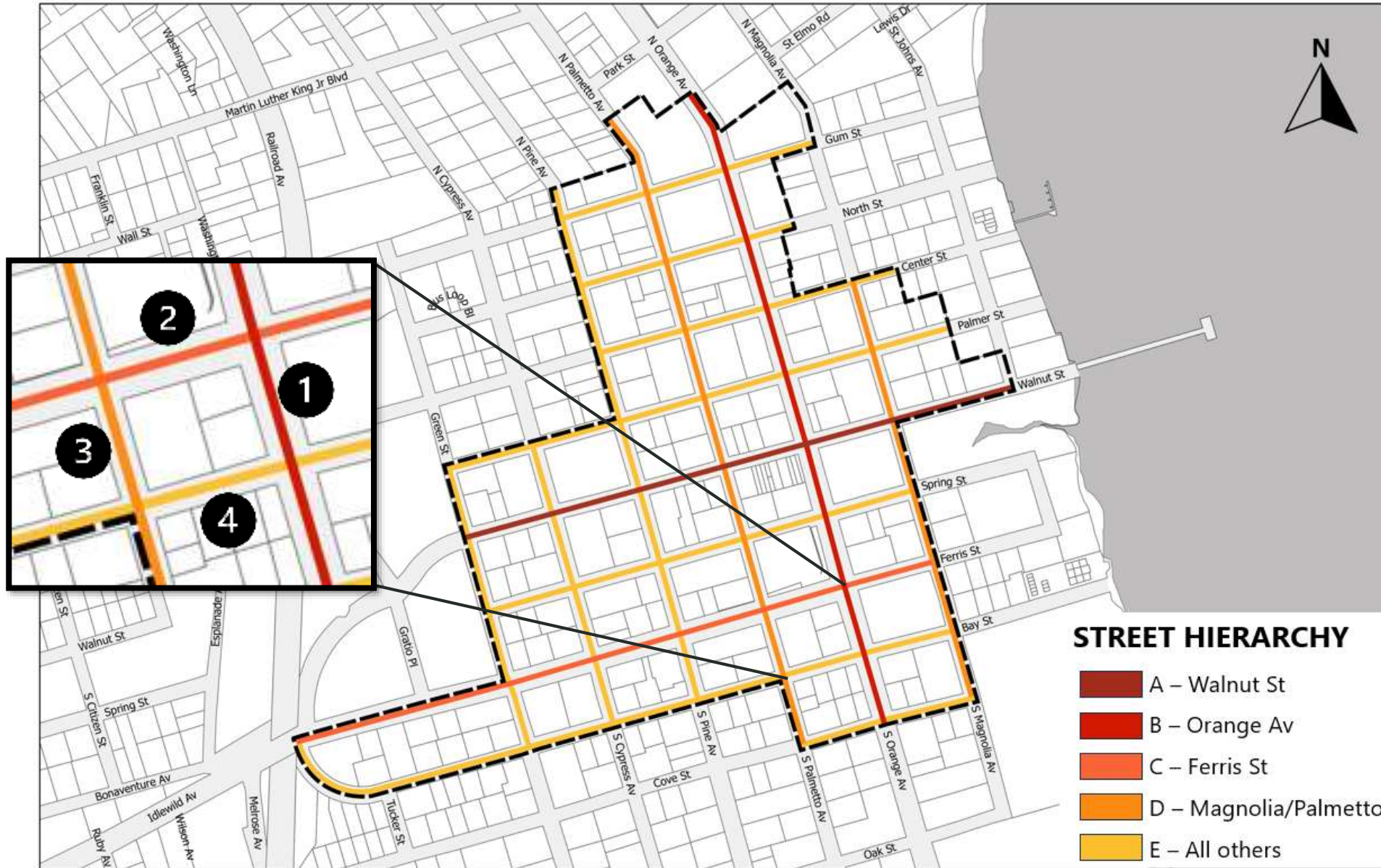
## Building Frontage

STANDARD	DOWNTOWN CORE	PRIMARY CORRIDOR	SECONDARY CORRIDOR	TRANSITION
Required Frontage	80% min.	60% min.	40% min.	40% min.



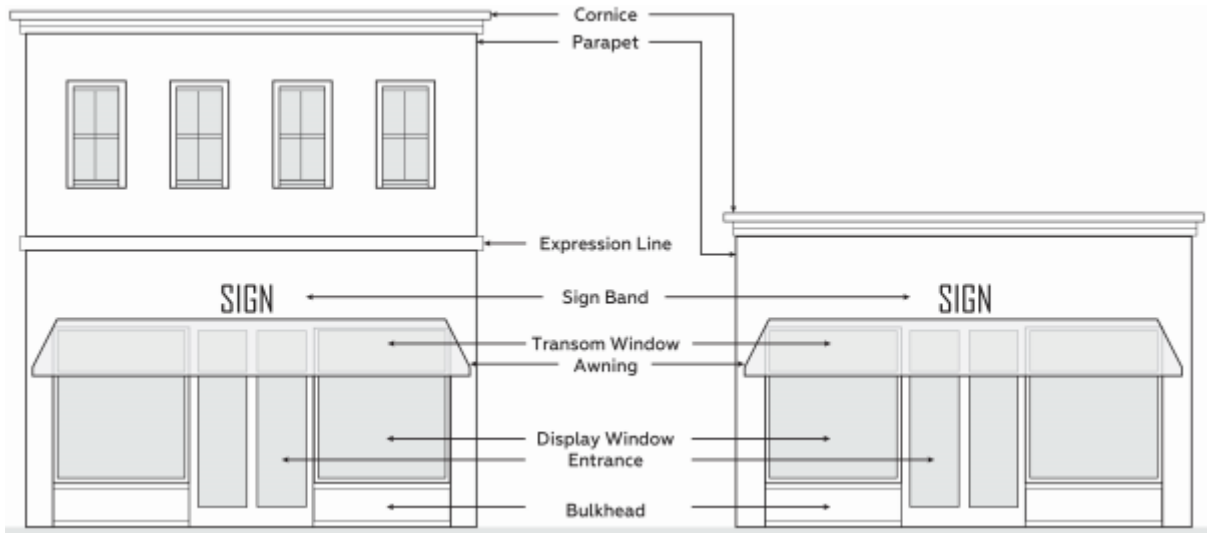
# FORM-BASED CODE

*building design*

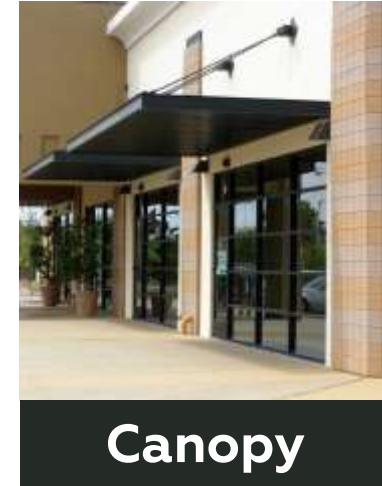


# FORM-BASED CODE

*building design*



**Storefront**



**Canopy**



**Awning**



**Gallery**



**Arcade**



**Forecourt**



**Stoop**

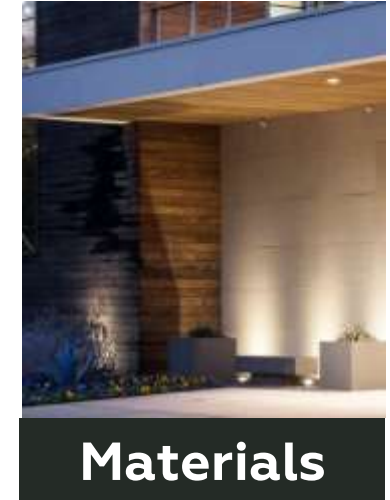
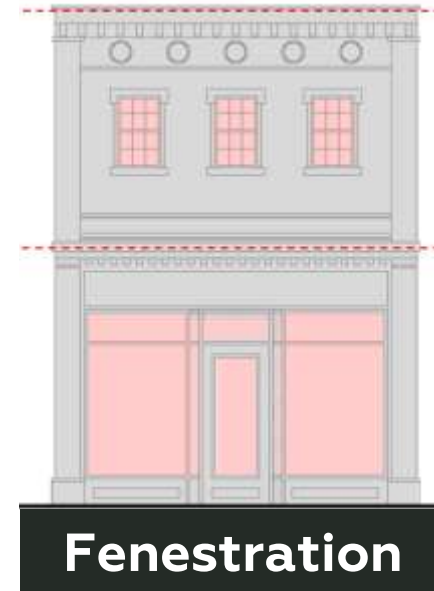


**Porch**

## Facade Articulation



## Entrances



1. Awning or canopy.
2. Gallery, arcade, forecourt, stoop, or porch.
3. Vertical or horizontal offset, column, band, cornice, or similar element 6" deep.
4. Expression line between floors (not color bands).
5. Balcony.
6. Window.
7. Door.
8. Other treatment

	Ground Floor	Upper Stories
Buildings with storefront	40% min.; 90% max.	15% min.; 50% max.
Other buildings	25% min.; 90% max.	15%; 50% max.

## Accent Lighting



### ALLOW:

1. String or LED rope lights outlining the roof edge.
2. Lights that automatically change colors (<once/hour).
3. Spotlights illuminating downward are allowed.
4. Seasonal lighting.
5. Security lighting.

### PROHIBIT:

1. Lights outlining windows, doors, or other features.
2. Flashing or moving accent lights.
3. Lights shining up.
4. Lights that exceed 3.0 footcandles (measured at edge of lot, 5' high). Incandescent lights limited to 75 watts; fluorescent 20 watts; LED 15 watts.

# FORM-BASED CODE

*building design*



**Gas Stations**



**Drive-through**



# FORM-BASED CODE

*building design*



**Vehicle Repair**



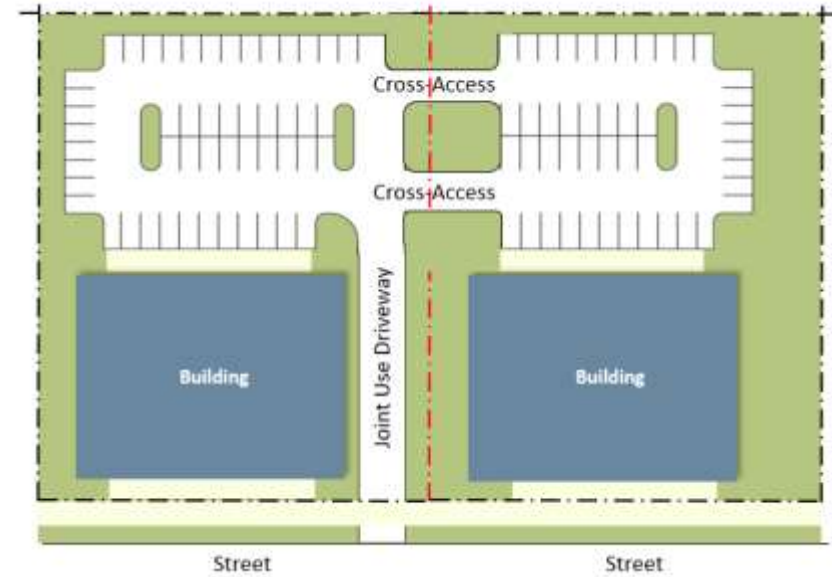
**Auto Sales**





# FORM-BASED CODE

*parking design*



**on-site parking | shared parking | on-street parking | satellite parking | pay-in-lieu**

# FORM-BASED CODE

*landscaping / buffers*



2.5 feet to 5 feet. The portion above 2.5 feet shall be transparent (e.g., wrought iron or similar material). Street walls shall have columns/posts (one foot by one foot minimum) spaced every 24 feet.

# FORM-BASED CODE

*signs*





4

# DISCUSSION



5

# NEXT STEPS







# QUESTIONS

