



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** June 7, 2022
FROM: Michael Daniels, Planning and Zoning Director
SUBJECT: Preserve at Green Cove Springs
Future Land Use Amendment From: Industrial (County)
To: Mixed Use
Zoning Amendment From: Light Industrial (County)
To: Planned Unit Development

for approximately 13.92 acres located on US 17 and CR 209.

PROPERTY DESCRIPTION

APPLICANT: Ellen Avery-Smith, Esq. of Rogers Tower, PA **OWNER:** CHS LLC, Lyman Hall, and Virginia S Hall

PROPERTY LOCATION: Bounded on the western side by US Highway 17 S and CR 209 S; bounded on the eastern side by Reynolds Park

PARCEL NUMBER: A portion of 016499-007-00

FILE NUMBER: FLUS-22-003, PUD-22-003

CURRENT ZONING: Light Industrial (County)

FUTURE LAND USE DESIGNATION: Industrial (County)

SURROUNDING FUTURE LAND USE, ZONING AND EXISTING USE

NORTH: **FLU:** Industrial (County)
Z: Private Services / Public Ownership
Use: Cabul Lodge / FL DMV

SOUTH: **FLU:** Industrial
Z: Heavy Industrial
Use: Undeveloped / Hammer & Steel

EAST: **FLU:** MURP
Z: Heavy Industrial
Use: Reynolds Park / Clay Port

WEST: **FLU:** Industrial (County)
Z: Heavy Industrial (County)
Use: Commercial / Industrial

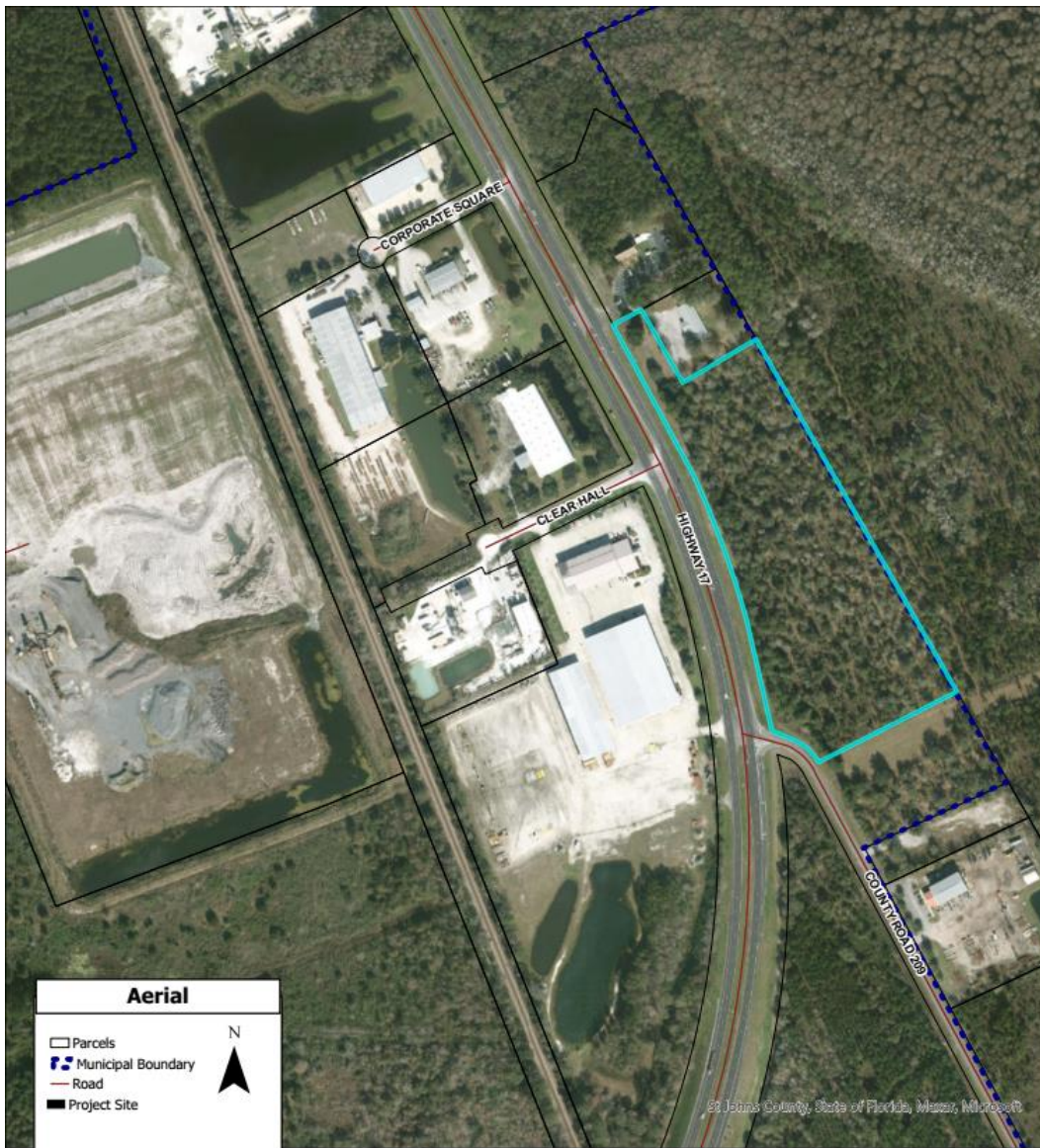
BACKGROUND

DEVELOPMENT DESCRIPTION:

The applicant, Ellen Avery Smith Esq, of Rogers Tower PA, has submitted an annexation request for 13.92 acres to annex the subject property into the City limits. The property is contiguous to the current municipal boundary, as shown in the following aerial map. The property is bounded by US Highway 17 S and CR 209 S on its western edge, the city boundary to the south as well as Reynolds Park to the east, and County parcels (Cabul Lodge & Florida DMV) to the north. The site is undeveloped. It is heavily wooded with a combination of Hardwood and Pine trees. The site slopes significantly from US 17 to the east of the subject property. The southern boundary of the property includes a Teco Peoples Gas easement.

Surrounding existing uses include predominantly industrial uses on the west of US 17, Teco Peoples Gas Easement and undeveloped property directly south of the subject property, with an industrial use (Hammer and Steel) on CR 209, the the Cabul Masonic Lodge and State Offices to the north and the Reynolds Park, which includes the Airpark to the east.

The Planning and Zoning Commission unanimously approved this item on April 26, 2022.



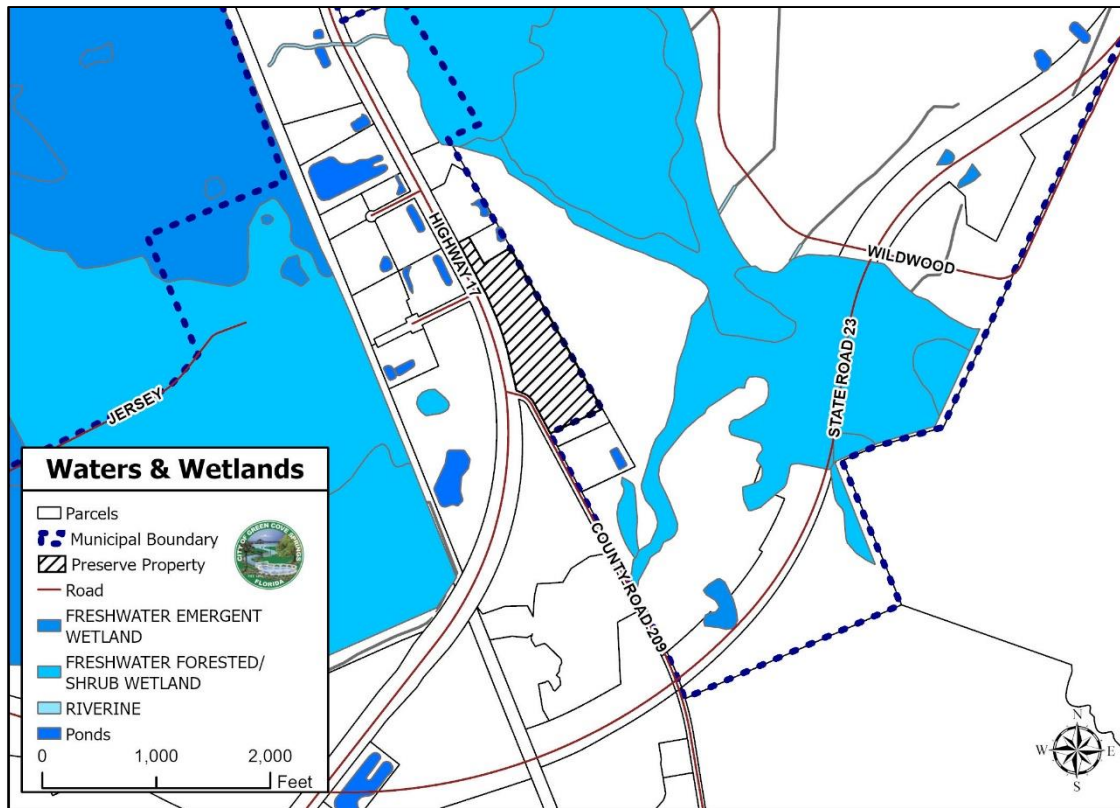
The site is located within the City’s Water, Sewer, and Electric Service Boundaries. It will be served by the City’s utilities and sanitation services.

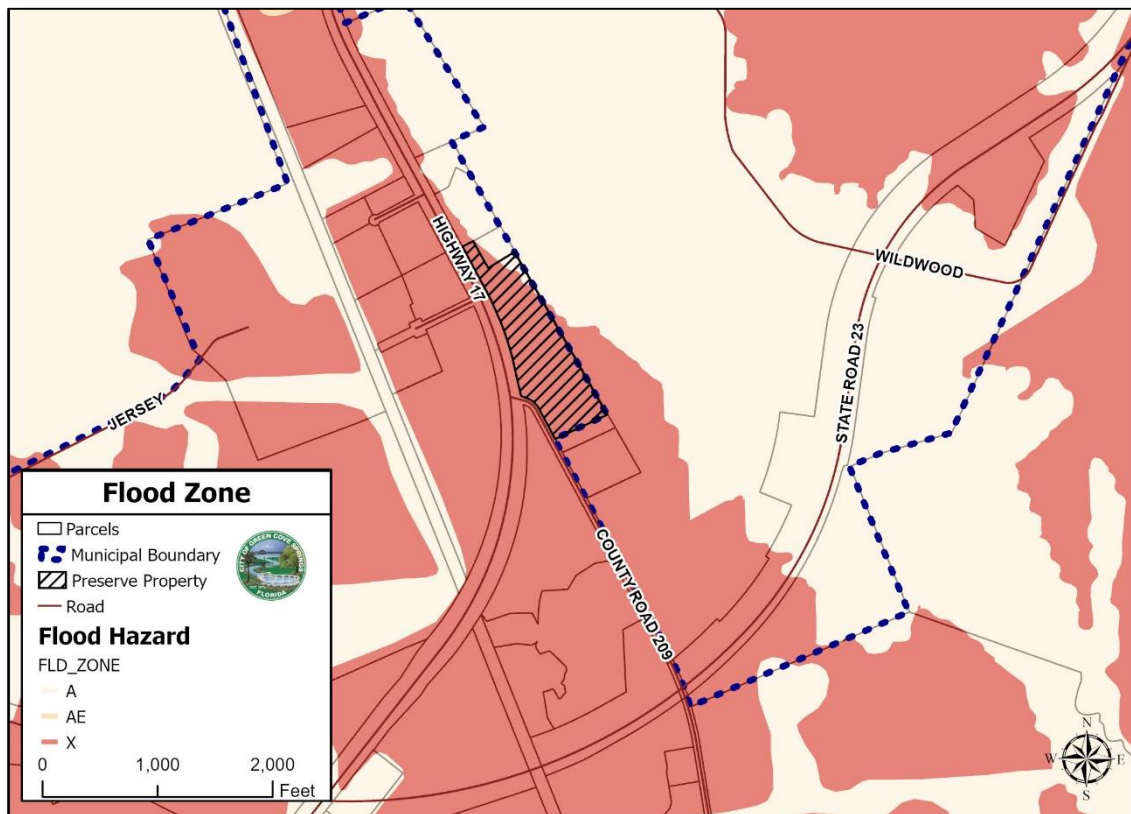
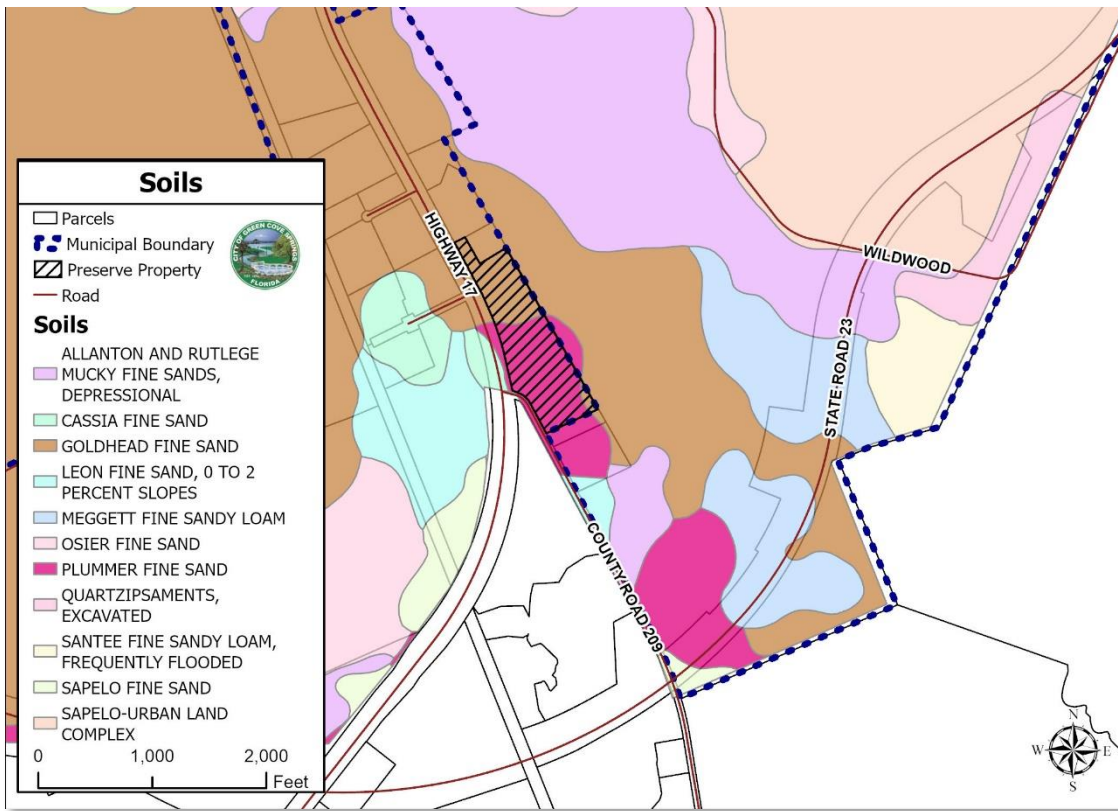
Additionally, the applicant has submitted the following corresponding applications:

Application #	Description
AX-22-001	Voluntary Annexation application
CC-22-001	Concurrency Application

Environmental Conditions Analysis

Maps of Environmental Features





Soils

There are currently 2 types of soils located onsite:

- Goldhead Fine Sand is a poorly drained soil;
- Plummer Fine Sand is a gently sloping, poorly drained soil;

All new development shall be required to meet the stormwater management requirements of the St John's Water Management District.

Wetlands

There are no wetlands on the property.

Flood Zones

According to the FEMA Flood Map Service Center, the project site is located within FEMA Flood Zone A and X.

Flood Zone A is considered a high-risk zone.

Flood Zone X: is considered a minimal to moderate risk of flooding.

New construction should not occur within the high-risk area of the site.

Wellfield Protection Zone

The project site is not located within or adjacent to a wellfield protection zone.

Historic Structures and Markers

There are no historic structures or markers found on the site.

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 to Mixed Use. By revising the Future Land Use designation to Mixed Use, this will allow for higher density of residential development and a greater intensity of Commercial development. Currently, the City has approximately 20% of the City acreage being used for low density residential development but only .8% of land area for High Density Residential development as provided in the Data and Analysis section of the City's Comprehensive Plan update. This request would allow for additional high density residential development that is compatible with surrounding uses.

(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 US 17 Corridor that is within the City's electric and water and sewer urban service 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 Mixed-Use Designation allows for a mix of uses thereby breaking up the radial development pattern.

(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: As part of site plan development process, the application shall comply with all City and state / federal requirements regarding conservation of natural resources. A portion of the property is within floodzone A of the site which shall comply with the requirements set forth with the Florida Division of Emergency Management. The site is heavily wooded and as part of the development process will be required to comply with the City's Tree Preservation requirements. The site does not have 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 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 not discourage infill development and is located within an existing developed area.

(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 the development of multifamily housing which is in short supply within the City and allow for a diversity of uses.

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

Evaluation & Findings: The project site has two proposed 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: Approximately 3 acres or 21% will be utilized for open space and recreational amenities.

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. Development of the site will comply with the tree preservation requirements and floodplain requirements of the Florida Department of Environmental Protection.

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. Sidewalks will be provided as part of the development and will increase the walkability of US 17.

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: Recreational needs are being provided for the development through the development of a park and open space area.

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 of the public.

Objective 1.1. New development and Redevelopment shall be directed to appropriate areas of the City.

Policy 1.1.1 (c): Mixed Use (MU): This FLUC encompasses lands along major transportation corridors and is intended to accommodate primarily nonresidential uses including light and heavy commercial uses, lodging, and professional offices, interspersed with medium density residential uses and public/semi-public facilities.

- i. Maximum Density: 20 du/ac
- ii. Maximum Intensity: 1.0 FAR

Policy 1.2.4. The City shall explore permitting new types of housing developments.

Policy 1.2.6. The City shall require new development to connect to the City's centralized potable water and sanitary sewer system.

Policy 1.2.9. The City shall promote the annexation of property located within its utility service boundaries.

TRANSPORTATION ELEMENT

Policy 2.3.1. The City shall rely on level of service (LOS) standards adopted in the Capital Improvements Element to ensure that acceptable traffic conditions are maintained.

Policy 2.5.3. The City shall review development applications to ensure that adequate capacity is available to serve the proposed project. The latest version of Trip Generation Manual published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.

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

Policy 4.2.1 All Future Development shall be required to connect to the City’s Sanitary Sewer Collection

Objective 4.6. Future Development shall be required to connect with central water systems and provide stormwater facilities which maximize the use of existing

PLANNED UNIT DEVELOPMENT

The applicant is proposing the development of 260 multifamily units in 3 and 4 story buildings with a maximum of 278 dwelling units. The units shall consist of studio, 1, 2 and 3 Bedroom units with the breakdown set forth in the PUD written description. The project will also include a pool and a community center and park area. The project will have two full vehicular access points on US 17 and an access point on CR 209. A sidewalk shall be provided along US 17 and CR 209. The project will be required to submit and receive approval for a Site Development Plan prior to approval.

The site is heavily wooded and as part of the site development, they will be required to evaluate and preserve trees in compliance with City Tree Preservation requirements set forth in Section 113-279. Due to the existing grade, which is showing a considerable amount of fall between the roadway and the eastern edge of the property there will be a considerable amount of grading that will take place on the property. In order to preserve trees, it is critical for the developer to hire an arborist and have them be included as part of the development to evaluate, preserve and protect the trees during the development process. A perimeter buffer shall be provided along the perimeter of the property.

In addition, any new development will comply with all stormwater requirements of the City and the Water Management District. The northeastern portion of the property is located within a high-risk flood zone and as a result, the applicant will be required to comply with floodplain management requirements set forth by the Florida Division of Emergency Management.

One of the major issues that has been discussed through the public notification process are concerns expressed by the representatives and tenants of Reynolds Park regarding the compatibility of a residential multifamily development with the adjacent Airpark. The representatives from Reynolds have provided proposed plans showing a potential extension of the existing runway which would be in close proximity to the proposed location of the multifamily buildings and have raised the possibility that concerns about safety and noise complaints from future residential tenants could negatively impact future plans for the Airpark. Currently, the closest current runway is approximately 2,500 lineal feet from the subject property.

An Airport Master Plan is a comprehensive plan of an airport which typically describes current and future plans for airport development designed to support existing and future aviation demand as set forth in Chapter 333 of the Florida Statutes. Airport Master Plans which include but are not limited to noise studies and land use protections regarding the development of obstructions within the Airport Hazard area required under the Florida Statute and Code of Federal Regulations (CFR part 77), are required for Public-Use Airports and are not required for private airports such as the Reynolds Airpark.

Construction is expected to commence in 2025 and is expected to be completed by 2028.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Square Footage/ Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Multifamily Residential	278	6.65	1,729	.92	131	.62	161

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

Conclusion: The proposed development of 278 multifamily dwelling units would require a traffic study to be reviewed at the time of submittal of the site development plan. Currently, there is an average of 161 peak hour trips along the roadway which is lower than the maximum allowable capacity for the roadway. A traffic study has been submitted and is being reviewed by City staff. The draft traffic study is enclosed.

Potable Water Impacts

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	4,200,000
Less actual Potable Water Flows ¹	1,013,000
Residual Capacity ¹	3,187,000
Projected Potable Water Demand from Proposed Project ²	43,725
Residual Capacity after Proposed Project	3,143,275

1. Source: City of Green Cove Springs Public Works Department

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 278 dwelling units x 2.65 persons per du x 150 gal per person

Sanitary Sewer Impacts – South Plant WWTP

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	350,000
Current Loading ¹	270,000
Committed Loading ¹	330,000
Projected Potable Water Demand from Proposed Project ²	82,680
Residual Capacity after Proposed Project	-332,680

1. Source: City of Green Cove Springs Public Works Department

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 278 dwelling units x 2.65 persons per du x 120 gal per person

Conclusion: The project site is served by the South Plant Wastewater Treatment Plant (WWTP). As shown in the table above, when factoring in the current loading and the committed loading, this WWTP is over capacity to handle the estimated impacts resulting from the proposed application. The committed loading is related to the Rookery Development which will be completed in two years prior to the commencement of this project. At such time, the Rookery capacity will be served by a new wastewater treatment facility provided by the Clay County Utility Authority. Once the facility is built, the capacity temporarily reserved to the Rookery shall be available for this development. In addition, the remaining demand will be sent via force main to the Harbor Road plant, where the City has an excess capacity of approximately 700,000 gallons per day. As a result, there is adequate capacity.

Solid Waste Impacts

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project ¹	5,512 lbs. / 1,005 tons

Solid Waste Facility Capacity²

Minimum 3 Years Capacity

1. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (278 dwelling units x 2.65 persons per dwelling unit x 8 lbs. per day) x 365

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.

Public School Facilities Impact

Land Use	Units	Elem.		Middle		High	
		Rate ¹	Total	Rate ¹	Total	Rate ¹	Total
Proposed							
Multifamily Units	278	0.0314	9	0.0095	3	0.0197	6
Net Generation	-	-	9	-	3	-	6

1. Source: School District of Clay County, Educational Facilities Plan, FY 2018/19-2022/23, based on multifamily

Conclusion: The School District of Clay County will make a school capacity determination at the time of Final Site Development Plan. An initial application has been reviewed by the School Board and It is not anticipated that the estimated number of students generated by the proposed PUD rezoning will exceed the adopted LOS standards see attached.

STAFF RECOMMENDATION

Staff recommends approval of the Future Land Use and conditional approval of the Rezoning.

RECOMMENDED MOTIONS:

Future Land Use

Motion to approve 2nd and final reading of ordinance O-12-2022, to amend the Future Land Use of the property described therein from Industrial (County) to Mixed Use located on US 17 and CR 209 (a portion of parcel #016499-007-00).

Rezoning

Motion to approve 2nd and final reading of Ordinance O-13-2022, to amend the Zoning of the property described therein from Light Industrial to Planned Unit Development subject to the following conditions:

1. The applicant shall be required to comply with tree preservation requirements set forth in Sec. 113-279. Due to the proposed amount of onsite development and potential grade changes, an ISA certified arborist or equivalent horticulture professional shall be hired to evaluate trees, ensure adequate root area is provided and grade changes are not altered within critical root area, prescribe treatments to preserve the trees and oversee tree protection during the construction process and ensure compliance set forth in City Code Sec. 113-248.
2. Traffic Study pursuant to the requirements set forth in the City's Traffic Impact Analysis Guidelines shall be approved concurrent with the approval of the site development plan.
3. Dumpster shall be screened with landscaping and concrete enclosure as required during the site plan submittal.
4. A disclosure notification shall be provided within the lease agreements for the multifamily units located on the property informing the tenants that the proposed development is located in close proximity to the runway for the Reynolds Airpark.