



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** May 6, 2025
FROM: Gabriel Barro, Planning and Zoning Department
SUBJECT: Review of a Site Development Plan for the Preserve at Green Cove Springs, a 260 Unit Multi-Family Residential Complex

PROPERTY DESCRIPTION

APPLICANT: Eric Conkright, PC Acquisitions, LLC **OWNER:** JP Hall Jr Revocable Trust
12/17/1993 Et Al
PROPERTY LOCATION: US Highway 17 & CR 209
PARCEL NUMBER: 016499-007-01
FILE NUMBER: SPL-25-001
CURRENT ZONING: PUD
FUTURE LAND USE DESIGNATION: Mixed Use

SURROUNDING LAND USE

NORTH:	FLU: Industrial Z: Public Ownership (County) Use: Lodge	SOUTH:	FLU: Mixed-Use Z: C-2 Use: Service Shop
EAST:	FLU: Mixed-Use RP Z: M-2 Use: Manufacturing	WEST:	FLU: Industrial Z: IB Heavy Industrial (County) Use: Manufacturing

BACKGROUND

The applicant has applied for Site Development approval for the subject property for the development of multiple apartment buildings.

The property was annexed by Green Cove Springs in June of 2022. The Future Land Use and Zoning designations were changed to Mixed-Use and PUD, respectively.

In July of 2022, Pegasus Technologies, Inc. and the property owner, Clay County Port, Inc, filed an appeal against the future land use and zoning changes, citing obstruction of air traffic and a lack of consistency with the city's comprehensive plan. In January of 2025, the Florida 5th District Court of Appeals found in favor of the City, affirming the Future Land Use and Zoning Amendments thus allowing the development project to proceed.

The project shall be subject to the PUD conceptual plan, written description and conditions approved by council with the approval of the PUD plan, ordinance O-13-2022:

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.

PROPERTY DESCRIPTION

The site consists of 13.92 acres along the eastern side of US 17 at the intersection of CR 209. It is close in proximity to Reynolds Airpark. As a result, the owner will be required to disclose that information to anyone interested in occupying one of the apartments.

DEVELOPMENT DESCRIPTION

The applicant is proposing the construction of an apartment complex. The site will consist of 7 apartment buildings consisting of 1, 2, and 3 bedroom apartments (260 units), a parking lot, an amenity center, and a drainage retention pond. The site will have two ingress/egress points, one on CR 209, and another on US 17. The amenity center will include a swimming pool for residents of the apartment complex. The parking lot is designed as a loop around the center of the site. An outdoor recreation will be included within the center of the parking area.

Dwelling Units	Number of Units	Spaces per Unit	Total
Studio	20	1.0	20
1 Bedroom	84	1.0	84
2 Bedrooms	122	2.0	244
3 Bedrooms	34	2.0	68
Garage Enclosures			30
Employees & Guests			11
Total	260		457
Parking Ratio			1.75

PARKING, LOADING, & STACKING

The plan shows 437 parking spaces, 20 of which are ADA. The site also includes 30 garage parking spaces.

DRAINAGE RETENTION

The drainage plan shows a retention pond consisting of 61,319 square feet.

TRAFFIC AND ACCESS

The site will include an ingress/egress point on CR 209 and another on US 17. The access point on US 17 is a right-in/right-out only.

UTILITY CONNECTIONS & SOLID WASTE

The project site is within the City's water and electric district.

LANDSCAPE PLAN

A landscape plan has been submitted. The plan shows a combination of existing trees and trees to be planted along the entire perimeter of the project site. An area within the center of the site is to remain untouched and utilized as a park/recreation area. Every parking island contains one shade tree as required by the City's parking landscape standards. The tree preservation plan is showing a deficit of trees being removed on the site, trees removed in excess of the City's tree preservation requirement shall be mitigated for through payment to the City tree bank.

PUBLIC FACILITIES IMPACT

Land Use ¹ (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Apartment	260	6.41	1,742	0.31	103	0.43	132

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

Traffic Study Area

Roadway	Segment	Agency	Speed Limit	Adopted LOS	Adopted LOS Peak Hour MSV	Length (Miles)	Lanes	Facility Type	Area Type	Source	2019 ADT Collected	Year 2019 Peak Hour Traffic Volumes	Growth Rate	Year 2022 Peak Hour Traffic Volumes	Existing Conditions V/C Ratio	Existing Conditions LOS
US 17	Green Cove Springs to SR 16 West	FDOT	35	D	2,920	1.26	4 - DIV	Prin. Arterial	Urban	FDOT	24,000	2,160	4.07%	2,435	83.39%	D
US 17	SR 16 West to SR 16 East	FDOT	55	D	3,580	0.63	4 - DIV	Prin. Arterial	Urban	FDOT	21,500	1,935	3.93%	2,172	60.67%	D
US 17	SR 16 East to CR 209	FDOT	55	D	3,580	1.61	4 - DIV	Prin. Arterial	Transition	FDOT	14,100	1,269	5.37%	1,485	41.48%	C
US 17	CR 209 to CR 226	FDOT	55	D	3,580	3.18	4 - DIV	Prin. Arterial	Transition	FDOT	10,900	981	1.14%	1,015	28.35%	C
US 17	CR 226 to Putnam County Line	FDOT	60	B	4,460	10.20	4 - DIV	Highway	Rural	FDOT	12,803	1,152	6.01%	1,372	30.76%	C
SR 16	Oak Ridge Avenue to US 17	FDOT	35	D	2,774	1.12	4-Un Div	Major Arterial	Urban	FDOT	11,500	1,035	4.13%	1,169	42.14%	C
SR 16	US 17 to Slow Tide Road	FDOT	45	E	3,070	1.26	4 - Div	Highway	Transition	FDOT	19,694	1,772	5.92%	2,106	68.60%	D
Oak Ridge Avenue	SR 16 to Green Cove Avenue	GCS	35	D	1,161	0.59	2	Minor Collector	Urban	FDOT	2,200	198	5.26%	231	19.90%	C
Oak Ridge Avenue	Green Cove Avenue to US 17	GCS	35	D	1,161	3.1	2	Minor Collector	Urban	FDOT	2,200	198	5.26%	231	19.90%	C
Green Cove Avenue	US 17 to Oak Ridge Avenue	GCS	25	D	1,161	1.14	2	Local Road	Urban	FDOT	1,600	144	3.85%	161	13.87%	C
First Coast Expressway	SR 16 to US 17	FDOT	65	D	6,700	6.45	4 - DIV	Freeway	Urban	FDOT	-	-	2.00%	-	0.00%	C
CR 209	East of US 17	Clay County	55	D	2,110	1.69	2	Highway	Rural	All Traffic Data	-	-	0.00%	174	8.25%	C

Roadway	Segment	Agency	Speed Limit	Adopted LOS	Adopted LOS Peak Hour MSV	Growth Rate	Year 2022 Peak Hour Traffic Volumes	Existing Conditions V/C Ratio	Year 2027 Background Peak Hour Traffic Volumes	Year 2027 Background Peak Hour V/C Ratio	Year 2027 Background LOS	Residential Project Traffic Assignment	Project Traffic % of MSV	Roadway Segment Impacted	Year 2027 Build-Out Peak Hour Traffic Volumes	Year 2027 Build-Out Traffic % of MSV	Roadway Segment Adversely Impacted	Year 2027 Build-Out LOS
US 17	Green Cove Springs to SR 16 West	FDOT	35	D	2,920	4.07%	2,435	83.39%	2,973	101.82%	F	32	1.10%	No	3,005	102.91%	No	F
US 17	SR 16 West to SR 16 East	FDOT	55	D	3,580	3.93%	2,172	60.67%	2,634	73.58%	D	45	1.26%	No	2,679	74.83%	No	D
US 17	SR 16 East to CR 209	FDOT	55	D	3,580	5.37%	1,485	41.48%	1,929	53.88%	D	88	2.46%	No	2,017	56.34%	No	D
US 17	CR 209 to CR 226	FDOT	55	D	3,580	2.00%	1,015	28.35%	1,121	31.31%	C	41	1.15%	No	1,162	32.46%	No	C
US 17	CR 226 to Putnam County Line	FDOT	60	B	4,460	6.01%	1,372	30.76%	1,837	41.19%	C	9	0.20%	No	1,846	41.39%	No	C
SR 16	Oak Ridge Avenue to US 17	FDOT	35	D	2,774	4.13%	1,169	42.14%	1,431	51.59%	D	11	0.40%	No	1,442	51.98%	No	D
SR 16	US 17 to Slow Tide Road	FDOT	45	E	3,070	5.92%	2,106	68.60%	2,808	91.47%	D	44	1.45%	No	2,852	92.90%	No	D
Oak Ridge Avenue	SR 16 to Green Cove Avenue	GCS	35	D	1,161	5.26%	231	19.90%	298	25.67%	C	2	0.17%	No	300	25.84%	No	C
Oak Ridge Avenue	Green Cove Avenue to US 17	GCS	35	D	1,161	5.26%	231	19.90%	298	25.67%	C	2	0.17%	No	300	25.84%	No	C
Green Cove Avenue	US 17 to Oak Ridge Avenue	GCS	25	D	1,161	3.85%	161	13.87%	194	16.71%	C	-	0.00%	No	194	16.71%	No	C
First Coast Expressway	SR 16 to US 17	FDOT	65	D	6,700	2.00%	-	0.00%	-	0.00%	C	31	0.46%	No	31	0.46%	No	C
CR 209	East of US 17	Clay County	55	D	2,110	2.00%	174	8.25%	192	9.10%	C	3	0.14%	No	195	9.24%	No	C

Note: A minimum of 2.0% Growth Rate was applied to US 17, First Coast Expressway and CR 209

Conclusion: The daily generated trips were calculated in a Traffic Impact Study provided by the applicant in 2022. The traffic study was approved by FDOT as part of the driveway permit on US 17. The traffic study is showing 66% of the traffic heading north on US 17, 31% heading south on US 17 and 2% heading south on CR 209. Pursuant to the mobility fee schedule the applicant shall be required to pay at time of electrical equipment check.

Potable Water Impacts

Commercial

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	11,066.33
Residual Capacity after Proposed Project	3,175,933.67

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: .11 x sq ft (based on historical data)

Conclusion: The impact was calculated based on proposed residential use. As shown in the table above, there is adequate capacity for this use. The City has existing water lines installed at this location

Sanitary Sewer Impacts – South Plant WWTP

Commercial

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	350,000
Current Loading ¹	270,000
Committed Loading ¹	330,000
Projected Sewer Demand from Proposed Project ²	11,066.33
Residual Capacity after Proposed Project	318,933.67

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: .11 x sq ft (based on historical data)

Conclusion: The impact was calculated based on the proposed residential use. The project site is served by the South Wastewater Treatment Plant (WWTP). There is adequate capacity for this use. The city has existing sewage lines in place.

Solid Waste Impacts

Commercial

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project ¹	None
Solid Waste Facility Capacity ²	Minimum 3 Years Capacity

1. Source: City of Green Cove Springs does not provide commercial sanitation services, prospective sanitation collection franchisees shall comply with City Code Section 66-10.

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.

Public School Facilities Impact

Land Use	Units	Elem.		Middle		High	
(ITE)		Rate ¹	Total	Rate ¹	Total	Rate ¹	Total
Proposed							
Condo/TH (ITE 230)	260	0.0314	8.164	0.0095	2.47	0.0197	5.122
Net Generation	-	-	8	-	3	-	5

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

Conclusion: The applicant had reserved capacity until April 2022 but because the project did not move forward the applicant has resubmitted their school concurrency application.

MULTI FAMILY RESIDENCE	
Impact Fees	
Must be paid at Building Permit Issuance	
Electric	TBD
Water	\$260,000 (\$1,000 per ERU)
Sewer	\$520,000 (\$2,000 per ERU)
To be paid BEFORE equipment check	
County Parks	\$235,000 (\$905 per unit)
County Fire	\$244,920 (\$942 per unit)
County Jails	\$107,640 (\$414 per unit)
County Library	\$67,860 (\$261 per unit)
Transportation Mobility	\$184,800 (\$3080 per unit)
Transportation Mobility	\$415,000 (\$2075 per unit)
School	\$841,360 (\$3236 per unit)

- \$223,250 for tree preservation mitigation to be paid at building permit issuance.

Project Attachments:

- Construction Plans
- Landscape and Tree Preservation Plans
- PUD Written Description
- PUD Concept Plan
- Traffic Study
- Fire Truck Turn Analysis
- Compactor Details
- Application

STAFF RECOMMENDATION

Staff is recommending approval of the Preserve at Green Cove Springs Site Development Plan subject to addressing the outstanding staff comments provided in the attached deficiency report. The Planning and Zoning Commission unanimously approved the Site Development Plan.

Recommended motion:

Motion to recommend approval of the Preserve at Green Cove Springs Site Development Plan subject to addressing the outstanding staff comments.