



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: Planning & Zoning Commission **MEETING DATE:** October 26, 2021
FROM: Michael Daniels, AICP, Planning & Zoning Director
SUBJECT: Future Land Use Amendment from Commercial High Intensity and Institutional to Central Business District (CBD) and a Rezoning request from Gateway Corridor Commercial to CBD for approximately 1.23 acres for property located at 310 S. Orange Avenue

PROPERTY DESCRIPTION

APPLICANT: Kelly Hartwig, Cypress Management and Design **OWNER:** Brian and Jennifer Knight
PROPERTY LOCATION: 310 S Orange Ave
PARCEL NUMBERS: 017310-000-00, 017311-000-000, 17312-000-000, 17313-000-00
FILE NUMBER: FLUS-21-0005 & ZON-21-0005
CURRENT ZONING: GCC – Gateway Corridor Commercial
CURRENT FUTURE LAND USE DESIGNATION: CHI – Commercial High Intensity & INS -- Institutional

SURROUNDING LAND USE

NORTH: FLU: CBD Z: CBD Use: Retail	SOUTH: FLU: CHI Z: GCC/INS Use: Undeveloped
EAST: FLU: Residential Riverfront (RRF) Z: RRF-PUD Use: Undeveloped	WEST: FLU: CHI Z: GCC Use: Retail

BACKGROUND

The applicant has applied for a Future Land Use and Zoning Change for the subject property for the construction of a mixed-use retail and residential development.

PROPERTY DESCRIPTION

The property abuts the existing Central Business District and is just south of the Dollar Tree Plaza site, which is preparing to redevelop with proposed outparcels along Orange Avenue.

The applicant has provided a conceptual site plan and floor plan for review.

The property, 310 S Orange Ave, is currently undeveloped with a handicapped space and a gravel parking area in the northwest corner of the site. The remainder of the property is heavily wooded with a combination of oak, palm and camphor trees. The site has approximately 5 feet of fall and slopes from west to east with the high point of the site being in the northwest corner of the property and the low point at the southeast corner of the property.

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. 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 mixed use development.

(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 development 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 allows for a mixed use development pattern that would help to break up the strip commercial 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: 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 an undeveloped 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 with residential on the second and third floors.

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

Evaluation & Findings: The project site will have access to Bay, Magnolia and Cove Street, thereby allowing for access to occur on a lower order street which would facilitate safer access than adding an access point onto US 17.

(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 1.3.3: The City shall allow mixed use developments to support redevelopment efforts and shall add Mixed Use categories to the Future Land Use Map.

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.

Table 2. Zoning District Comparison

	Gateway Corridor Commercial	Central Business District
Front Setback	10 feet	Continuity of Front Alignment
Rear Setback	10 feet	None
Side Setback	10 feet	None

Max. Structure Height	54 feet; up to 70 feet with tiering	Conform to density of adjacent structures
Maximum # of Stories	4	Same as above.
Parking Requirement	1/333 sqft of non-storage floor area	Adhere to Sec. 113-157 or alternatively comply per Sec. 117-447(b) .

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Maximum Square Feet	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Maximum Development Potential Based on Existing FLU							
Shopping Center (820)	21,400	42.94	919	.96	20	3.37	72
Land Use ¹ (ITE)	Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Proposed							
Shopping Center (820)	107,157 sf	42.94	7,851	.96	102	3.37	361
Total	-	-					

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

Conclusion: The applicant has submitted a draft methodology which is enclosed for a mixed use development consisting of 42 multifamily units, 8,074 square feet of retail space and 7,181 square feet for an alcoholic beverage establishment which is projected to generate 258 Peak hour trips.

Potable Water Impacts - Residential

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	4,032,000
Less actual Potable Water Flows ¹	1,029,000
Residual Capacity ¹	3,003,000
Projected Potable Water Demand from Proposed Project ²	15,750
Residual Capacity after Proposed Project	2,987,250

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 42 units x 2.5 persons per unit x 150 gal per person

Sanitary Sewer Impacts – Harbor Road WWTP - Residential

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	650,000
Current Loading ¹	516,000
Committed Loading ¹	92,000
Residual Capacity ¹	42,000
Percentage of Permitted Design Capacity Utilized ¹	93%
Projected Potable Water Demand from Proposed Project ²	12,600
Residual Capacity after Proposed Project	29,400

1. Source: City of Green Cove Springs Public Works Department August 2021 Report to Council

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 42 units x 2.5 persons per unit x 120 gal per person

Potable Water & Sewer Impacts - Commercial

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.

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 / apartment 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	
		Rate¹	Total	Rate¹	Total	Rate¹	Total
Proposed							
Multifamily Units	44	0.0314	2	0.0095	1	0.0197	1
Net Generation	-	-	2	-	1	-	1

1. Source: School District of Clay County, Educational Facilities Plan, FY 2020/21-2024/25, based on multifamily

Conclusion: The School District of Clay County will make a school capacity determination at the time of Final Site Development Plan. It is not anticipated that the estimated number of students generated by the proposed development will exceed the adopted LOS standards.

STAFF COMMENTS

Redeveloping the property in conformance with the requirements of the Central Business District will be an opportunity to improve the built environment and provide greater intensity in the downtown core. The proposed project is a mixed-use development which is consistent with some of the key objectives identified in the proposed update to the Comprehensive Plan

The project will be required to comply with the requirements of the Land Development Regulations. Some of the key issues of concerns are:

- Parking requirements in Sec. 113-157 or provide an alternative method of compliance pursuant to Sec. 117-447(b). Parking for the project shall be provided to accommodate all of the proposed development and shall not degrade the public parking currently available for Spring Park and other downtown uses.
- Address infrastructure connectivity and capacity for water, sewer, stormwater, electric lines etc.
- Execution of a traffic study to ensure that all roadways comply with the adopted Level of Service requirements for roadways and intersections.
- Compliance with the City's Landscape and Tree Preservation requirements.
- Erosion control and staging plan during development.

Attachments include:

1. Conceptual Plan
2. City Code Parking Requirements, Sec. 113-157
3. City Code CBD Alternative Parking Compliance, Sec. 117-447
4. City Code Sec. 113-244
5. City Code Sec. 113-275
6. Ordinance O-20-2021
7. Ordinance O-21-2021
8. Draft Traffic Methodology
9. Draft Parking Study
10. FLUM Application
11. Rezoning Application

STAFF RECOMMENDATION

Staff recommends approval of the future land use amendment and rezoning based on the factual support documentation provided in the staff report.

RECOMMENDED MOTIONS:

Future Land Use Amendment

Motion to recommend to City Council the approval of Ordinance O-20-2021, to amend the Future Land Use of the property described therein from Commercial High Intensity and Institutional to Central Business District.

Rezoning

Motion to recommend to City Council the approval of Ordinance O-21-2021, to amend the Zoning of the property described therein from Gateway Corridor Commercial to Central Business District.