



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** May 25, 2021
FROM: Michael Daniels, AICP, Planning & Zoning Director
SUBJECT: Future Land Use Amendment from Residential Medium Density (RMD) to Residential Professional Office (RPO) for property located at 3 West St

PROPERTY DESCRIPTION

APPLICANT: Carolyn Edwards (HFH) **OWNER:** Clay County Habitat for Humanity
PROPERTY LOCATION: 3 West St
PARCEL NUMBER: 017018-003-00
FILE NUMBER: FLUS-21-001
CURRENT ZONING: R-2
FUTURE LAND USE DESIGNATION: RMD

SURROUNDING LAND USE

NORTH: Vacant / Single Family Homes **SOUTH:** Single Family Homes
EAST: Institutional (Green Cove Junior High) **WEST:** Single Family Homes

BACKGROUND

Habitat for Humanity has applied for a future land use amendment from Residential Medium Density to Residential Professional Office and a concurrent zoning change from R-2 to Residential Professional Office for the subject property. The applicant is proposing building an office on-site, which would be constructed to be compatible with the surrounding uses. Approval of the land use amendment and rezoning would not guarantee approval of the proposed site development.

PROPERTY DESCRIPTION

The property is located at the corner of West Street and Walnut Street. It is approximately 0.454 acres. There is a small structure on site noted as a utility building by the Property Appraiser, located in the northwestern corner of the property. A demolition permit was issued for a single-family residence on the property in approximately 2010. The site is partially wooded with a combination of oak and cedar trees. There is a five-foot sidewalk constructed along Walnut Street abutting the property. There is not a sidewalk along West Street, but there is a curb cut into the property from West Street.

Figure 1. Google StreetView Image from Walnut Street (Jan 2019)



Figure 2. Aerial Map

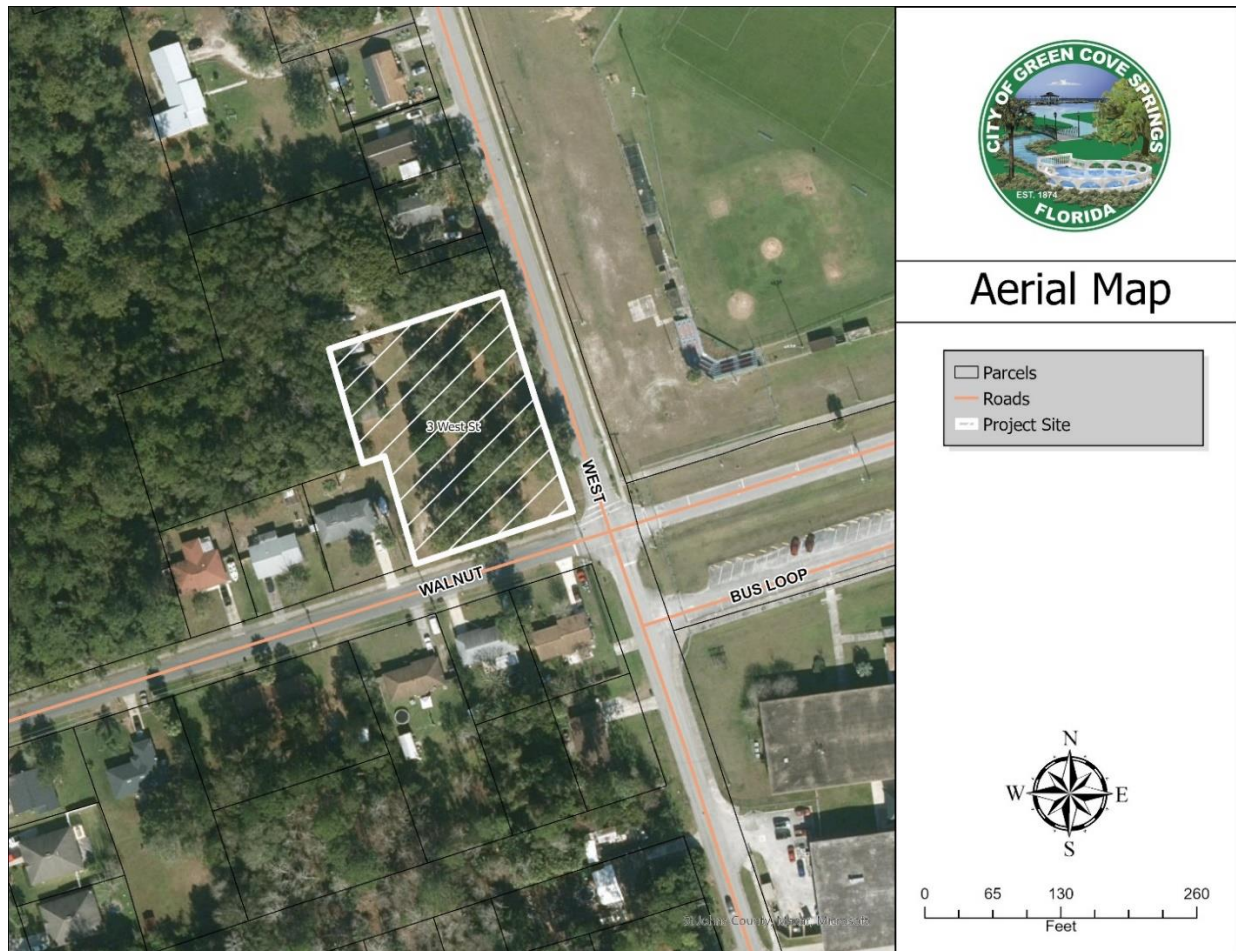


Table 1. FLUM Designation Comparison

	Existing	Proposed
FLUM District	Residential Medium Density	Residential Professional Office
Max. Floor Area Ratio / Density	>4 to 8 dwelling units per acre	>4 to 8 dwelling units per acre or commercial FAR of 0.2.
Typical Uses	Duplex dwellings, multi-family dwellings, single-family dwellings, churches, group homes, housing for the elderly and similar uses	Residential, business, professional, medical, and dental offices services. Churches and retail, in limited situations, may also be included

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: This request supports growing demand for commercial space and will increase the variety of spaces available. The Residential Professional Office designation is designed to be compatible with residential development, meaning this low-impact use will add to the variety of the neighborhood and foster economic opportunity.

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 maintains the existing density of the property (>4 to 8 dwelling units per acre) and will not result in a single-use development. The property will be able to function as an office in the future, if Habitat for Humanity relocated, or the structure could be converted back to a residential use.

(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 Core City of Green Cove Springs and adds to the existing development in the area, 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 amendment does not promote development in radial, strip, isolated, or ribbon patterns.

(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. There are some trees on site which will be reviewed during site development to determine whether they will be protected or removed / mitigated.

(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 residential and institutional 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 developed 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 under-utilized site.

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

Evaluation & Findings: The project site is located within an existing residential and institutional area and will add to the mix of uses in the area.

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

Evaluation & Findings: Accessibility to linked or related land uses will not be diminished. Access will be provided off of West Street which is directly across from the school property thereby preserving Walnut Street for residential access.

(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 developed area and thus directs the growth within the urban area.

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

Evaluation & Findings: The proposed development will use 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: N/A

4. Promotes conservation of water and energy.

Evaluation & Findings: Development in core urban areas reduces the pressure to develop in areas further outside of the urban areas and uses existing services; the proposed office use will have low water and energy usage.

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 near residential uses, adding to the variety in the neighborhood and meeting the need for a low impact development for the neighborhood.

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 1.4.9: All developments, especially mixed use development shall be reviewed to assure internal and external compatibility and compatibility with the character of Green Cove Springs.

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)	Units	Daily		PM Peak	
		Rate	Trips	Rate	Trips
Maximum Development Potential Based on Existing FLU					
Single Family Homes (ITE 820)	3	9.57	29	1.01	3
Total	-	-	29	-	3

Land Use ¹ (ITE)	Square Feet	Daily		PM Peak	
		Rate	Trips	Rate	Trips
Proposed					
General Office (ITE 820)	3,920	11.01	43	1.49	6
Total	-	-	43	-	6

1. Source: Institute of Transportation Engineers: Trip Generation Manual 8th Edition

Conclusion: The proposed maximum development within the RPO Future Land Use Designation on the ±0.454-acre site would result in a potential net increase of over 14 Annual Average Daily Trips (AADT).

Potable Water Impacts

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	4,032,000
Less actual Potable Water Flows ²	1,204,000
Residual Capacity ¹	2,828,000
Projected Potable Water Demand from Proposed Project ³	612
Residual Capacity after Proposed Project	2,827,388

1. Source: City of Green Cove Springs Public Works Department
2. Source: City of Green Cove Springs Public Works Monthly Operations Report for Water Production – April 2021
3. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (3,920 square feet / 100 square feet) x 0.038 x 2.72 x 150 gal per person

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.

Sanitary Sewer Impacts – Harbor Plant

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	650,000
Current Loading ¹	517,000
Committed Loading ¹	92,000
Residual Capacity ¹	41,000
Percentage of Permitted Design Capacity Utilized ¹	94%
Projected Potable Water Demand from Proposed Project ²	490
Residual Capacity after Proposed Project	40,510

1. Source: City of Green Cove Springs Public Works Department, May 2021 Monthly Report
2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (3,920 square feet / 100 square feet) x 0.038 x 2.72 persons per du x 120 gal per person

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

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project ¹	33 lbs per day / 6 tons per year
Solid Waste Facility Capacity ²	Minimum 3 Years Capacity

1. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (3,920 square feet / 100 square feet) x 0.038 x 2.72 persons per dwelling unit x 8 lbs. per day) x 365
2. Source: Clay County Comprehensive Plan

Conclusion: 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. The estimated impacts from the proposed development are not expected to negatively impact the City’s adopted LOS or exceed the County solid waste management facility’s capacity.

STAFF COMMENTS

Staff will recommend West Street for the access point to the development to limit impact to the residential neighborhood surrounding the development. The proposed Future Land Use Amendment was approved unanimously by the Planning and Zoning Commission on 5/26/2021.

Attachments include:

1. FLUM Application
2. Existing FLU map
3. Proposed FLU map

STAFF RECOMMENDATION

Staff recommends approval of the future land use amendment from RMD to RPO.

RECOMMENDED MOTION

Motion to approve first reading of Ordinance O-09-2021 for form and legality only, amending the future land use from Residential Medium Density to Residential Professional Office for property located at 3 West St.