



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** April 1, 2025
FROM: Michael Daniels, AICP, Development Services Director
SUBJECT: Second and Final Reading of Ordinance O-03-2025 amending the Future Land Use for parcel 017678-000-00 located in the 600 block of N Pine Ave:
From: Neighborhood To: Public *Michael Daniels*

PROPERTY DESCRIPTION

APPLICANT: Clay County Board of County Commissioners **OWNER:** John Fagan
PROPERTY LOCATION: N Pine Ave, north of Walburg St
PARCEL NUMBER: 017678-000-00
FILE NUMBER: FLUS-25-001
CURRENT ZONING: Residential Professional Offices
FUTURE LAND USE DESIGNATION: Neighborhood

SURROUNDING LAND USE

NORTH: FLU: Public Z: Institutional Use: Government Parking Lot	SOUTH: FLU: Neighborhood Z: RPO Use: Vacant Residential
EAST: FLU: Mixed-Use Z: GCN Use: Residential Single Family	WEST: FLU: Neighborhood Z: R1A Use: Vacant Residential

BACKGROUND

The applicant, Caleb Risinger, Real Estate Acquisitions Manager for Clay County has requested a future land use amendment for the property located on the eastern edge of N Pine Ave, located adjacent to the Clay County parking lot on Palmetto Ave, for all of parcel 38-06-26-017678-000-00, from Neighborhood to Public. A companion rezoning request from Residential Professional Office to Institutional is also included on this agenda. The current property owner is John Fagan, ownership of the property will transfer to Clay County contingent upon approval of the Future Land Use and companion rezoning application. Pursuant to the County's enclosed statement of change and subsequent meetings with County officials, they are interested in purchasing the property to add a recreational /gathering area as well as expand their existing parking at this location and the undeveloped county property to the west of the subject property fronting Palmetto Avenue.

PROPERTY DESCRIPTION:

The property covers approximately 0.14 acres and is located on N Pine Ave just north of Walburg St. Currently the property is vacant with some tree coverage.

Figure 1. Aerial Map



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

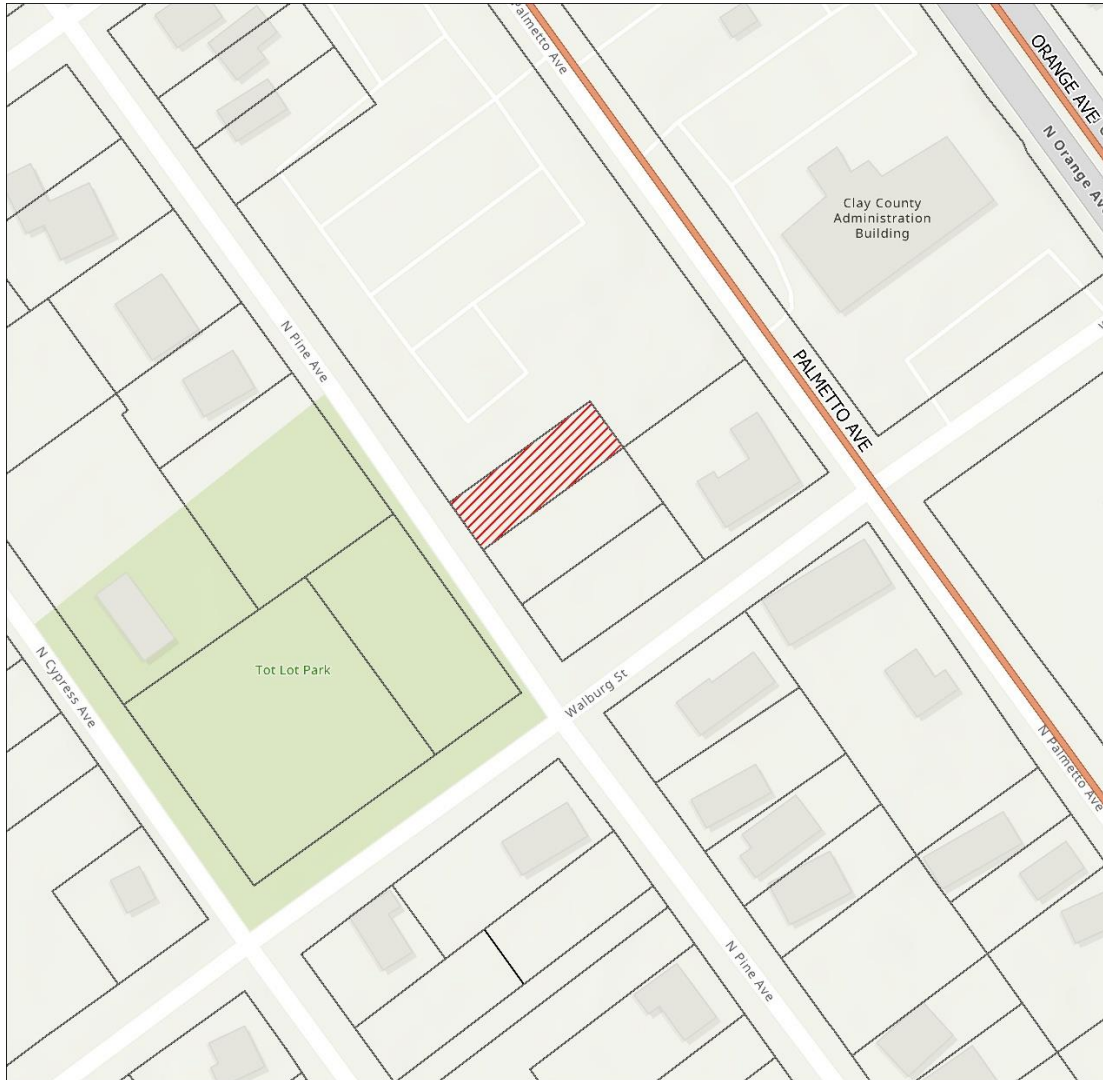
Additionally, the applicant has submitted the following annexation and rezoning requests:

Application #	Description
ZON-25-001	Rezoning Application from RPO to Institutional

Environmental Conditions Analysis

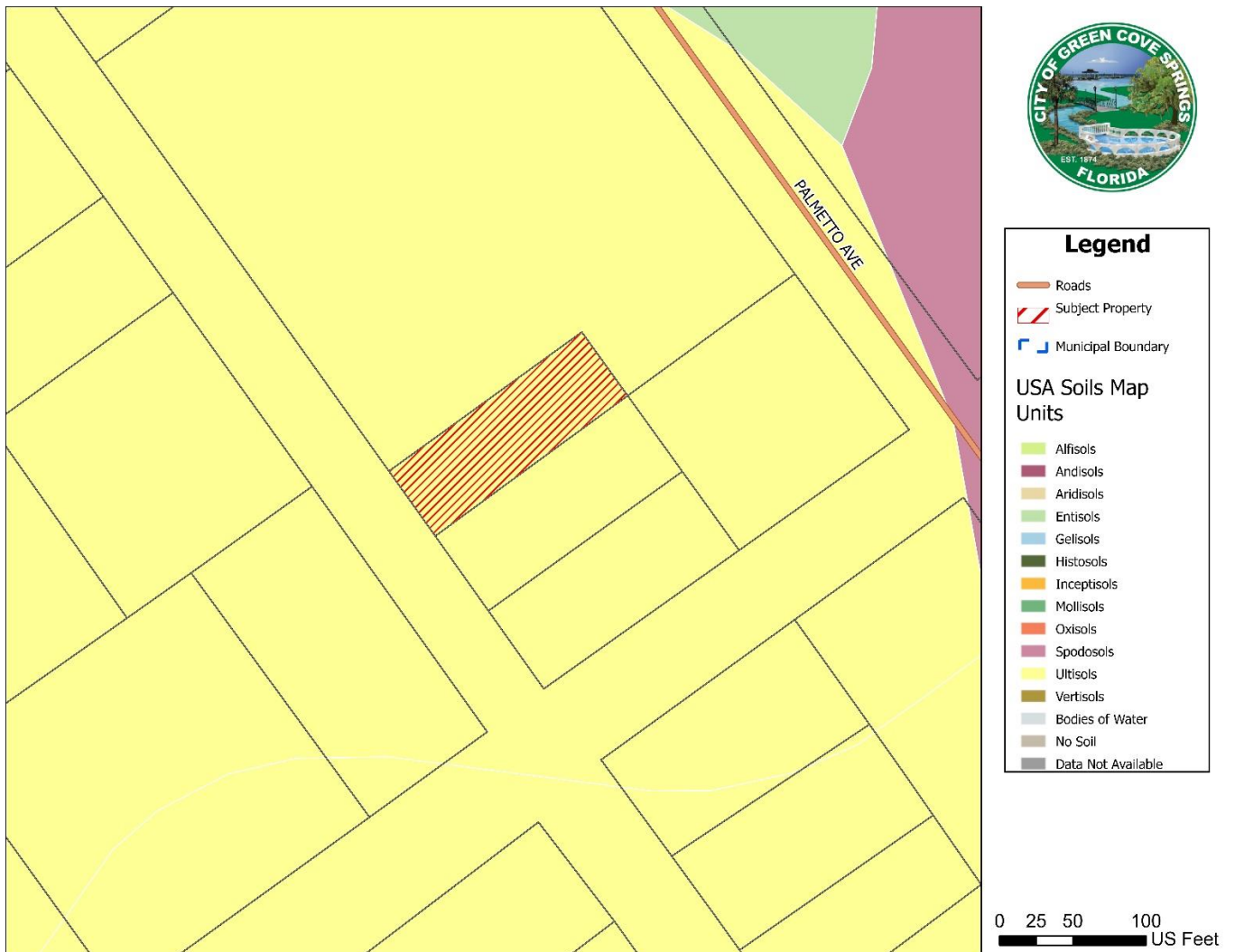
Maps of Environmental Features

Wetlands



0 40 80 160
US Feet

Soils



Flood hazard

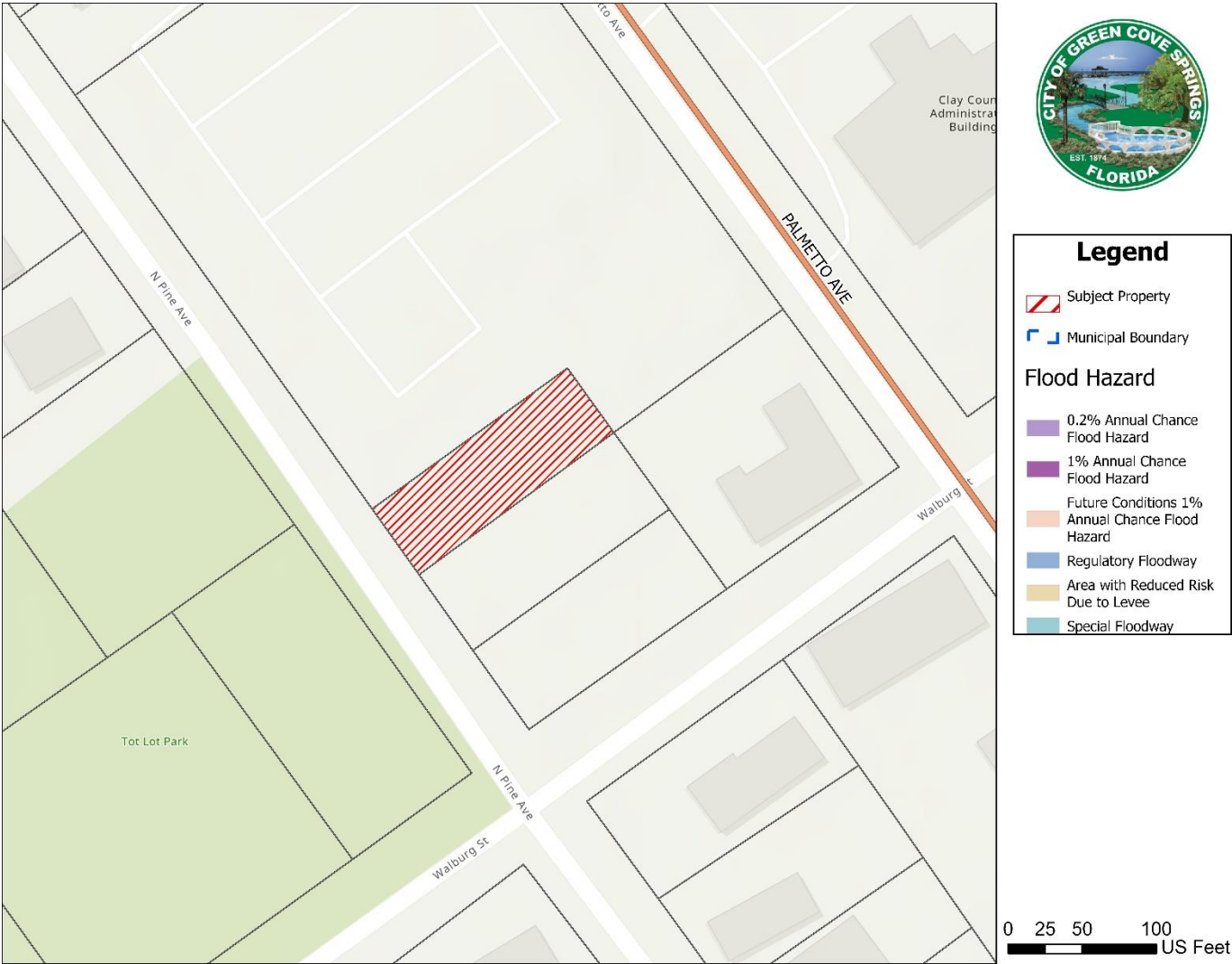


Figure 2. Current FLU



Figure 3. Proposed FLU



Wetlands

There are no wetlands on the property.

Soils

There is currently 1 type of soil located onsite:

- Ultisol

All new development shall be required to meet the stormwater management requirements of the St John's Water Management District as well as the City's stormwater management requirements and provide stormwater capacity and water quality treatment onsite.

Flood Zones

According to the FEMA Flood Map Service, the project site is not located within a flood zone.

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 Public. Revising the Future Land Use designation to Public, will allow for public uses, including government facilities.

(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 adjacent to the US17 corridor and is surrounded by land presently used for similar uses to the use being proposed. The project site is located within the City's water and sewer and electric 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 Public Designation is consistent with the use of abutting parcels.

(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 does not include wetlands or floodplains however the site is lightly wooded. New development shall comply with the City's landscaping, tree preservation, stormwater and floodplain requirements.

(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 and governmental development and adjacent to undeveloped Residential Professional zoned property. 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: The site will be used to expand on existing public facilities.

(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 will not significantly increase the cost in time, money, and energy of providing and maintaining facilities.

(IX) Fails to provide a clear separation between rural and urban uses.

Evaluation & Findings: The site is located within the City's water and sewer and electric urban service areas 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 adjacent to existing Public uses and will be utilized in a similar manner.

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

Evaluation & Findings: The project site shall have direct access to Palmetto Ave.

(XIII) Results in the loss of significant amounts of functional open space.

Evaluation & Findings: All proposed development shall comply with the City's landscape ordinance to ensure there shall be open space provided within the development.

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 the City's water and sewer and electric urban services areas which has been planned to accommodate growth which allows for the preservation of the natural resources of outlying areas. In addition, all new development shall comply with the City's landscaping, tree preservation and resource protection ordinances.

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, is proposed to provide an expansion of parking lot area for County offices located to the east of the subject property on US 17.

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: Internal Sidewalk connections shall be provided as part of the site development. .

4. Promotes conservation of water and energy.

Evaluation & Findings: N/A

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: All proposed development shall comply with the City's landscape ordinance to ensure there shall be open space provided within the development.

7. Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

Evaluation & Findings: N/A

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

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

CONSISTENCY WITH THE 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 1.1.1 e: Public (PUB): This FLUC is intended to accommodate a range of public/semi-public uses including government facilities, civic/institutional uses, educational facilities, parks and recreation facilities, and conservation areas. v. Density: NA iv. Maximum Intensity: 0.3 FAR

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 1.6.5. The City shall encourage the development, redevelopment, and infill of vacant properties within developed portions of the City.

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.

CONSERVATION ELEMENT

Goal 1: The city shall conserve, utilize, and protect its natural resources to ensure that adequate resources are available for future generations.

Policy 5.2.1 The city shall ensure the preservation of native and significant vegetative communities through the implementation of its Landscape and Tree Protection Ordinance

INTERGOVERNMENTAL COORDINATION ELEMENT

Goal 7: The City of Green Cove Springs shall foster and encourage intergovernmental coordination between the city, clay county and regional, state, and federal entities.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
General Office*	1,875	1.9	21	1.56	3	1.9	2

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

Conclusion: The above calculations were done by assuming the parcel would be used for governmental offices at the maximum square footage allowed by the proposed zonings FAR of 0.3.

Potable Water Impacts Office

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	206
Residual Capacity after Proposed Project	3,186,794

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 assumption that an office building would be constructed at the maximum square footage allowed by the proposed zonings FAR of 0.3.

Sanitary Sewer Impacts – South Plant WWTP Office

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	206
Residual Capacity after Proposed Project	329,794

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 assumption that an office building would be constructed at the maximum square footage allowed by the proposed zonings FAR of 0.3.

Solid Waste Impacts Office

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.

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

Compatibility

The Subject Property is located adjacent to an existing parking lot utilized by Clay County. Clay County intends to expand the parking lot onto the subject parcel. The requested future land use amendment will match the future land use of the existing parking lot to allow for parking lot expansion for the Clay County Government offices.

Intent of Existing Future Land Use Designation

Neighborhood

Neighborhood (NBD): This FLUC is intended to accommodate primarily low-to-medium density residential uses. Support/secondary uses include professional offices, and public/semi-public facilities.

- i. Density Range: Up to 12 dwelling units (du) per (/) acre (ac)
- ii. Maximum Intensity: 0.2 Floor Area Ratio (FAR)

Intent of Proposed Future Land Use Designation Public (PUB): This FLUC is intended to accommodate a range of public/semi-public uses including government facilities, civic/institutional uses, educational facilities, parks and recreation facilities, and conservation areas.

v. Density: NA

vi. Maximum Intensity: 0.3 FA

STAFF RECOMMENDATION

Staff is recommending approval of the proposed future land use request.

RECOMMENDED MOTIONS:

Future Land Use Amendment

Motion to approve the second and final reading of Ordinance O-03-2025, to amend the future land use of Parcel ID 017678-000-00 from Neighborhood to Public.