



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

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**TO:** City Council **MEETING DATE:** September 21, 2021  
**FROM:** Michael Daniels, AICP, Planning & Zoning Director  
**SUBJECT:** Small Scale Future Land Use Amendment and Rezoning Request for property located in the 1300 Block of Energy Cove Court for approximately 9.4 acres.

Future Land Use Amendment: from: Mixed Use Highway  
to: Residential High Density  
Zoning Amendment: from: C-2, General Commercial and M-2, Industrial  
to: R-3, Residential High Density

### PROPERTY DESCRIPTION

**APPLICANT:** Colin Groff, Black Creek Engineering  
**OWNER:** B&B GCS Joint Venture, c/o John R. Smith, Jr.

**PROPERTY LOCATION:** 1300 Block of Energy Cove Court

**PARCEL NUMBER:** 016562-000-00

**FILE NUMBER:** FLUS-21-0003 & ZON-21-0003

**CURRENT ZONING:** Mixed Use Highway (MUH)

**FUTURE LAND USE DESIGNATION:** MUH – Mixed Use Highway

### SURROUNDING LAND USE

**NORTH:** **FLU:** Medium Density Residential (RMD)  
**Z:** R-2  
**Use:** Single Family Residential  
**SOUTH:** **FLU:** MUH  
**Z:** MUH  
**Use:** Undeveloped

**EAST:** **FLU:** MUH  
**Z:** MUH  
**Use:** Undeveloped  
**WEST:** **FLU:** MUH  
**Z:** MUH  
**Use:** Industrial

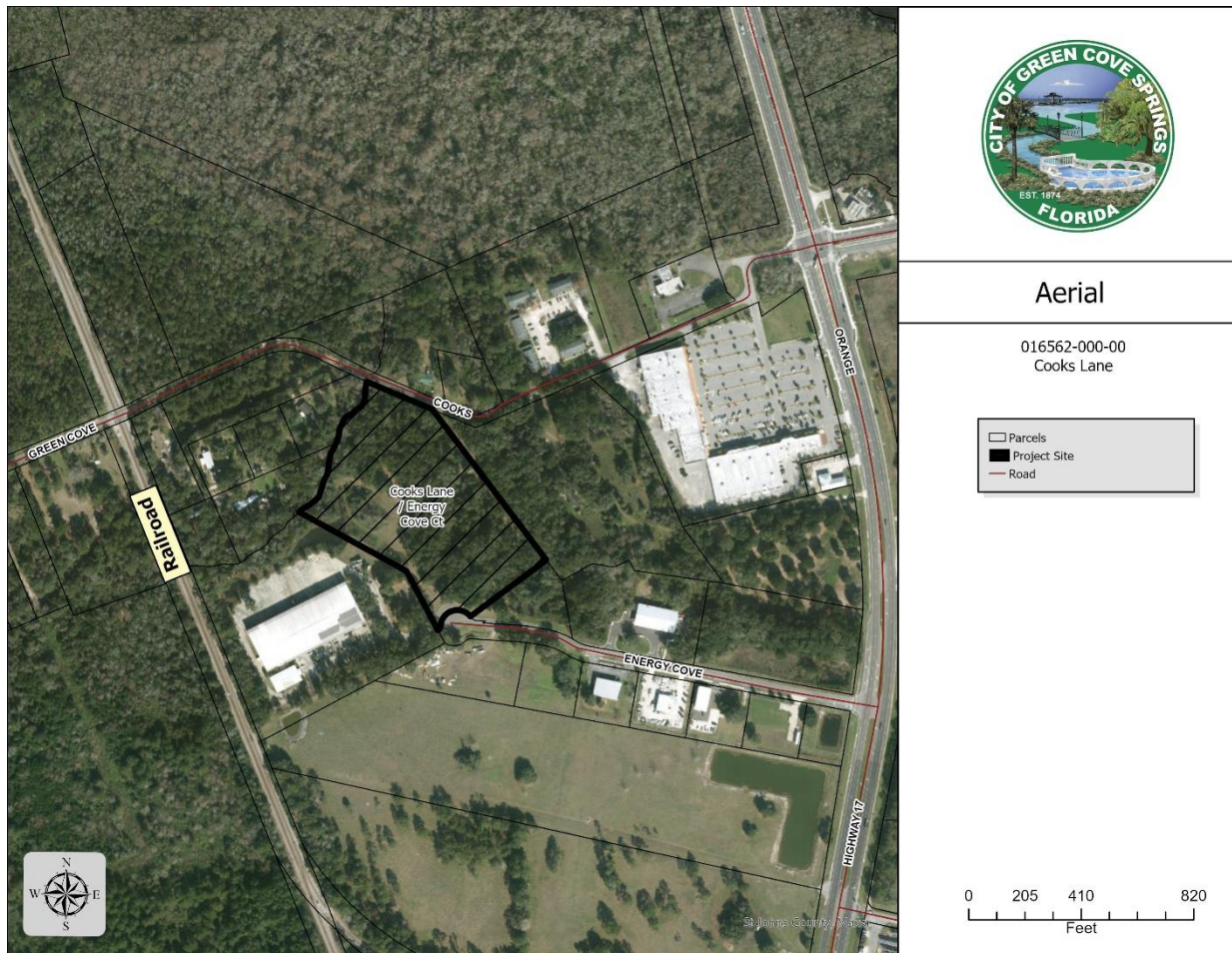
## BACKGROUND

The applicant has applied for a Future Land Use and Zoning Change for the subject property for the construction of multifamily development.

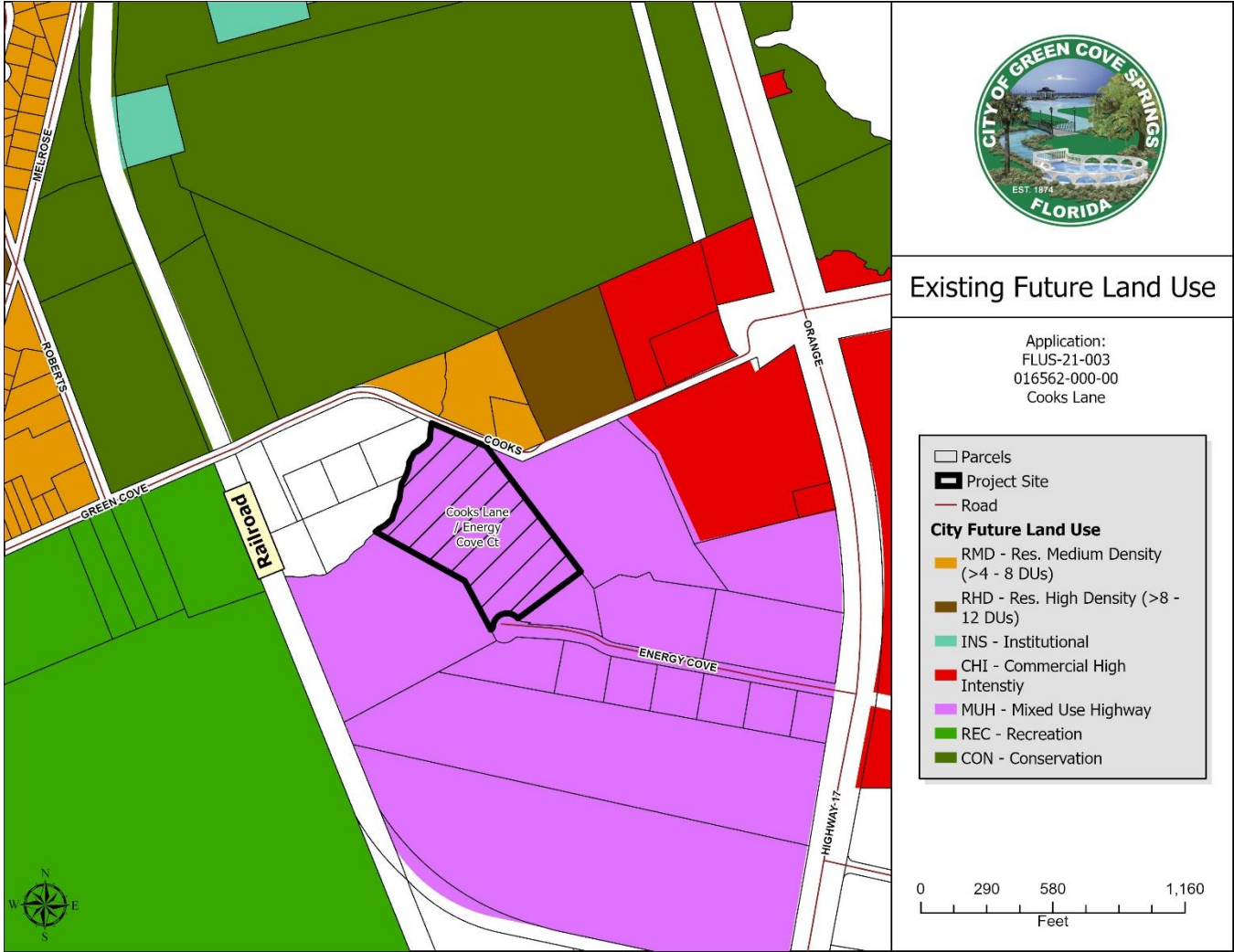
## PROPERTY DESCRIPTION

The property is currently undeveloped. The property has approximately 355' of frontage on Cooks Lane and 150' of frontage on Energy Cove Court. Portion of the property in the northwest and northeast near Cooks Lane are located within the 100-year floodplain. The property is heavily wooded with a mixture of hardwood and pine Trees. There is a City water main line located on the northern portion of the property that connects to Cooks Lane to the north and then connects to the adjacent property to the west. There are wetlands located on the northwest 25' of the site which shall remain undisturbed. In addition, there is an existing City water line that runs from Cooks Lane down the west side of the property eventually connecting to the Energy Cove Court cul-de-sac. The existing water line shall either be maintained as a part of future development plans or relocated at the property owner's expense.

Figure 1. Aerial Map



**Figure 2. Existing Future Land Use**



**Figure 3. Proposed Future Land Use**

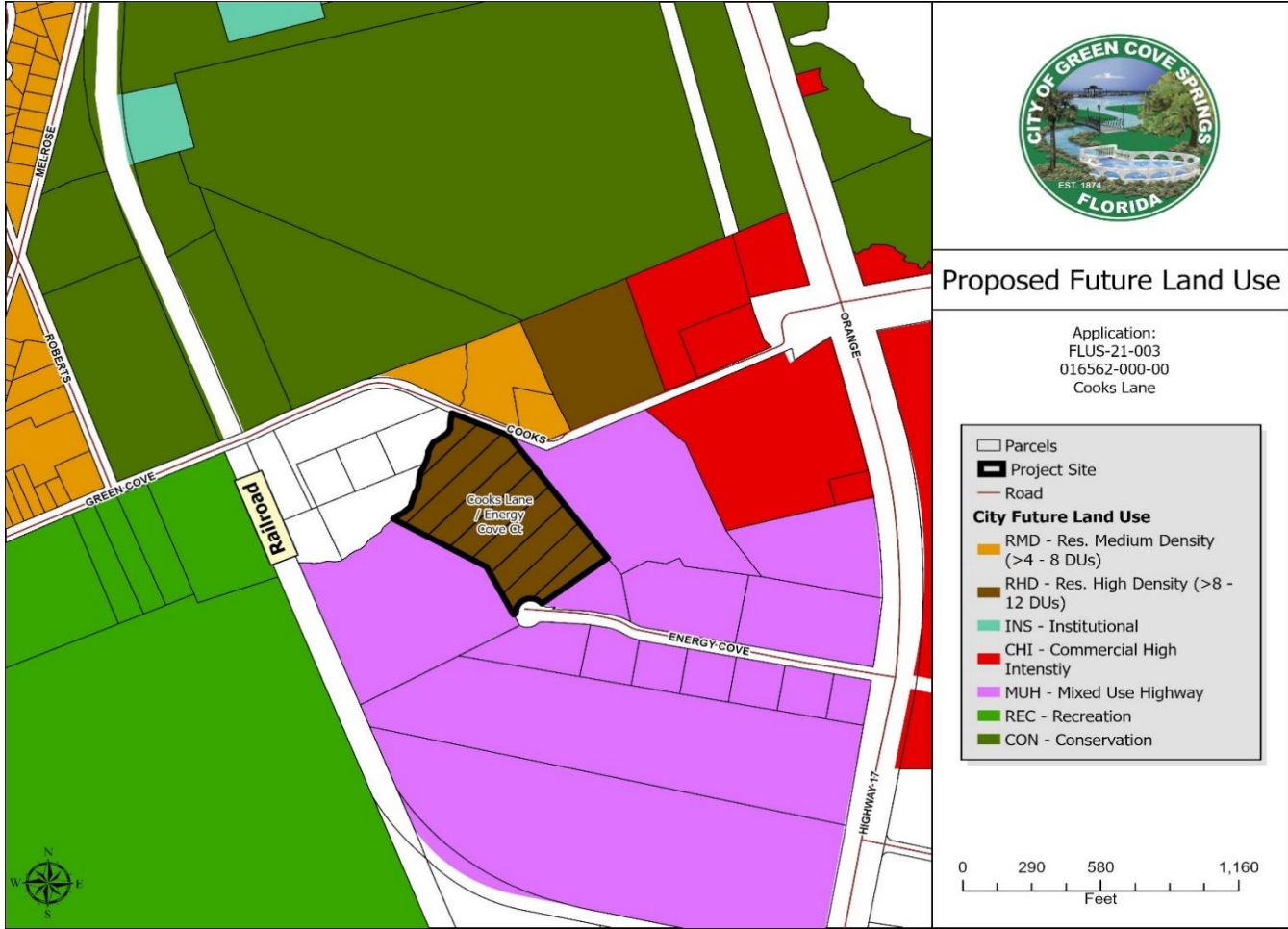
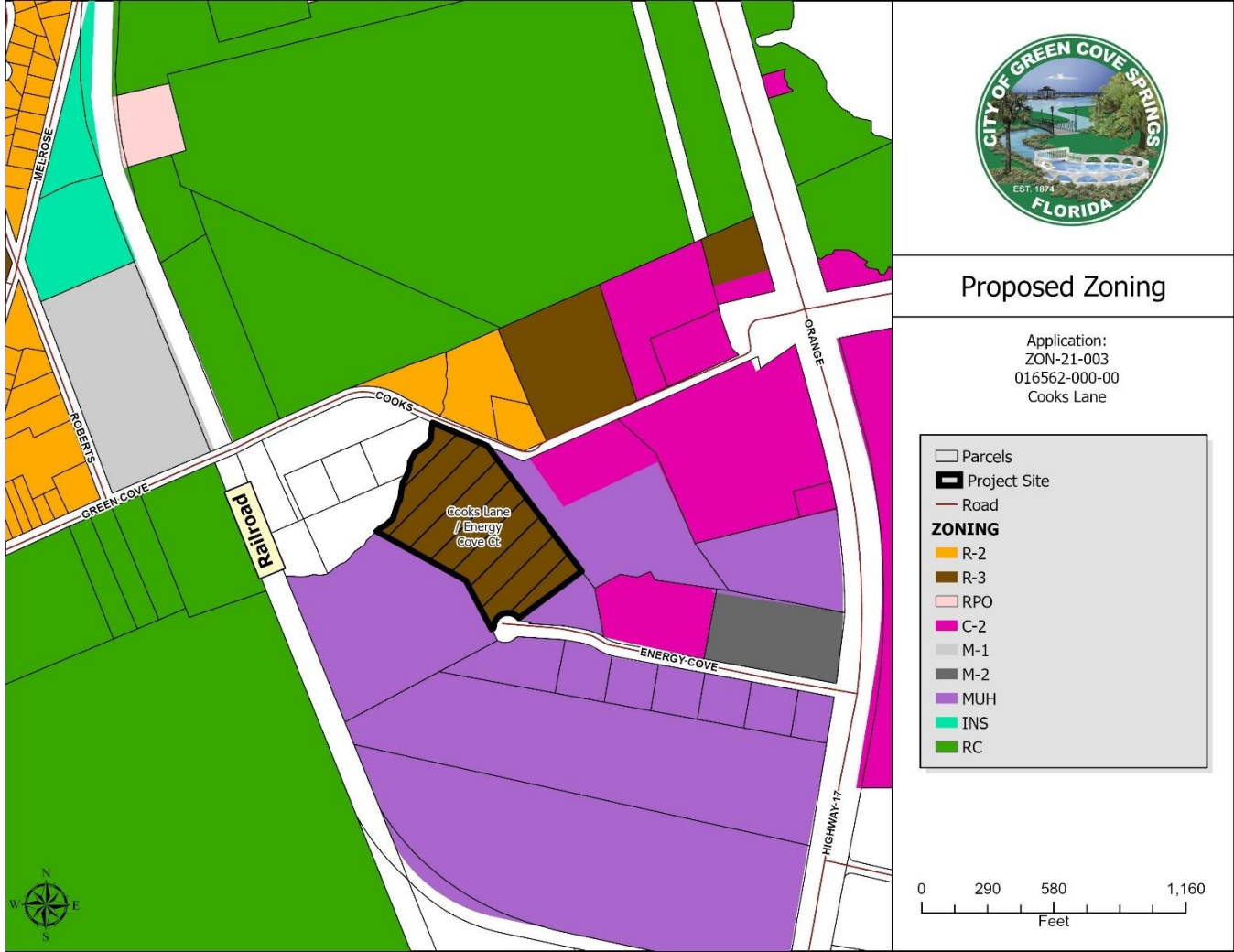


Figure 4. Existing Zoning



**Figure 5. Proposed Zoning**



## 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 the growing demand for additional housing units, particularly in close proximity to commercial uses 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 MUH to RHD. By revising the Future Land Use designation to RHD, this will allow for higher density of residential development. Currently, the City has over 20% of the City acreage guided for low density development but only .9% of land area for High Density Residential development. 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 urban core area of Green Cove Springs and adds to the existing development in the area which is suitable for developing 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 RHD Future Land Use designation is compatible with the surrounding development.

(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 has a small portion of the property which is located within a floodplain which will have to be addressed pursuant to the City's Land Development Regulations as part of site development plan as well as meeting requirements for drainage and tree preservation. This property 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 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.

(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 connectivity between residential and commercial uses on Cooks Lane.

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

**Evaluation & Findings:** The project site shall provide accessibility to Cooks Lane with emergency access to Energy Cove Court.

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



**Evaluation & Findings:** This property was guided for commercial uses and open space shall be preserved pursuant to the Site Development Requirements in the Land Development Code.

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 an 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 residential 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 residential development, allowing for more walkability between the residential development and commercial development at the Corner of Cooks Lane and US 17.

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:** Open Space shall be provided for as part of the landscape and tree preservation requirements as set forth in the Land Development Regulations.

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 residential units 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 1.3.4:** 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....

### HOUSING ELEMENT

**Objective 3.1:** The City shall continue to assist the private sector in providing dwelling units of various types, sizes, and costs to meet the housing needs of the current and future residents and residents with special housing needs.

**Policy 3.1.1:** The City shall review, and revise if necessary, any ordinances, codes, regulations, and the permitting process to eliminate unnecessary requirements and requirements that may inhibit the provision of low and moderate income housing, and to streamline the development review process, while maintaining opportunity for public participation in the review process and insuring the health, welfare, and safety of the residents.

### 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 <sup>1</sup> (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Maximum Development Potential Based on Existing FLU							

Light Industrial (ITE 210)	240,000	6.97	1,675	.92	221	.97	233

Land Use <sup>1</sup> (ITE)	Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
<b>Proposed</b>							
Residential Condo/TH (ITE 230)	112	6.65	732	0.62	68	0.62	68

1. Source: Institute of Transportation Engineers: Trip Generation Manual 9<sup>th</sup> Edition

**Conclusion:** The proposed development of 12 dwelling units per acre on the ±9.4-acre site would require a traffic study to be reviewed at the time of submittal of the site development plan. Currently, there is an average of 144 peak hour trips along the roadway which is lower than the maximum allowable capacity for the roadway which is 1,161 peak hour trips. See attached excerpt of traffic analysis from the Ayshire project which shows the existing Level of Service for Green Cove Avenue.

#### Potable Water Impacts

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

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 112 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 <sup>1</sup>	350,000
Current Loading <sup>1</sup>	267,000
Committed Loading <sup>1</sup>	37,000
Residual Capacity <sup>1</sup>	46,000
Percentage of Permitted Design Capacity Utilized <sup>1</sup>	95%
Projected Potable Water Demand from Proposed Project <sup>2</sup>	34,980
<b>Residual Capacity after Proposed Project</b>	<b>11,120</b>

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 112 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 has the capacity to handle the estimated impacts resulting from the proposed application.

#### Solid Waste Impacts

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project <sup>1</sup>	2,332 lbs. / 426 tons
Solid Waste Facility Capacity <sup>2</sup>	Minimum 3 Years Capacity

1. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (112 dwelling units x 2.65 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 Project 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 <sup>1</sup>	Total	Rate <sup>1</sup>	Total	Rate <sup>1</sup>	Total
<b>Proposed</b>							
Multifamily Units	112	0.0314	4	0.0095	1	0.0197	2
<b>Net Generation</b>	-	-	4	-	1	-	2

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. It is not anticipated that the estimated number of students generated by the proposed PUD rezoning will exceed the adopted LOS standards

**Future Land Use and Zoning District Comparisons**

**Existing Future Land Use**

Mixed Use Highway (MUH) - . 70% industrial and 30% commercial land uses. The industrial land uses primarily consist of storage, warehousing, and light manufacturing facilities. The commercial land uses primarily consist of retail and service establishments, such as business and professional offices, hotels, automobile sales, service and repair, and restaurants. No residential land uses are permitted. The maximum Floor Area Ratios for the industrial land uses shall be .70 and the commercial land uses shall have a maximum Floor Area Ratio of .30.

**Proposed Future Land Use**

High Density Residential (>8 to 12 dwelling units per acre). This category includes single-family, duplex and multi-family dwelling units. It also includes churches, nursing homes, convalescence facilities, foster homes, and group care homes.

**Existing Zoning District**

The M-2 industrial district is intended to be for an industrial park. A variety of industrial and supported uses are allowed.

The commercial high intensity (CHI), C-2 general commercial zoning category district is intended for intensive commercial uses which generally require a conspicuous and accessible location convenient to streets carrying large volumes of traffic.

### ***Proposed Zoning District***

The residential high density, R-3 zoning category district is intended to provide for multiple-family housing areas with densities of eight to 12 dwelling units per acre. This district should be situated so that it is well served by public services and have direct access to collector street or major thoroughfares. Careful attention must be given to traffic generation from this district to minimize impact on single-family districts.

## **STAFF COMMENTS**

As shown in Table I-1, in the attached Data and Analysis for the City's Future Land Use Element, there is currently a very small percentage (.9%) of acreage in the City that is currently designated for High Density Residential uses compared to low density residential. Providing opportunities to develop High Density residential units is consistent with the City's policy to encourage a variety of housing types for our residents. At the same time, due to the existing industrial developments existing on Energy Cove Court, the proposed development of multifamily will need to be developed so as to avoid conflict with the existing industrial development. To that end, as part of the site development plan, access to the site shall be limited to Cooks Lane, other than for emergency purposes so as not to co-mingle the residential and industrial traffic. The Planning and Zoning Commission unanimously approved the Future Land Use and Zoning request but added a separate motion to restrict access to the property to Green Cove Avenue for the residential project.

Staff recommends approval of the Future Land Amendment from Mixed Use Highway to Residential High Density based upon the Urban Sprawl Analysis and Compliance with the Comprehensive Plan and compatibility with the surrounding area.

Attachments include:

1. Conceptual Plan
2. Utility Easement
3. Property Survey
4. Ordinance O-15-2021
5. Ordinance O-16-2021
6. FLUM Application
7. Rezoning Application
8. 2045 Future Land Use Data and Analysis
9. Excerpted pages from the Ayrshire Traffic Study

## **STAFF RECOMMENDATION**

Staff recommends approval of the future land use amendment and rezoning.

### **RECOMMENDED MOTIONS:**

#### **Future Land Use Amendment**

Motion to approve 2<sup>nd</sup> and final reading of Ordinance O-15-2021 to amend the Future Land Use of the property described therein from Mixed Use Highway to Residential High Density.

#### **Rezoning**

Motion to approve 2<sup>nd</sup> and final reading of Ordinance O-16-2021 to amend the Zoning of the property described therein from General Business C-2/ Industrial M-2 to Residential High Density, R-3.