



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO:	Planning and Zoning Commission	MEETING DATE:	February 25, 2025
FROM:	Michael Daniels, AICP, Development Services Director		
SUBJECT:	Ordinance O-36-2024 PUD Rezoning request for approximately 4.16 acres located at 200 N Vermont Avenue.		
	Zoning Amendment:	from: R-2, Residential Medium Density	
		to: PUD, Planned Unit Development	

PROPERTY DESCRIPTION

APPLICANT:	Vince Pessolano, Theograce Holdings LLC	OWNER:	David L Herbert and Cynthia Ann Herbert Revocable Living Trust
PROPERTY LOCATION:	200 N Vermont Ave		
PARCEL NUMBER:	018415-000-00		
FILE NUMBER:	PUD-24-003		
CURRENT ZONING:	R-2, Single Family Residential		
FUTURE LAND USE DESIGNATION:	Neighborhood		

SURROUNDING LAND USE

NORTH:	FLU: Neighborhood Z: R-2 Use: Single Family Residential	SOUTH:	FLU: Neighborhood Z: R-2 Use: Single Family Residential
EAST:	FLU: Neighborhood Z: R-2 Use: Single Family Residential/Undeveloped	WEST:	FLU: Neighborhood Z: R-2 Use: Single Family Residential

BACKGROUND

The applicant has submitted a revised Planned Unit Development plan and rezoning request for 27 single family houses. The site consists of 4.16 acres and is currently zoned for R-2 Single Family Residential.

The property is located at the northeast corner of Vermont Street and Walnut Street. The site currently has a vacant single-family residence and accessory frame barn. The property is heavily wooded with a combination of predominantly oak, pines and cedar trees. A boundary and tree survey are enclosed.

The applicant had initially submitted plans for a 33-lot residential subdivision which was taken to the Planning and Zoning Commission on December 3, 2024 and was denied on a unanimous vote. The applicant has since withdrawn the application and resubmitted a revised 27-unit residential development.

The applicant submitted revised plans on December 23, 2024 and January 21st, 2025 including a revised concept plan and written description of the proposed development. The current Concept Plan shows the development of 27 single family homes. The units will be 1 and 2-story. The project includes the extension of Palmer Street from Vermont Avenue to the proposed connection to the eastern property boundary. The intent is to connect Palmer Street to the proposed subdivision to the east (the Palmer Street Replat), which is an 8-lot subdivision, which, will construct Palmer Street to connect to West Street as part of their development project. The application was taken to the Planning and Zoning Commission on January 28th, 2025 and the case was unanimously tabled by the Commission subject to addressing the following issues:

- Address staff comments including Outstanding staff comments including comments regarding stormwater runoff shall be provided and reviewed by City staff prior to the rezoning request being taken back to the Planning and Zoning Commission.
- All lots shall be a minimum of 50' in lot width, 5,000 square feet in lot area.

No new plans or additional information has been submitted since the last Planning and Zoning Commission meeting.

As part of the PUD requirements, the applicant has submitted a written description identifying the proposed zoning and development standards for the development including:

Minimum building setback and yard requirements. The building setbacks for all uses and structures are as follows:

- Front: Twenty (20) feet.
- Side – Five (5) feet.
- Rear – Ten (10) feet.

Note: Encroachments by sidewalks, parking, signage, utility structures, fences, street/park furniture, HVAC units, and other similar improvements shall be permitted within the minimum building setbacks.

Minimum Lot Width Requirements. Forty (40) feet wide. However, cul-de-sacs, curve and corner lots will require a minimum of twenty-five (25) feet setback. So long as a cul-de- sac, curve or corner lot is forty (40) feet in width at some point (not necessarily at the BRL), the structure can be built anywhere on the lot so long as required setbacks and required building restriction lines are met.

Minimum Lot Area Requirements. 4,000 square feet

Maximum Height of Structures. Thirty-five (35) feet. As provided in the Green Cove Springs Zoning Code, spires, cupolas, antennas, chimneys, and other appurtenances not intended for human occupancy may be placed above the maximum heights provided for herein.

Maximum parcel coverage by all buildings. Sixty (60) percent.

Parking and Loading Requirements. The proposed PUD will have two car garages and driveways that will accommodate an additional two vehicles. Parking within the PUD will be provided in accordance with the City's off-street parking and loading requirements as set forth in the Green Cove Springs Zoning Code. Homeowners Association will also be required to mandate that cars are only parked in designated parking locations.

Stormwater Retention. Stormwater retention/detention system shall be designed and constructed in accordance with the requirements of the city of Green Cove Springs and the St. Johns River Water Management District and may include underground detention vaults.

Common Area Landscape Maintenance. The Applicant shall ensure the proper maintenance of all common areas, lawns, and landscaping to be funded by mandatory homeowners' association dues.

Signage. The PUD shall be permitted one double-faced or two single-faced externally illuminated monument sign(s), not to exceed twenty-four (24) square feet in area per sign face and twelve (12) feet in height, at the entrance. PUD shall also permit an HOA information board that is approximately 20 square feet and 6 feet high.

Park Requirements. Pursuant to the Comprehensive Plan requirements that a minimum 1 acre per 5,000 people is provided which calculates to .36 acres. The applicant is providing .41 acres of aggregate park area.

Tree Preservation. Based on the revised conceptual plan, 212" of hardwood tree credits shall be credited to the development with a replacement of 242" of trees removed, leaving a deficit of 30" of trees. A minimum of 1 shade tree at 3" caliper shall be required to be planted at time of building permit resulting in a mitigation of the tree removal.

Table 1: Development Comparison Between R-2 and Proposed PUD

Zoning Requirement	R-2 Zoning	Proposed PUD
Lot width	50 feet	40 feet
Lot area	5000 sq ft	4,000 sq ft
Building Height	35 feet	35 feet
Front Yard Setbacks	20 feet	20 feet
Side Yard Setbacks	7.5 feet	5 feet
Rear Yard Setbacks	10 feet	10 feet
Impervious Surface	50%	53%

Aerial



CONSISTENCY WITH THE COMPREHENSIVE PLAN

The following Goals, Objectives, and Policies (GOPs) support the proposed zoning amendment to Planned Unit Development in the City's 2045 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 of the public.

Policy 1.3.2. The City shall establish locational criteria in the LDC for future rezoning of sites to higher density and/or intensity districts. The following principles shall be considered:

- a. Compatibility means that different land uses can coexist in relative proximity to each other provided that a use is not impacted directly or indirectly by another use.
 - b. Increases in density and intensity must generally occur in a gradual fashion, avoiding abrupt transitions.
 - c. High density residential uses should generally be located in areas that have adequate vehicular access and proximity to service uses.
 - d. Spot zoning should be avoided. Spot zoning refers to changing the zoning designation of a small parcel of land for a designation totally different from that of the surrounding area for the benefit of the owner of such property and to the detriment of other owners.
- *Staff Comment: The revised development has reduced the number of units from 33 lots to 27 lots which lowers the density from 8 units per acre to 6.5 units per acre. In addition, the lots sizes have been revised to include 14 lots that are a minimum of 5,000 square feet predominantly adjacent to existing residential development. The lots that are 4,000 square feet are*

predominantly interior lots or such as lots 1-8, have a 10' landscaped buffer adjacent to residential development.

- **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.
- *Staff Comment: The proposed development has been revised to have a minimum of 5,000 square foot lots adjacent to surrounding residential development as well as an additional .5 acres of aggregated park and buffer area in order to be compatible with surrounding properties.*

Objective 1.4. The City shall strive to preserve its natural resources from development activity through protection, enforcement and coordination mechanisms.

Staff Comment: Based on the revised conceptual plan, 212" of hardwood tree credits shall be credited to the development with a replacement of 242" of trees removed, leaving a deficit of 30" of trees. A minimum of 1 shade tree at 3" caliper shall be required to be planted at time of building permit resulting in a mitigation of the tree removal.

TRANSPORTATION ELEMENT

OBJECTIVE 2.2. Safe and Convenient. The City shall strive at making the transportation system safe and convenient for all transportation modes and users.

- *Staff Comment: The proposed extension of Palmer Street, is consistent with the existing gridded street network and the cul-de-sac is compliant with emergency service requirements and public works sanitation services.*

PUBLIC FACILITIES ELEMENT

OBJECTIVE 4.1. CONCURRENCY MANAGEMENT

The City shall assure implementation of a concurrency management system, which will include procedures to ensure that when a development permit is issued, adequate facility capacity is available or will be available when needed to serve the development. All system improvements for replacement, expansion, or increase in capacity of facilities shall comply with the adopted level of service standards for the facilities.

- *Staff Comment: The conceptual plan and corresponding documents have not adequately provided information regarding how stormwater runoff will be provided onsite. No new submittal regarding the stormwater facilities or otherwise have been submitted by the applicant for review. since the previous public hearing on January 28, 2025.*

Objective 4.6.

Future development shall be required to connect with central water systems and provide stormwater facilities which maximize the use of existing facilities and discourage urban sprawl.

- *Staff Comment: The conceptual plan and corresponding documents have not adequately provided information regarding how stormwater runoff will be provided onsite. No new submittal regarding the stormwater facilities or otherwise have been submitted by the applicant for review. since the previous public hearing on January 28, 2025.*

CONSERVATION ELEMENT

Objective 5.2. Manage Development Impacts

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

Staff Comment: Based on the revised conceptual plan, 212” of hardwood tree credits shall be credited to the development with a replacement of 242” of trees removed, leaving a deficit of 30” of trees. A minimum of 1 shade tree at 3” caliper shall be required to be planted at time of building permit resulting in a mitigation of the tree removal.

RECREATION AND OPEN SPACE

OBJECTIVE 6.3. The City shall ensure new development does not diminish the Recreation Level of Service (LOS).

Policy 6.3.1. New development shall provide parks, recreation facilities, and open space based on the level of service (LOS) standards set forth in Policy 8.3.1 of the Capital Improvements Element.

- The applicant has .5 acres of aggregate park area which exceeds the requirements set forth in the Capital Improvements Element. The timeline of the development of the park facilities shall be identified as part of the subdivision plans.

CAPITAL IMPROVEMENT

Policy 8.5.1. The City shall require that new development or redevelopment projects meet the established Level of Service Standards

- *Staff Comment: The conceptual plan and corresponding documents have not adequately provided information regarding how stormwater runoff will be provided onsite. No new submittal regarding the stormwater facilities or otherwise have been submitted by the applicant for review. since the previous public hearing on January 28, 2025.*

CONSISTENCY WITH THE PLANNED UNIT DEVELOPMENT ZONING DISTRICT REQUIREMENTS

All proposed development requesting to be reviewed as a planned unit development shall provide the following information on the application for development approval as set forth in the City Land Development Regulations Section 117-421(3):

- (3) The application shall indicate the benefit to the city for allowing the planned unit development. The benefits may include:
 - a. Permit a creative approach to the development of land;
 - b. Accomplish a more desirable environment than would be possible through the strict application of minimum requirements of this subpart;
 - c. Provide for an efficient use of land, resulting in smaller networks of utilities and streets;
 - d. Enhance the appearance of neighborhoods through preservation of natural features, the provision of underground utilities and the provisions of recreation areas and open space;
 - e. Provide an opportunity for new approaches to ownership;
 - f. Provide an environment of stable character compatible with surrounding residential areas; and
 - g. Retain property values over the years.
- *Staff Comment: The proposed development is consistent with this requirement*

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Single Family Residential	27	n/a	257	n/a	20	n/a	27

1. Source: Institute of Transportation Engineers: Trip Generation Manual 11th Edition

Conclusion: Project uses will be required to pay the applicable mobility fees prior to final construction approval to mitigate for transportation impacts at time of building permit.

Potable Water Impacts

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	10,733
Residual Capacity after Proposed Project	3,176,267

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 27 dwelling units x 2.65 persons * 150 gal per person

Conclusion: As shown in the table above, there is adequate capacity this use type. 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	254,000
Committed Loading ¹	65,000
Residual Capacity after Proposed Project	31,000
Projected Sewer Demand from Proposed Project ²	14,082
Residual Capacity after Proposed Project	16,918

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 27 dwelling units x 2.65 persons * 120 gal per person

Conclusion: As shown in the table above, there is adequate capacity.

Solid Waste Impacts

Residential

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project ¹	574/104
Solid Waste Facility Capacity ²	Minimum 3 Years Capacity

1. Source: Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (27 dwelling units x 2.65 persons per dwelling unit x 8 lbs. per day) x 365

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 City shall provide curbside service.

Public School Facilities Impact

Land Use	Units	Elem.		Middle		High	
		Rate ¹	Total	Rate ¹	Total	Rate ¹	Total
Proposed							
Single Family Units	27	0.0314	0.85	0.0095	0.26	0.0197	0.53
Net Generation	-	-	0.85	-	1	-	1

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 see attached.

STAFF ANALYSIS

Compatibility

The Subject Property is located adjacent on all sides to existing or proposed single family residential properties that have R-2 Zoning. The proposed plan would include smaller parcels than what is permitted throughout the core city which is 5,000 square foot lots with 50' of low width or larger. 14 lots adjacent to existing development would a minimum of 5,000 square feet and 13 interior lot would be a minimum of 4,000 square foot. As a result, this would be compatible with the surrounding uses. There is a lack of clarity, however, as to how the project is addressing stormwater runoff. Stormwater runoff is a major issue in the development process and CHW, the City's consulting engineer, has provided comments to the applicant to provide information to clarify how the stormwater requirements from the City shall be addressed. It is the responsibility of the property owner to maintain all stormwater runoff created from their development. This issue has not been addressed by the applicant, no new plans or information has been submitted since prior to the January 28th, 2025 Planning and Zoning Commission meeting.

Intent of Existing Zoning District

R-2 Medium Density Residential

The residential medium density land use, R-2 zoning category is intended to provide for development of predominately single-family detached housing areas. Under certain conditions, attached single-family housing may be developed in this district. The residential medium density land use, R-2 zoning category is consistent with the medium density of four to eight dwelling units per acre as designated in the comprehensive plan.

Intent of Proposed Zoning District

Planned Unit Development

It is the purpose of this part to encourage new development and redevelopment, flexibility in design with the overall development consistent with this subpart and the city comprehensive plan. A planned unit development is permitted on a parcel of land under common control or ownership, where it would be beneficial for the city and improve the quality of the development, to permit flexibility in the location of land uses that are shown on the future land use map. The density or intensity of the development shall not exceed development approved in the future land use map.

Existing Zoning



Proposed Zoning



Attachments Include:

1. PUD Conceptual Plan
2. PUD Written Description
3. Proposed Palmer Street Extension to West Street
4. Property Owner Affidavit
5. Deficiency Notice
6. Ordinance 0-36-2024
7. Application

STAFF RECOMMENDATION

Staff recommends denial of the rezoning request to Planned Unit Development subject to non-compliance with the identified Goals, Objectives and Policies of the Comprehensive Plan listed within the Compatibility with the Comprehensive Plan section of the staff report.

RECOMMENDED MOTIONS:

Rezoning

Motion to recommend to City Council denial of Ordinance O-36-2024, for the rezoning of 200 N Vermont Avenue, parcel #018415-000-00 to Planned Unit Development based on the factual support provided in the staff report that the project is not in compliance with the identified goals, objections and policies in the Comprehensive Plan.