



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** July 21, 2026
FROM: Lisa Walsh, Development Services Director
SUBJECT: Review of a Site Development Plan for a 4,500 SF Culver's restaurant with outdoor seating and drive-through at 521 Orange Ave.

PROPERTY DESCRIPTION

APPLICANT: Newkirk Engineering, Inc. **OWNER:** New Laurel A Trustee
PROPERTY LOCATION: 521 Orange Ave
PARCEL NUMBER: 017634-000-00
FILE NUMBER: SPL-26-002
CURRENT ZONING: Gateway Corridor Commercial (GCC)
FUTURE LAND USE DESIGNATION: Mixed Use

SURROUNDING LAND USE

NORTH:	FLU: Mixed Use Z: GCC Use: Restaurant, Shopping Center	SOUTH:	FLU: Mixed Use Z: GCC, GCN Use: Vehicle Sale, Residential, Vacant
EAST:	FLU: Mixed Use Z: GCC Use: Vehicle Sale, Store	WEST:	FLU: Mixed Use, Public Z: GCC, GCN Use: Church, Professional Office

BACKGROUND

The applicant, Newkirk Engineering, Inc., has submitted a site plan application on behalf of their client, a representative for Culver Franchising System, LLC, doing business as Culver's, for the 4,500 square foot Culver's restaurant with outdoor seating and drive-through located at 521 Orange Avenue, parcel 017634-000-00.

The Planning and Zoning Board granted a Special Exception for this project at the May 26th, 2026 meeting to permit a street wall as required by the Gateway Corridor Commercial zoning district to screen parking lots from the front façade.

The property is located on the western side of US 17 or Orange Avenue and is north of Park St, east of Palmetto Ave, and south of Bayard St. The site plan is for a 4,500 square foot restaurant with outdoor seating and drive-through. Site improvements include stormwater ponds along the southern property boundary. Parking shall be screened with a street wall along Orange Avenue. The site is approximately 1.748 acres with 0.995 acres of impervious surface.

This application was reviewed by the Site Development Review Team (SDRT) on April 2nd, 2025.

PARKING, LOADING, & STACKING

The plan shows 55 parking spaces, 5 drive through order waiting spaces, and 3 ADA space located on the around the site. Two drive-through ordering lines are proposed nearer Palmetto Avenue.

DRAINAGE RETENTION

The drainage plan shows a retention pond located along the southwestern boundary of the site, adjacent to Park Street.

TRAFFIC AND ACCESS

The site will include three ingress/egress sites. Once will be a right-in, right-out access point on Orange Avenue; another access point is located on Park Street nearer to Orange Avenue; the third access point is located on Palmetto Avenue near the Martin Luther King Jr Blvd intersection.

UTILITY CONNECTIONS & SOLID WASTE

The project site is within the City's water and electric district.

LANDSCAPE PLAN

A preliminary landscape plan has been submitted.

APPLICABLE REGULATIONS

DIVISION 5. - GATEWAY CORRIDOR COMMERCIAL (GCC) ZONING CATEGORY

Sec. 117-563. - Intent.

The gateway corridor commercial (GCC) district zoning category is intended for all property located in the gateway corridor and designated as CHI (commercial high intensity) and INS (institutional) on the future land use map.

Sec. 117-564. - Permitted uses.

The following and any determined similarly like or type uses not specifically described below are permitted uses in the gateway corridor commercial zoning category; all uses must be in a totally enclosed building:

- (1) Any use permitted in the gateway corridor neighborhood zoning category;
- (2) The following types of commercial establishments: appliance sales and rentals, bakeries, bicycle sales and service, billiards, art or ceramic sales and studios, clothing shops, curio shops, dance, music, gymnastic studios, decorating studios and shops, department stores, drug sales including medical marijuana treatment center dispensing facilities, dry cleaners, financial institutions (including drive-through facilities), furniture stores, game rooms, grocery related market or store, hardware stores, health spas, hotels, motels, medical supplies, optical shops, second hand retail

shops, pet shops, pet grooming, printing shops, restaurants with or without outside seating, shoe stores, sporting goods stores, sundries and notions shops, television and radio sales and service, theaters, toy stores, veterinarian clinic, wearing-apparel shops, commercial retail packaging and mail service business, and skating rinks;

- (3) Professional offices;
- (4) Multifamily residential dwelling units;
- (5) Hospitals; and
- (6) Any lawful civic, cultural, governmental, public utilities, and public necessity uses.

Sec. 117-565. - Special exceptions.

The following uses are special exceptions in the gateway corridor commercial zoning category:

- (1) Establishments or facilities for automobile parts, sales and services without use of an outdoor intercom or public address system or speakers, and no vehicle display racks that tilt vehicles in any way to show underside, unless they are located inside a show room.
- (2) Establishments or facilities for the retail sale and service of all alcoholic beverages for on-premises consumption.
- (3) Single-family detached dwelling units meeting the density requirements of the gateway corridor neighborhood zoning category.
- (4) Multifamily dwelling units without garages.
- (5) Single-family residential development on a flag lot as defined in [section 101-5](#) and subject to the conditions set forth in section 101-60.
- (6) Outdoor sales of swimming pools, spas and hot tubs shall be a permitted use subject to the requirements of [section 117-797](#).

Sec. 117-566. - Density controls.

Where structures are in existence and situated in the gateway corridor commercial zoning category at the time of the adoption of the ordinance from which this section is derived and are destroyed or demolished, the structures shall be allowed to be rebuilt to the same footprints as existed at the time of adoption of the ordinance from which this section is derived, provided the construction of the new structure meets current building codes and is consistent with the exterior of the damaged structure or adjoining structures. Density controls in the gateway corridor commercial (GCC) zoning category shall be as follows:

- (1) Commercial and professional offices:
 - a. Minimum required lot area: None;
 - b. Minimum required lot width: None;
 - c. Minimum required front yard: Ten feet;
 - d. Minimum required rear yard: Ten feet;
 - e. Minimum required side yard: Ten feet;
 - f. Minimum pervious surface: 20 percent;
 - g. Maximum structure height: 54 feet. Maximum height may be increased to 70 feet. The building must be tiered back one foot for every foot over 54 feet;
 - h. Maximum number of stories: Four.
- (2) Multiple family residential dwelling units:
 - a. Minimum required lot area: 7,500 square feet for the first two dwelling units and 2,700 square feet for each additional unit that is added;
 - b. Minimum required lot width: 100 feet;
 - c. Minimum required front yard: Ten feet;
 - d. Minimum required rear yard: Ten feet;

- e. Minimum required side yard on each side of the structure: Not less than five feet for the first two stories. For each story in excess of two, the required side yards shall be increased by five feet for each story so added;
- f. Minimum required living areas:
 - 1. Efficiency apartment: 750 square feet;
 - 2. One bedroom apartment: 800 square feet;
 - 3. Two bedroom apartment: 900 square feet;
 - 4. Three or more bedroom apartment: 900 square feet plus an additional 100 square feet for each bedroom over two bedrooms;
- g. Minimum pervious surface: 20 percent;
- h. Maximum structure height: 54 feet. Maximum height may be increased to 70 feet. The building must be tiered back one foot for every foot over 54 feet;
- i. Maximum number of stories: Four.

DIVISION 7. - LANDSCAPING

Sec. 117-626. - Generally.

Landscaping in the gateway corridor zoning categories shall meet the landscaping requirements of [chapter 113](#), article VI or as per the following:

- (1) *Alternative designs.* Where natural features or spacing of existing driveways and roadways cause the access requirements of this Code to affect placement or planting of landscaped buffers or trees to be physically infeasible, alternate designs may be approved as part of the issuing of a final development order.
- (2) *Exceptions.*
 - a. Shade trees located along the rights-of-way shall be live oak trees, unless the live oak tree would conflict with any utility lines;
 - b. The required setback along the corridor shall promote safe pedestrian movement.
 - c. The required landscape buffer along the right-of-way shall be met by either one of the following conditions:
 - 1. The roadway shall be separated from the back of the curb by a six-foot landscaped strip, a six-foot pedestrian walkway, then a six-foot landscaped strip. Building setback shall be calculated from the back of the curb; or
 - 2. Ten-foot landscaped strip along all rights-of-way.

DIVISION 8. - SITE DEVELOPMENT PLAN APPROVAL

Sec. 117-656. - Design guidelines.

Compliance with all land development regulations as adopted is required for all properties located within the corridor. In addition to the requirements of this Code, development in the gateway corridor zoning categories shall meet the following design guidelines:

- (1) Orient nonresidential uses to face the street with parking behind or to the sides of buildings or provide a street wall subject to the requirements set forth below:
 - a. Street walls are freestanding walls that are intended to mask parking areas from the street and shall have a minimum height of three feet and a maximum height of six feet (measured from the elevation of the public sidewalk). The portion of the street wall three feet and below shall be solid (e.g. brick and masonry or similar material). The portion of the street wall above four feet shall be transparent (e.g., wrought iron or similar material).

Street walls shall have columns/posts (one foot by one foot minimum) spaced every 24 feet.

- b. Street walls shall have openings no larger than necessary to allow automobile and/or pedestrian access.
- c. Street walls shall not be permitted within the right-of-way.
- d. Street walls shall be constructed of wrought iron, brick, masonry, stone, powder-coated aluminum, or other decorative materials that complement the finish on the primary building. Chain link, wood and PVC street walls/fences shall be prohibited.
- e. The area in front and behind the street wall/fences shall include a landscaped strip pursuant to the requirements forth in [section 117-626](#) and [section 113-244\(d\)\(3\)](#).
- f. Street walls shall meet clear site line requirements set forth in [section 113-76](#).

1. Secure a special exception pursuant to the requirements set forth in [section 101-352](#).

- (2) In lieu of meeting onsite parking requirements, the developer may enter into an agreement with the city to reduce the required on-street parking. The reduction of on-street parking shall be approved if the developer agrees to improve the adjoining rights-of-way with landscaping and on-street parking or provides the city with funds to provide additional public parking.
- (3) No commercial access, except for ingress and egress for office uses, shall be allowed on residential streets or streets where residential future land use categories exist. This includes access for service vehicles.
- (4) Commercial land uses facing residential land uses or future land use categories must be residential in character, with residential elevations or facades.
- (5) Density controls for buildings with both residential and commercial permitted uses and/or permissible by special exception shall be based on the density controls for the building use on the first story of the structure.
- (6) Improvements to offsite parking spaces to develop on-street parking shall be counted to meet the minimum parking requirements and to meet the minimum landscape area and pervious surface requirements.

DIVISION 9. - SIGNAGE

Sec. 117-686. - Generally.

- (a) Signage along and within the gateway corridor shall meet the requirements of [chapter 125](#), as amended, with the exception that all ground signs be monument signs and that no more than one ground sign shall be permitted for each 200 feet of road, with a maximum of two ground signs for projects with over 400 feet of right-of-way.
- (b) Electronic signs are allowed and shall meet the requirements stated in [chapter 125](#), as amended.

Sec. 117-687. - Special sign conditions.

Special conditions for signs within the gateway corridor neighborhood (GCN) and gateway corridor commercial (GCC) zoning categories are as follows: sandwich board signs are permitted in the designated gateway corridor neighborhood and gateway corridor commercial zoning categories as follows:

- (1) Sandwich board signs shall be permitted in the gateway corridor neighborhood and gateway corridor commercial zoning categories between 8:00 a.m. and 9:00 p.m.
- (2) Sandwich board signs shall be permitted only on the sidewalks in front of the business and may not be larger than 12 square feet and may contain two sign fronts.
- (3) Sandwich board signs shall not be located so as to be a hazard to pedestrian or automotive traffic.

- (4) Sandwich board signs shall obtain required approval and permitting before placement or use by a business in areas designated for their use.

DIVISION 10. - PARKING

Sec. 117-718. - Generally.

Minimum parking requirements shall meet the requirements of [section 113-157](#), except for the following:

- (1) Parking spaces shall be a minimum of nine feet by 18 feet;
- (2) Minimum number of parking spaces:
 - a. Efficiency and one bedroom apartments: One space per unit;
 - b. Two bedroom apartments: 1.5 spaces per unit;
 - c. Three bedroom apartments: Two spaces per unit;
 - d. Visitors: An additional 20 percent of spaces required;
 - e. Commercial: One space per 333 square feet of non-storage area floor area.

STAFF RECOMMENDATION

Staff recommends a motion to approve the site plan application, SPL-26-002 for the Culver's restaurant with outdoor seating and drive-throughs, with the conditions as described below.

1. City will work with on-site contractor to adjust existing fire hydrant outside of curb and sidewalk areas without requiring abandonment or another tap. (WA/WW)
2. Applicant and their contractor will be responsible for any additional water main replacement, AC pipe disposal, roadway restoration, or MOT that may be required to adjust existing water mains out of conflict with proposed storm pipes. (WA/WW)
3. Add all applicable City water-wastewater standard sheets to plan set. (WA/WW)
4. Please address any remaining/applicable stormwater concerns noted during the review process. (PUBLIC WORKS)

RECOMMENDED MOTION

Motion to approve the site plan application, SPL-26-002 for the Culver's restaurant with outdoor seating and drive-throughs, with the following conditions:

1. City will work with on-site contractor to adjust existing fire hydrant outside of curb and sidewalk areas without requiring abandonment or another tap.
2. Applicant and their contractor will be responsible for any additional water main replacement, AC pipe disposal, roadway restoration, or MOT that may be required to adjust existing water mains out of conflict with proposed storm pipes.
3. Add all applicable City water-wastewater standard sheets to plan set.
4. Please address any remaining/applicable stormwater concerns noted during the review process.