



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** October 5, 2021
FROM: Michael Daniels, AICP, Planning & Zoning Director
SUBJECT: Review of a Future Land Use and Zoning Amendment for property located at 518 Pine Avenue for approximately .433 acres.

Future Land Use Amendment: from: Commercial High Intensity
to: Institutional
Zoning Amendment: from: C-2, General Commercial
to: Institutional

PROPERTY DESCRIPTION

APPLICANT: John Sanders **OWNER:** The Vineyard
PROPERTY LOCATION: 518 Pine Avenue
PARCEL NUMBER: 017636-000-00
FILE NUMBER: FLUS-21-0004 & ZON-21-0004
CURRENT ZONING: C-2, General Commercial
FUTURE LAND USE DESIGNATION: Commercial High Intensity

SURROUNDING LAND USE

NORTH: **FLU:** Commercial High Intensity (CHI)
Z: C-2
Use: Single Family Residential
SOUTH: **FLU:** CHI
Z: C-2
Use: Church
EAST: **FLU:** Commercial Medium Intensity (CMI)
Z: Gateway Corridor Neighborhood (GCN)
Use: Undeveloped
WEST: **FLU:** CHI
Z: C-2
Use: Undeveloped

BACKGROUND

The applicant has applied for a Small-Scale Future Land Use and Zoning change for the subject property. A companion application and staff report for a special exception for an emergency shelter has been submitted as well.

PROPERTY DESCRIPTION

The property has two dilapidated structures that are currently boarded and in disrepair. The site is sparsely wooded with hardwood trees to the east of the property and a palm tree between the building and the road. There is a concrete wall and concrete pavement area on the north side of the building and two septic tanks to the rear of the buildings which are no longer in use.

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- 1) Provide a balance of uses that foster vibrant, viable communities and economic opportunities and address outdated development patterns, such as antiquated subdivisions; and,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: Amending the land use of this property to Institutional will increase opportunities to provide a variety of uses of public necessity within the City.

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 CHI to INS. By revising the Future Land Use designation to INS, it will allow for a variety of predominantly non-residential uses, but shall allow as a special exception temporary transitional housing as part of an emergency shelter. This will allow the City to provide for a wider variety of housing types than what is currently available in the City.

(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 central 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 INS Future Land Use designation is compatible with the surrounding development and removes the potential for high intensity commercial uses on a small neighborhood street.

(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.

(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 non-residential 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, proposed development on the property 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. The existing Septic Tanks located on site shall be disposed of per County Health Department Standards.

(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: Due to the size and uses allowed, 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 a developed site.

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

Evaluation & Findings: The project site will provide for institutional uses of public necessity in close proximity to residential uses. The project site will be required to meet all mitigation requirements as part of the development plan process to ensure compatibility with surrounding properties.

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

Evaluation & Findings: The project site shall comply with all access requirements pursuant to the City LDC.

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

Evaluation & Findings: Additional proposed development shall comply with all landscaping and open space as required by the City LDC.

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 developed area thereby relieving growth pressures of growing in undeveloped areas, which have the potential for a bigger impact on our natural resources and ecosystems.

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

Evaluation & Findings: This application, is located within a developed area and will utilize existing public infrastructure and 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 will provide a developed site in close proximity to the downtown core, promoting walkability.

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: 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 within close proximity to a variety of residential and nonresidential uses. The proposed development will provide 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.

Objective 1.2: The City shall assure that future land uses have essential facilities and services which meet locally established levels of service (LOS) standards and adopted as part of the Capital Improvements Element (CIE).

Policies 1.2.1: The City shall ensure that development orders are conditioned upon the provision of essential facilities and services which meet the established level of service standards and necessary to serve the proposed development by reviewing each site plan/development proposal to ensure compliance with concurrency and do not go beyond LOS threshold.

Objective 1.3: The City shall take definitive steps for the redevelopment and renewal of blighted areas within the City.

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 3.3 Adequate Sites for Affordable Housing The City shall assure that adequate sites are provided for affordable housing such as multi-family structures and manufactured and modular housing units.

Policies 3.3.1 The land development regulations shall allow for the development of a variety of housing types in areas of residential character with densities consistent with the Future Land Use Map.

Objective 3.4 Adequate Sites for Special Residential Facilities The City shall assure the provision of housing to all citizens of the City including those with special needs.

Policies 3.4.1 The land development regulations shall include provisions that support the location of foster care facilities, group homes, child/adolescent care facilities, and retirement homes into areas of residential character, which shall consider infrastructure availability, convenience, and accessibility.

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.

FUTURE LAND USE AND ZONING DISTRICT COMPARISON

The existing Future Land Use District is Commercial, High Intensity. This category consists of a wide array of commercial uses, such as hotels, motels, automobile sales, service and repair, housing above businesses, churches and others. The maximum Floor Area Ratio shall be .40.

The existing zoning district is C-2, General Business. 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.

The proposed Future Land Use District is Institutional. This category consists of civic, cultural, government, religious, utilities, and other public necessity uses. The maximum Floor Area Ratio is .30.

The proposed zoning district is Institutional. The institutional land use category consists of civic, cultural, governmental, religious, public utilities, and other public necessity uses.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Maximum Development Potential Based on Existing FLU							
Convenience Store, 24 hours (ITE 851)	7,544 sf	737.99	5,535	67.03	503	52.41	393

Land Use ¹ (ITE)	Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Proposed							
Hospital (ITE 610)	5,658 sf	16.5	94	0.95	5	1.14	6

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

Conclusion: The proposed Institutional land use and zoning could have a medical facility such as a small hospital / emergency room, as its most intense use. Meanwhile, the existing zoning of C-2 permits convenience stores. The proposed zoning incurs smaller traffic impacts than the existing zoning.

Potable Water Impacts

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	4,032,000
Less actual Potable Water Flows ¹	1,029,000
Residual Capacity ¹	3,003,000
Projected Potable Water Demand from Proposed Project ²	1,200
Residual Capacity after Proposed Project	3,001,800

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

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 8 units x 1 persons per unit x 150 gal per person

Sanitary Sewer Impacts – Harbor Road WWTP

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	650,000
Current Loading ¹	516,000
Committed Loading ¹	92,000
Residual Capacity ¹	42,000
Percentage of Permitted Design Capacity Utilized ¹	93%
Projected Potable Water Demand from Proposed Project ²	960
Residual Capacity after Proposed Project	41,040

1. Source: City of Green Cove Springs Public Works Department August 2021 Report to Council

2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: 8 units x 1 persons per unit x 120 gal per person

Conclusion: The project site is served by the Harbor Road 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 ¹	64 lbs. / 23.36 tons
Solid Waste Facility Capacity ²	Minimum 3 Years Capacity

1. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: (8 dwelling units x 1 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 ¹	Total	Rate ¹	Total	Rate ¹	Total
Proposed							

Multifamily Units	8	0.0314	1	0.0095	1	0.0197	1
Net Generation	-	-	1	-	1	-	1

1. Source: School District of Clay County, Educational Facilities Plan, FY 2020/21-2024/25, 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

STAFF COMMENTS

Redeveloping the property in conformance with the requirements of the Institutional Future Land Use and Zoning Districts will allow for the development of civic, cultural, government, religious and other uses of public necessity. The proposed Institutional Future Land Use Designation and Zoning District provide a more compatible transition from the traffic intensive commercial district to the south and east to the predominantly single-family homes to the north of the subject property. The Institutional Zoning District does allow for the development of an Emergency Shelter to provide for transitional housing. Section 117-796 of the City Code provides specific regulations that must be addressed in order to ensure compatibility with the surrounding neighborhood. These requirements have been reviewed and evaluated as part of the applicant’s companion application (SE21-0001) to allow an Emergency Shelter.

At the September 28, 2021 Planning and Zoning Commission meeting, the Future Land Use and Zoning applications were unanimously approved. The Commission also unanimously approved the request for the development of an Emergency Shelter as a Special Exception subject to the following conditions:

1. Approval of the Special Exception is limited to the applicant / owner: John Sanders/The Vineyard. Any transfer of ownership will require a new Special Exception application.
2. The maximum number of transitional housing units shall be limited to 8 units.
3. All outdoor activities shall be limited to no later than 8:00 pm.
4. Approval of the Special Exception is contingent upon the approval of the Future Land Use and Zoning Amendments by City Council.

A copy of the Special Exception staff report, geometry plan and building renderings of the proposed shelter are included in the packet.

Attachments include:

1. Ordinance O-17-2021
2. Ordinance O-18-2021
3. FLUM Application
4. Rezoning Application

RECOMMENDATION

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

RECOMMENDED MOTIONS:

Future Land Use Amendment

Motion to approve the first reading of Ordinance O-17-2021, to amend the Future Land Use of the property described therein from Commercial High Intensity to Institutional.

Rezoning

Motion to approve the first reading of Ordinance O-18-2021, to amend the Zoning of the property described therein from C-2 General Commercial to Institutional.