



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

**TO:** Planning and Zoning Commission **MEETING DATE:** March 26, 2024  
**FROM:** Michael Daniels, AICP, Planning & Zoning Director  
**SUBJECT:** PUD Rezoning request for property located at the Southeast corner of US 17 and SR 16 for approximately 112 acres of parcel #016451-003-00 and 016451-000-00.  
Zoning Amendment: from: C-2, General Commercial  
to: PUD, Planned Unit Development

### PROPERTY DESCRIPTION

**APPLICANT:** Kelly Hartwig, Cypress Management and Design **OWNER:** HLM Investments  
**PROPERTY LOCATION:** 965 Leonard C Taylor Highway  
**PARCEL NUMBER:** 016451-003-00 & 016451-000-00  
**FILE NUMBER:** PUD-24-0001  
**CURRENT ZONING:** C-2 General Commercial  
**FUTURE LAND USE DESIGNATION:** Mixed Use

### SURROUNDING LAND USE

**NORTH:** **FLU:** MIXED USE **SOUTH:** **FLU:** INDUSTRIAL (COUNTY)  
**Z:** C-2 **Z:** Heavy Industrial (COUNTY)  
**Use:** Undeveloped **Use:** Undeveloped

**EAST:** **FLU:** MIXED USE REYNOLDS **WEST:** **FLU:** MIXED USE  
**PARK** **Z:** C-2  
**Z:** M-2 **Use:** Undeveloped  
**Use:** Reynolds Airpark

### BACKGROUND

The applicant applied for a Future Land Use and Zoning Change for the subject property for the construction of industrial development in September of 2023. The application was approved by

the Planning and Zoning Commission however due to concerns about the impact of adding industrial uses to the property, City Council recommended that the request be tabled subject to a requirement that the applicant submit a site specific Future Land Use text amendment addressing

- Land uses
- Site Design
- Buffering
- Traffic

Subsequent to the request being tabled, the applicant submitted a Future Land Use Text Amendment which was transmitted by City Council to the State Commerce Department for review on February 6, 2024. After the completion of the state review, the request will be reviewed by City Council for adoption. The request for a PUD rezoning cannot be approved until the approval of the Future Land map and text amendment. The text amendment is enclosed.

The property includes an extension of the CSX Rail line which runs south to north located in the eastern portion of the property. The rail line is owned by the City and is in disrepair. The applicant has expressed an interest in entering an agreement with the City to repair the existing Rail line and add a Railroad spur to serve potential future Industrial users on the property. These actions would require a separate agreement to be approved by the City.

There is an existing building on the site that had been used for manufacturing plant which has been closed in 2010. However industrial businesses such as Woodford Plywood, Meever USA and Front Runner Boatworks have been located at this location as nonconforming industrial uses.

The property is sparsely wooded with the exception of the area to the east of the railroad tracks which has a thick tree cover.

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

Aerial



## CONSISTENCY WITH THE COMPREHENSIVE PLAN

The following Goals, Objectives, and Policies (GOPs) are not in compliance with the proposed Planned Unit Development application.

### 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.

**Objective 1.2.** The City shall strive to cultivate a sustainable land use pattern by preventing the proliferation of urban sprawl, ensuring the efficient provision of services, and implementing smart growth principles.

**Policy 1.2.3.** The City shall promote more compact and energy resource efficient residential development where the location and surrounding infrastructure supports multiple modes of transportation.

**Policy 1.2.7.** The City shall condition development orders upon the provision of essential facilities and services which meet and would not result in the failure of each service’s established level of service (LOS).

**Policy 1.2.8.** The City shall ensure the availability and protection of lands designated for the future expansion of public infrastructure.

**Objective 1.4.** The City shall strive to preserve its natural resources.

### TRANSPORTATION ELEMENT

Policy 2.1.8. The City shall ensure land uses along primary corridors support the goal of Complete Streets.

## 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
Warehousing	264,000	n/a	456	n/a	55	n/a	58
Light Industrial	130,500	n/a	542	n/a	93	n/a	49
Manufacturing	119,000	n/a	325	n/a	82	n/a	86
Shopping Center	231,200	n/a	11,900	n/a	270	n/a	1,032
Total	744,700	n/a	13,223	n/a	500	n/a	1,225

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

**Conclusion:** Pursuant to the requirements of the site specific Future Land Use text amendment, a traffic study methodology has been submitted to staff for review. A completed methodology is required prior to zoning approval.

Potable Water Impacts  
Industrial

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>	81,917
<b>Residual Capacity after Proposed Project</b>	<b>3,1105,803</b>

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 potential industrial uses. 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 <sup>1</sup>	350,000
Current Loading <sup>1</sup>	270,000
Committed Loading <sup>1</sup>	330,000
Projected Sewer Demand from Proposed Project <sup>2</sup>	81,917
<b>Residual Capacity after Proposed Project</b>	<b>-411,917</b>

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 potential commercial or residential uses. 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 is over capacity to handle the estimated impacts resulting from the proposed application. The committed loading is related to the Rookery Development which will be completed in two years prior to the commencement of this project. At such time, the Rookery capacity will be served by a new wastewater treatment facility provided by the Clay County Utility Authority. Once the facility is built, the capacity temporarily reserved to the Rookery shall be available for this development. In addition, the remaining demand will be sent via force main to the Harbor Road plant, where the City has an excess capacity of approximately 700,000 gallons per day. As a result, there is adequate capacity. The City has existing sewer lines at this location.

Solid Waste Impacts

Commercial

System Category	LBs Per Day / Tons per Year
Solid Waste Generated by Proposed Project <sup>1</sup>	None
Solid Waste Facility Capacity <sup>2</sup>	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 rezoning shall provide a complete methodology prior to rezoning approval and provide a complete traffic study prior to development approval.

**STAFF ANALYSIS**

**Compatibility**

The Subject Property is located adjacent to a Mixed Use Land Use District to the north and west, to the south are industrial uses located along Hall Park Road and to the east the property is adjacent the Reynolds AirPark which is zoned Industrial. The property line of the proposed request is within 400' of an existing Runway. The Reynolds Air Park is a private airpark operated by Pegasus Technology, Inc., who is a tenant of the landowner, Clay County Port, Inc. The airpark is not open to the public and therefore is not required to have an Airport Master Plan as is required for a Public use airport pursuant to Chapter 333 of the Florida Statutes. Regardless of the fact that the Airpark is a private airport, proposed development within that area will be reviewed to ensure compatibility with the existing facility. The property along US 17 and SR 16 shall remain as commercial properties in keeping with providing a commercial gateway into the City. As a result, the proposed Future Land Use and Zoning application is suitable for the property and compatible with the surrounding uses.

The transmitted Future Land Use Text Amendment include the following requirements:

1. *Prior to the approval of a subsequent development order such as but not limited to a subdivision or site development plan, the property owner/developer must submit a developer's agreement addressing the following development requirements for the Amendment parcels that is currently owned by HLM Investments that is adjacent to SR 16 and US 17:*
  - a) *Address screening and buffering requirements between the Amendment parcels or portion thereof and the remaining portion of parcel 016451-0000 and SR 16 and US 17.*

*b) Address Building, site and streetscape design requirements for the Amendment parcels or portion thereof and the remaining portion of parcel 016451-0000 adjacent to SR 16 and US 17. These requirements shall include but are not limited to:*

- a. Block Standards*
- b. Building Placement*
- c. Building Typology and Massing*
- d. Building Frontage Design*
- e. Façade Articulation*
- f. Entrances*
- g. Building Materials*
- h. Lighting*
- i. Service Area and Mechanical Equipment Screening*
- j. Signage*

*2. Prior to approval of a subsequent development order, such as but not limited a zoning, subdivision or site development plan, the property owner/developer will be required to provide an Access Management Plan and Traffic Impact Analysis to address site access and traffic capacity, the plan must be developed in cooperation with Florida Department of Transportation, Clay County and the City of Green Cove Springs.*

- a. Traffic Study shall be completed prior to issuance of building permits for new onsite development and certificate of occupancies (CO) are issued for expansion of existing development.*
- b. Traffic Study shall address truck traffic and rail traffic as part of their analysis.*
- c. Traffic Study methodology approval shall be secured prior to approval of a subsequent development order, such as but not limited to Zoning, Subdivision or Site Development Plan.*
- d. A Development Agreement shall be completed prior to issuance of building permits for new onsite development and certificate of occupancies (CO) are issued for expansion of existing development to address the timing and costs associated with offsite improvements.*

*3. Limit uses on the Amendment Parcels by allowing M-1 Uses by right and M-2 uses as a special exception.*

*4. Property shall be rezoned to a Planned Unit Development (PUD). A conceptual plan and written description shall be included with the PUD submittal.*

Pursuant to the requirements of the site-specific text amendment, the applicant has submitted a Planned Unit Development Concept Plan and Written Description. The written description includes a Project Description Uses and Restrictions, Design Guidelines, Development Plan Approval and a justification for a Planned Unit Development. The Concept Plan shows the location of commercial development along SR 16 and US 17 with the industrial uses within the interior of the development.

Enclosed in your packet is a list of staff deficiencies to be addressed as part of the staff review of the proposed Plan.

These items include but are not limited to:

1. Providing a master utility plan. As part of a Planned Development, it is important to have a concept plan that provides for the efficient use of land as set forth in the Land Development Code Sec. 117-421(3)(c).
2. Architectural Review requirements. The applicant has set forth in the Project Description that the Industrial buildings shall have a stucco, brick or stone appearance visible from US 17 or SR 16. However there is no information about minimal building massing requirements, frontage design, entrances for the development as set forth in the transmitted text amendment.
3. The applicant is proposing to reduce the tree preservation requirements of the City Code. Typically as part of a Planned Unit Development, the trade off between the City and the property owner is that there is an allowance for more flexibility in development requirements such as setbacks, lot sizes etc with the tradeoff that additional open space is provided for natural resources such as tree preservation. However, in this case the applicant is requesting a significant reduction in tree preservation requirements which staff opposes.
4. The applicant has submitted a traffic methodology but there are outstanding comments that have not been addressed such as but not limited to information analyzing the projected distribution of the proposed traffic on the roadway network, an analysis of the projected truck traffic projected to generated based by the proposed development or the existing or potential for increased train usage along the CSX line that could result in delays on US 17. The outstanding comments are included with the packet. In addition, the applicant has not received approval from FDOT regarding any of the proposed access locations located on US 17 or SR 16.



### **Intent of Existing Zoning Districts**

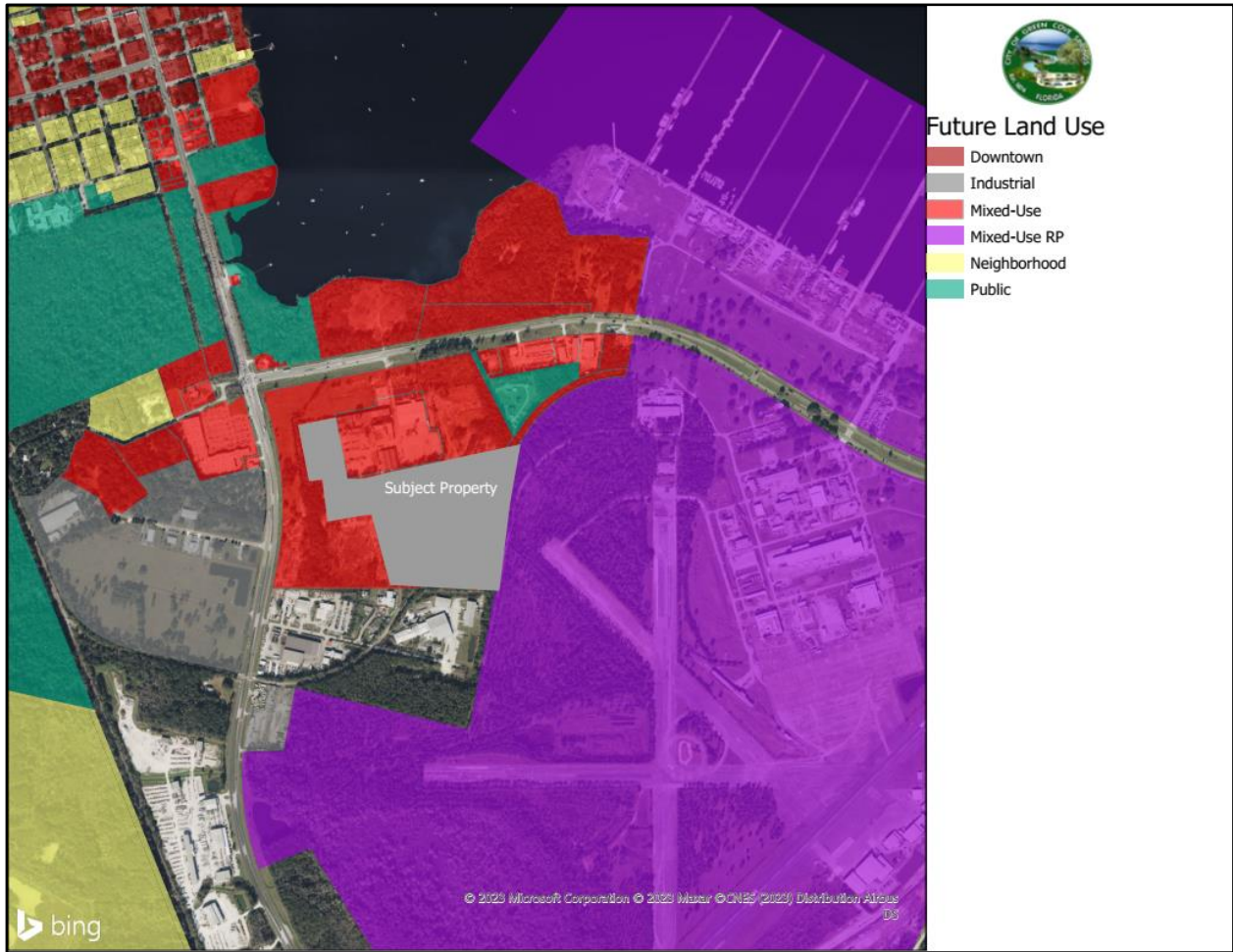
The commercial high intensity (CHI), C-2 general commercial zoning category district is intended for intensive commercial uses which generally require a conspicuous and accessible location convenient to streets carrying large volumes of traffic.

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

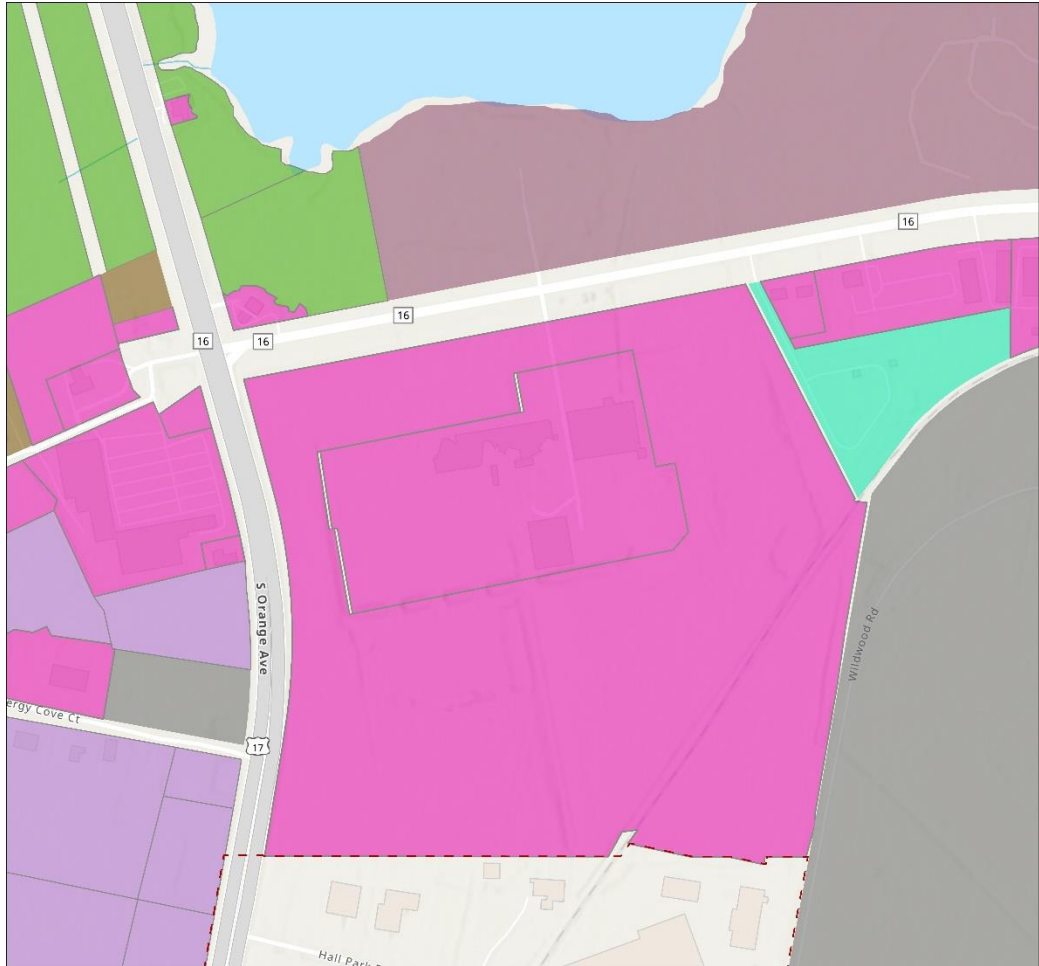
### **Intent of Proposed Zoning District: Planned Unit Development**

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.

# Proposed Future Land Use

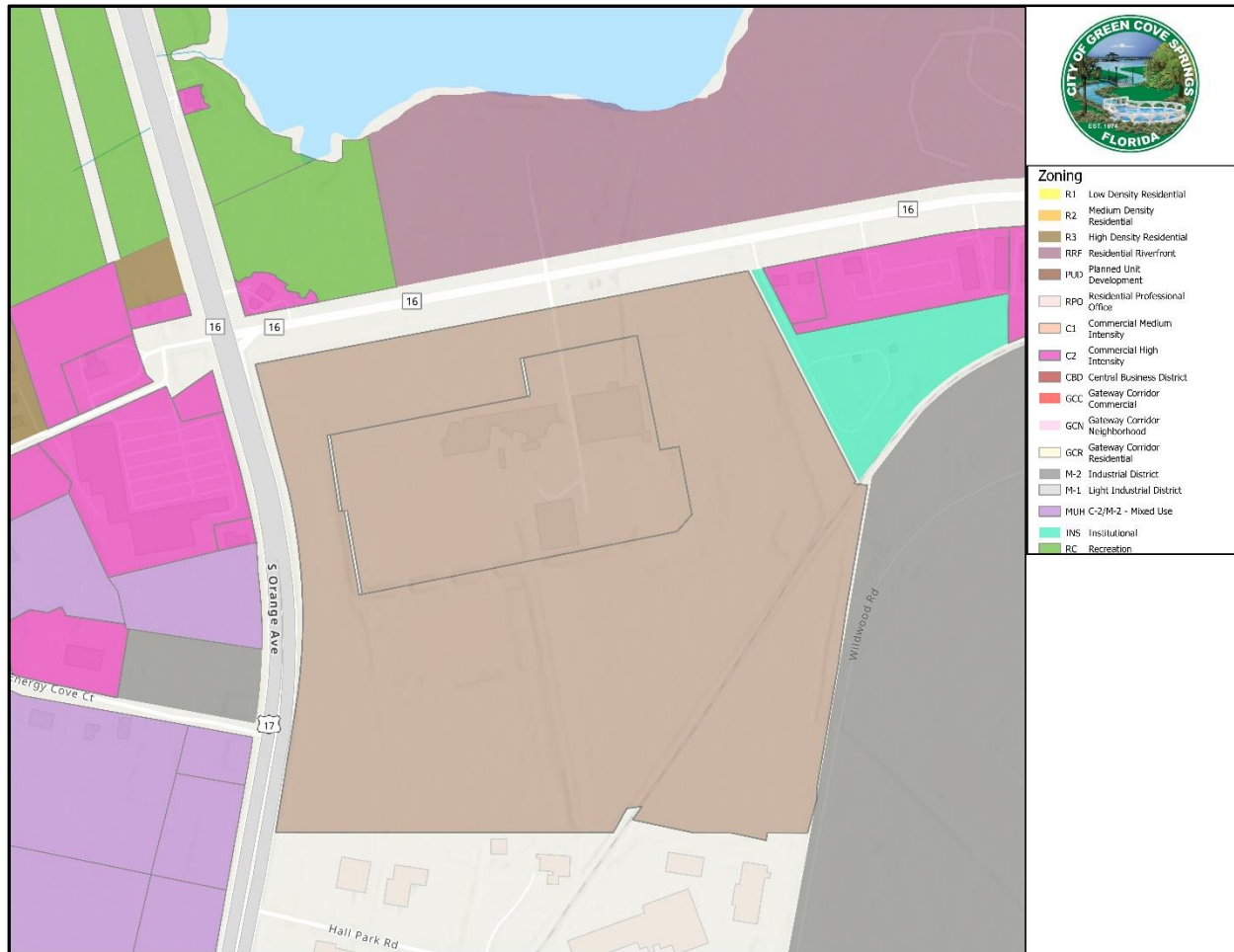


# Existing Zoning



Zoning	
[Yellow]	R1 Low Density Residential
[Orange]	R2 Medium Density Residential
[Brown]	R3 High Density Residential
[Dark Brown]	RRF Residential Riverfront
[Light Brown]	PUD Planned Unit Development
[Light Purple]	RPO Residential Professional Office
[Light Orange]	C1 Commercial Medium Intensity
[Pink]	C2 Commercial High Intensity
[Red]	CBD Central Business District
[Light Green]	GCC Gateway Corridor Commercial
[Light Purple]	GCN Gateway Corridor Neighborhood
[Light Green]	GCR Gateway Corridor Residential
[Grey]	M-2 Industrial District
[Light Grey]	M-1 Light Industrial District
[Purple]	MUH C-2/M-2 - Mixed Use
[Light Green]	INS Institutional
[Dark Green]	RC Recreation

## Proposed Zoning



### Attachments Include:

- PUD Conceptual Plan and Written Description
- Traffic Study methodology submittal and staff comments
- Staff Deficiency Comments
- Application
- Ordinance

## STAFF RECOMMENDATION

Staff recommends denial of the requested Rezoning from C-2, General Business to Planned Unit Development based on noncompliance with the identified elements of the Comprehensive Plan, PUD Requirements as well as noncompliance with the Transmitted Site-Specific Text Amendment, Ordinance O-04-2024.

### **RECOMMENDED MOTIONS:**

#### **Rezoning**

Motion to City Council to recommend denial of the requested Rezoning from C-2, General Business to Planned Unit Development based on the factual support provided in the staff report.