



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

---

**TO:** City Council **MEETING DATE:** August 1, 2023  
**FROM:** Michael Daniels, AICP, Planning & Zoning Director  
**SUBJECT:** Second and final reading of Ordinance O-21-2023 requesting a Zoning Amendment for property located in the 1300 Block of Energy Cove Court for approximately 3.6 acres of parcel #016562-000-00.  
Zoning Amendment: from: R-3, Residential High Density  
to: M-2, Heavy Industrial

### PROPERTY DESCRIPTION

**APPLICANT:** Janis Fleet, Fleet & Associates **OWNER:** Wiggins Investment of North Florida  
**PROPERTY LOCATION:** 1300 Block of Energy Cove Court  
**PARCEL NUMBER:** 016562-000-00  
**FILE NUMBER:** FLUS-23-004 & ZON-23-0005  
**CURRENT ZONING:** R-3 Residential High Density  
**FUTURE LAND USE DESIGNATION:** Mixed Use

### SURROUNDING LAND USE

**NORTH:** **FLU:** MIXED USE **SOUTH:** **FLU:** INDUSTRIAL  
**Z:** R-3 **Z:** MUH  
**Use:** Undeveloped **Use:** Undeveloped

**EAST:** **FLU:** INDUSTRIAL **WEST:** **FLU:** INDUSTRIAL  
**Z:** MUH **Z:** MUH  
**Use:** Undeveloped **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.

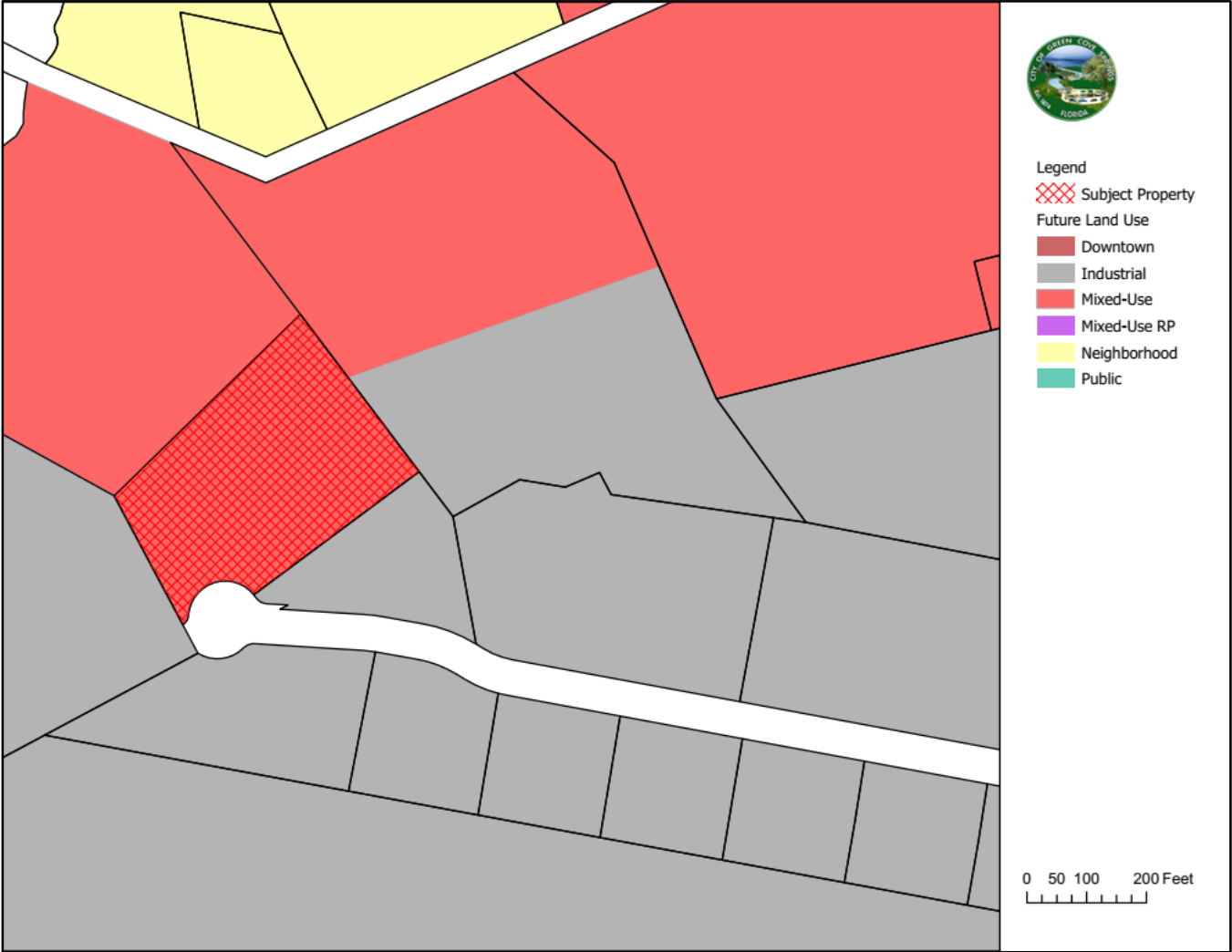
## PROPERTY DESCRIPTION

The property has approximately 150' of frontage on Energy Cove Court. The property is heavily wooded with a mixture of hardwood and pine trees. 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 at the western edge of the property and a city easement just north of the northern edge of the property. 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**

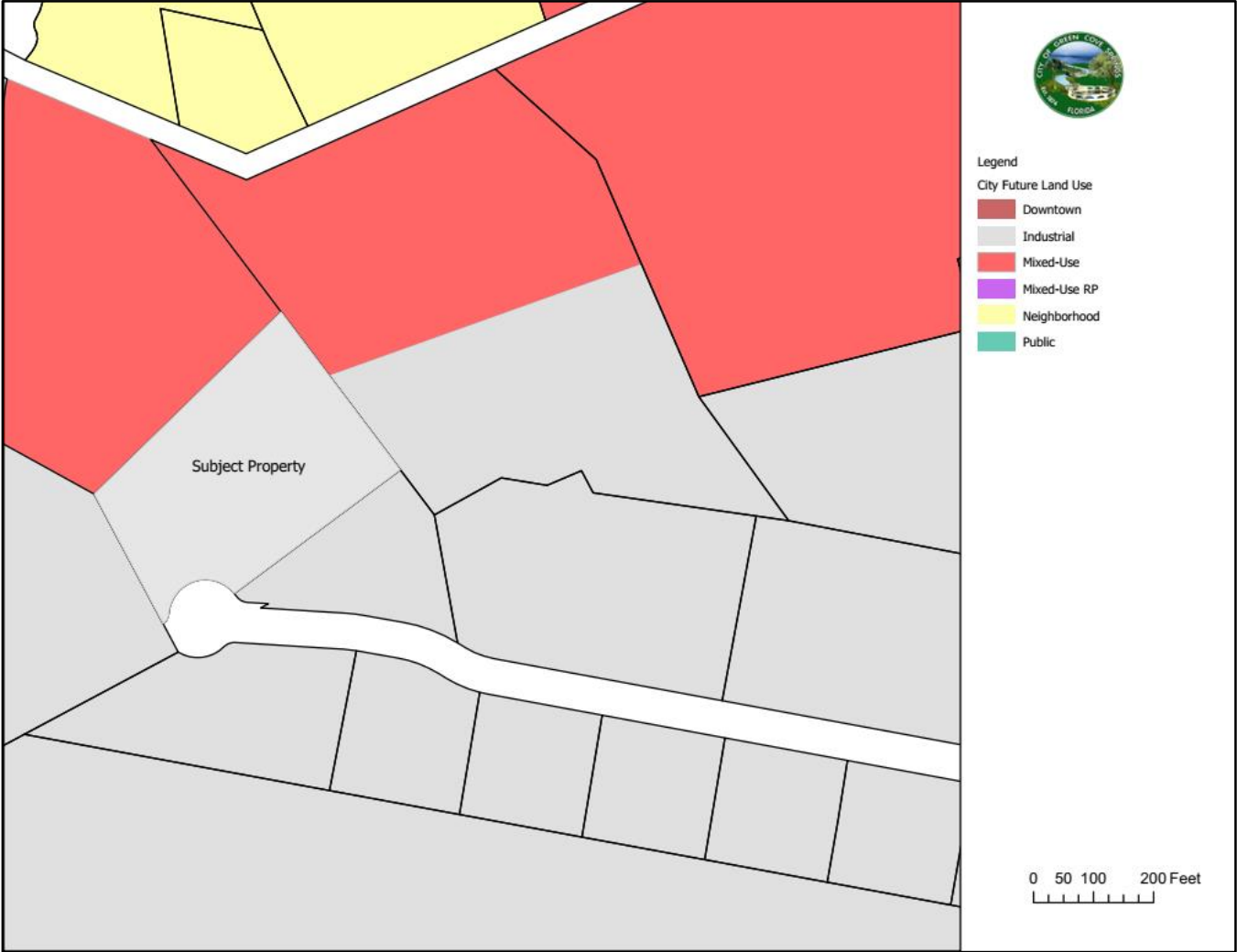
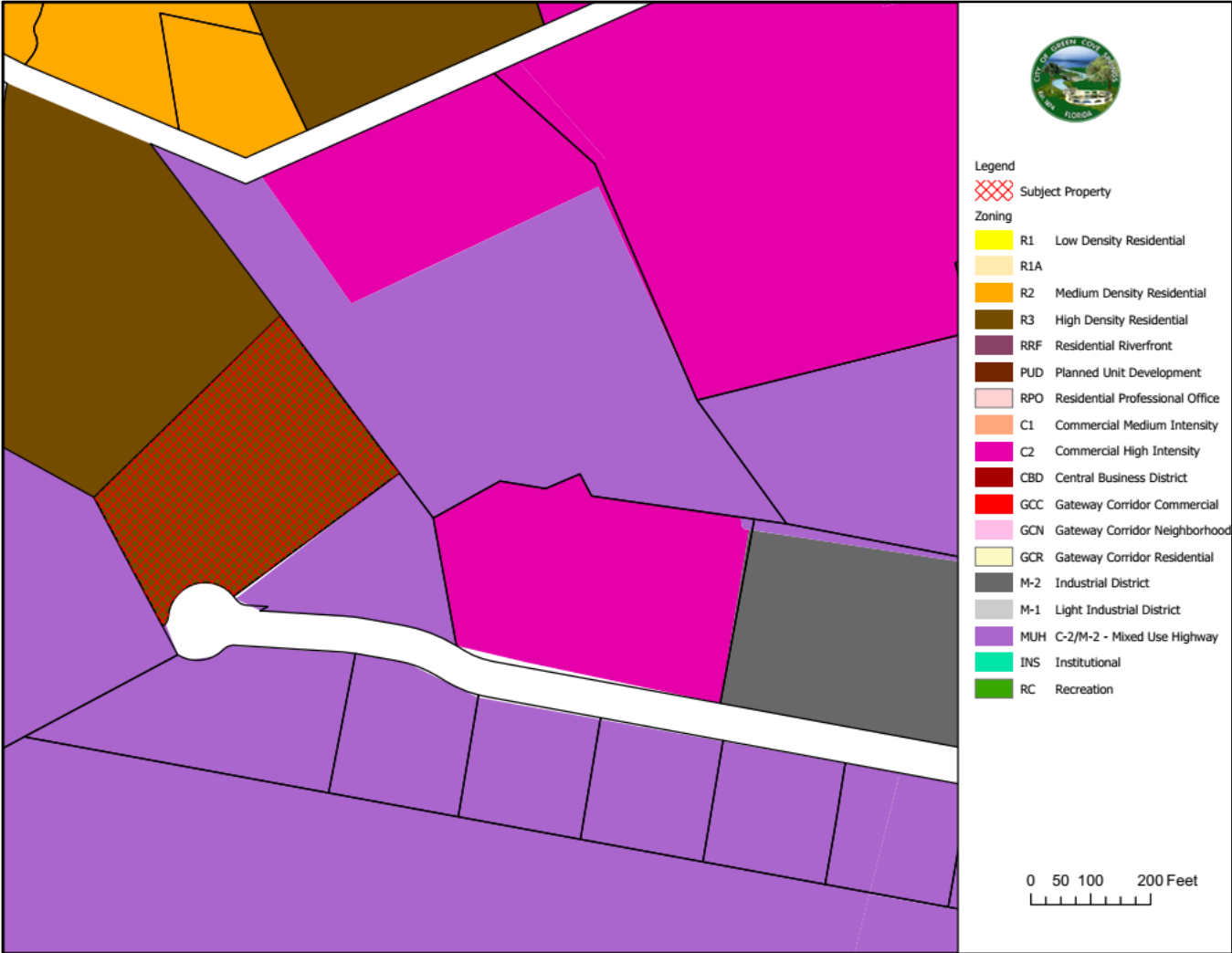
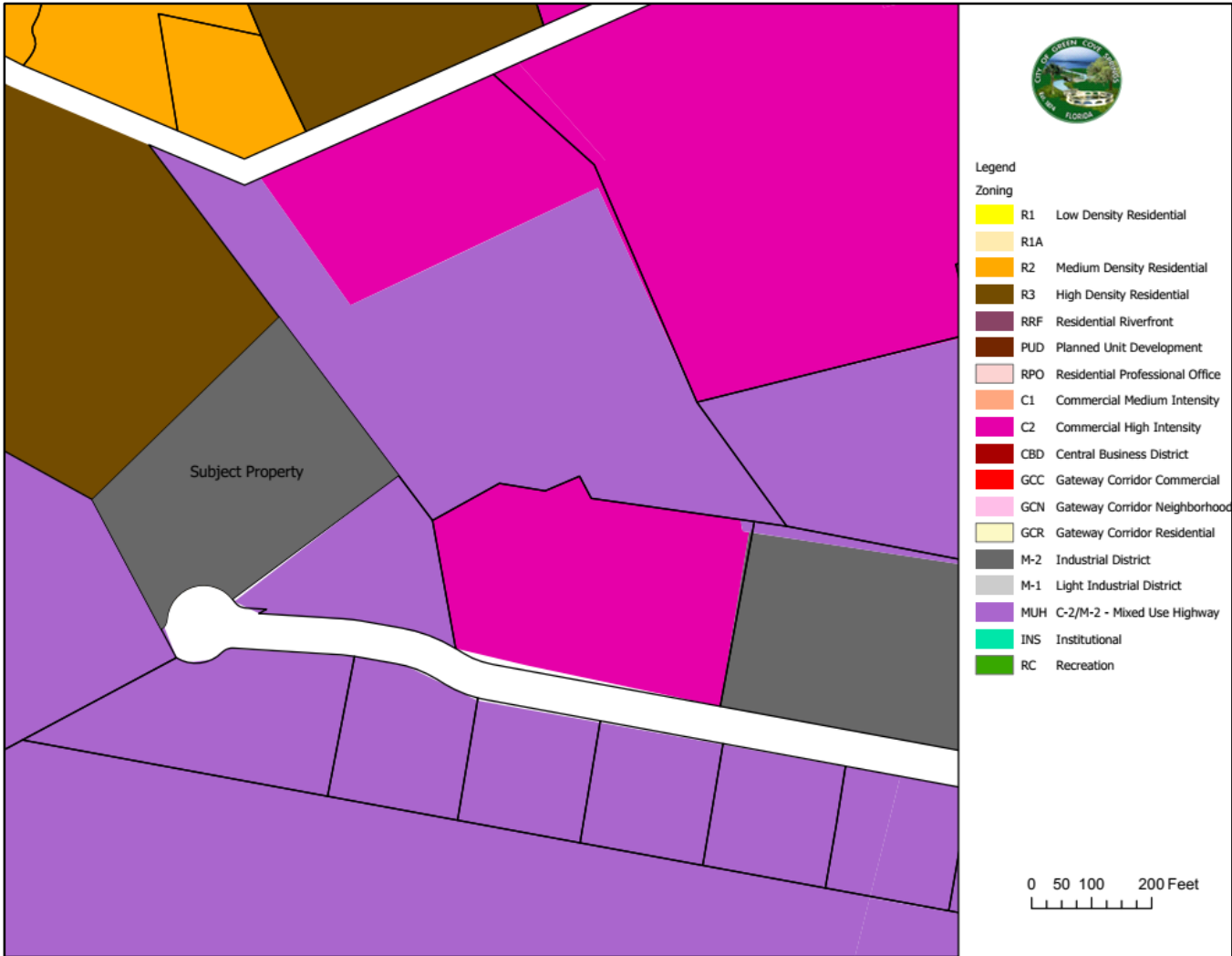


Figure 4. Existing Zoning



**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 industrial uses.

## 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:** This request will allow for industrial development which is compatible with surrounding uses within Energy Cove Court.

(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 Industrial Future Land Use designation is compatible with the surrounding development and is part of the Energy Cove Industrial Park.

(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:** 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 industrial 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 industrial area and will allow for compatible surrounding uses on Energy Cove Court

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

**Evaluation & Findings:** The project site shall provide accessibility 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 industrial 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 utilize 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 development is for industrial uses only and will not negatively impact multimodal facilities.

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 adjacent to industrial uses, 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 1.1.1 e:** Industrial (IND): This Future Land Use Designation is intended to accommodate primarily light and heavy manufacturing, distribution, and storage, in addition to heavy commercial and professional office uses.

iii. Density: NA

iv. Maximum Intensity: 0.6 FAR

**Policy 1.2.6.** The City shall require new development to connect to the City’s centralized potable water and sanitary sewer system.

**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).

**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....

**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)	Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
<b>Existing</b>							
Residential Condo/TH (ITE 230)	72	6.65	479	0.62	45	0.62	45

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

Land Use <sup>1</sup> (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
<b>Maximum Development Potential Based on Proposed FLU</b>							
Industrial Park (ITE 130)	94,000	6.96	655	.86	81	.86	81

**Conclusion:** The maximum development of 94,000 square feet would require a traffic study to be reviewed at the time of submittal of the site development plan. The applicant has submitted for site plan review and is proposing a 57,000 square warehouse building, which would generate approximately 23 peak hour trips and would be below the threshold of requiring a traffic study.

Potable Water Impacts

<b>System Category</b>	<b>Gallons Per Day (GPD)</b>
Current Permitted Capacity <sup>1</sup>	4,200,000
Less actual Potable Water Flows <sup>1</sup>	1,013,000
<b>Residual Capacity<sup>1</sup></b>	<b>3,187,000</b>
Projected Potable Water Demand from Proposed Project <sup>2</sup>	10,034
<b>Residual Capacity after Proposed Project</b>	<b>3,176,966</b>

1. Source: City of Green Cove Springs Public Works Department
2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: .11 gallons per 1,000 sq ft.

Sanitary Sewer Impacts – South Plant WWTP

<b>System Category</b>	<b>Gallons Per Day (GPD)</b>
Current Permitted Capacity <sup>1</sup>	350,000
Current Loading <sup>1</sup>	267,000
Committed Loading <sup>1</sup>	37,000
<b>Residual Capacity<sup>1</sup></b>	<b>46,000</b>
Percentage of Permitted Design Capacity Utilized <sup>1</sup>	95%
Projected Sewer Demand from Proposed Project <sup>2</sup>	10,034
<b>Residual Capacity after Proposed Project</b>	<b>35,966</b>

1. Source: City of Green Cove Springs Public Works Department
2. Source: City of Green Cove Springs Comprehensive Plan. Formula Used: .11 gallons per 1,000 square feet

**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

**Conclusion:** The City of Green Cove Springs’ does not provide solid waste for nonresidential users.

***Future Land Use and Zoning District Comparisons***

***Existing Future Land Use***

Mixed Use (MU): This FLUC encompasses lands along major transportation corridors and is intended to accommodate primarily nonresidential uses including light and heavy commercial uses, lodging, and professional offices, interspersed with medium density residential uses and public/semi-public facilities.

- i. Maximum Density: 20 du/ac
- ii. Maximum Intensity: 1.0 FAR

***Proposed Future Land Use***

Industrial (IND): This Future Land Use Designation is intended to accommodate primarily light and heavy manufacturing, distribution, and storage, in addition to heavy commercial and professional office uses.

- iii. Density: NA
- iv. Maximum Intensity: 0.6 FAR

***Existing 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.

***Proposed Zoning District***

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

**STAFF COMMENTS**

This property is part of the Energy Cove Industrial Park. The surrounding uses within the Park are industrial uses. Changing the Future Land Use Designation and the Zoning back to Industrial at this location is compatible with the surrounding uses. The property to the south of the property is to be developed as R-3 multifamily apartments. This land use and zoning change will create a separation of uses by ensuring that the subject property will have access off of Energy Cove Court and is consistent with the adjacent properties and will comply with the buffering requirements to the residential property to the north, which will have access off of Cooks Lane

Staff recommends approval of the Future Land Amendment from Residential High Density to Industrial and Rezoning request from R-3 Residential Multifamily to C-2 General Commercial based upon the Urban Sprawl Analysis and Compliance with the Comprehensive Plan and compatibility with the surrounding area.

Attachments include:

1. Ordinance O-21-2023
2. Rezoning Application

**STAFF RECOMMENDATION**

Staff recommends approval of the rezoning.

**RECOMMENDED MOTIONS:**

**Rezoning**

Motion to recommend approval of second and final reading of Ordinance O-21-2023 for form and legality, to rezone the property described therein from R-3 Multifamily Residential to M-2 Heavy Industrial.