



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** July 16, 2024
FROM: Michael Daniels, AICP, Planning & Zoning Director
SUBJECT: Second and final reading of Ordinance O-10-2024 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 LLC & Louis L Huntley Enterprises Inc.
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 by City Council, 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.

ZONING AND DEVELOPMENT DESCRIPTION

The applicant is proposing to rezone the property to a Planned Unit Development (PUD). As shown on the Preliminary Zoning Plan, the area fronting on US 17 and SR 16 shall be restricted to C-2, general commercial uses. The area behind the commercial, shown in green on the preliminary zoning plan, shall allow M-1 light industrial uses. Uses proposed as M-2 heavy industrial uses shall require a special exception from the Planning and Zoning Commission prior to approval.

The applicant is proposing a commercial / industrial development consisting of

- 119,000 sf of manufacturing space,
- 231,200 sf of retail space (including one gas station with convenience market on southeast corner of the US 17/SR 16 intersection),
- 264,000 sf of warehouse space,
- 130,500 sf of light industrial space, and
- A train-delivery system to above facility

As shown in the PUD Plan, Phase 1 will be the restoration and upgrades of the existing 80,000 square foot Building as shown on the preliminary phasing plan. Phase 2 shall consist of:

- 81,500sf of manufacturing space
- 56,600sf of retail space, and
- 70,500 sf of warehouse space

Phase 3 will be the commercial of the remaining industrial and commercial square footage and submittal of primary commercial road access. Staff is requiring that site plans for both phase 2 and phase 3 be coordinated with the development of the primary commercial road access to ensure that vehicular and pedestrian access as well as the installation of utilities are efficiently provided.

TRAFFIC AND ACCESS

As shown on Exhibit B of the Traffic Study Methodology submittal, the applicant is proposing 5 access points to US 17 and SR 16. All access points shall require FDOT approval.

Access A- Directional

Located on US 17 across from Energy Cove Court is proposed to be a directional right-in, right-out, left-out access.

Access B-

Located on US 17 across from the Cove Shopping Center, will be a right turn-in - right turn out only access point.

Access C-

Located as the westernmost access on SR 16, this is proposed as right turn-in - right turn out only access point.

Access D- Directional

This is the existing access point on SR 16 which is proposed to be a directional right turn in- right turn out- and Left turn in.

Access E- Full access

This is the easternmost access point on SR 16 that connects to the City Wastewater it is proposed to be a full access point and if it meets the warrant analysis would be a signalized intersection.

UTILITY CONNECTIONS AND SOLID WASTE

Master Utility Plan is enclosed. All development will be served by City Water and Sewer.

LANDSCAPE PLAN

Shall be required to meet the requirements set forth in the City's Land Development Regulations.

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.

Objective 1.1. New development and Redevelopment shall directed to appropriate areas of the City.

e. Industrial (IND): This FLUC 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

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 1.2.1. The location and timing of new development and the issuance of permits shall be coordinated with the availability of public facilities through implementation of various smart growth management measures.

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).

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.

Policy 1.4.5. Development orders shall not be issued in areas where soils conditions are not adequate for building construction, drainage, roads, and other development-related facilities.

TRANSPORTATION ELEMENT

Policy 2.3.1. The City shall rely on level of service (LOS) standards adopted in the Capital Improvements Element to ensure that acceptable traffic conditions are maintained*.

*The City is in the process of implementing a mobility plan and fee for new development to ensure that needed transportation improvements are provided to ensure that the City is addressing transportation congestion issues and providing for multimodal improvements.

Policy 2.5.3. The City shall review development applications to ensure that adequate capacity is available to serve the proposed project. The latest version of Trip Generation Manual published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.

SANITARY SEWER, SOLID WASTE, DRAINAGE, POTABLE WATER, AND AQUIFER RECHARGE ELEMENT

Objective 4.2. The City shall continue to provide safe and adequate sanitary sewer service to all existing and future developments located within the City limits. Existing Sanitary Sewer deficiencies shall be scheduled for correction in the Capital Improvements Element.

Policy 4.2.1 All Future Development shall be required to connect to the City's Sanitary Sewer Collection

Policy 4.2.1. All Future Development shall be required to connect to the City's Sanitary Sewer Collection.

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.

Policy 4.6.1. The City shall annually monitor the condition of level of service standards for solid waste, potable water, wastewater, and stormwater facilities. The Planning and Zoning Department shall be assigned the task of reviewing all development orders to determine their current and future impacts on the capacities of existing public facilities.

Policy 4.6.2. No permit shall be issued for new development which will result in an increase in demand on deficient capacities or if adequate facility capacities for solid waste, potable water, sanitary sewer, and drainage facilities are not available prior to or concurrent with the development's impact.

CONSERVATION ELEMENT

Policy 5.3.2. The City shall ensure that public potable water wellfields will be located in areas where they will be least impacted by development and contamination.

Policy 5.4.3. The City shall prohibit development activities that would potentially endanger lives, and/or harm property, water quality and quantity.

INTERGOVERNMENTAL COORDINATION ELEMENT

Objective 7.1. The City shall act to ensure that all planning and development related activities are coordinated with the comprehensive plan or any other plans of Clay County, the Northeast Florida Regional Council (NEFRC), and the School Board.

Policy 7.1.1. Maintain procedures to review comprehensive plans and comprehensive plan amendments of the County and the plans of the Clay County School Board and the Northeast Florida Regional Council.

ECONOMIC DEVELOPMENT ELEMENT

Policy 9.1.6. Continue collaboration through the Clay County EDC and the Clay County Chamber of Commerce with Florida Chamber of Commerce and Enterprise Florida Inc for sector strategy development, regional incentive updates and statewide attraction and site selection programs.

Objective 9.5. The City shall collaborate economic development efforts with state, regional and local partners to foster a system of enhanced communication and partnerships within the Northeast Florida region.

PRIVATE PROPERTY RIGHTS ELEMENT

Objective 10.1. The City shall recognize that each property owner has constitutionally protected private property rights and shall consider these property rights in local decision making by referring to a set of statement of rights identified in this element.

Policy 10.1.1. The following rights shall be considered in local decision making:

- a. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
- b. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
- c. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
- d. The right of a property owner to dispose of his or her property through sale or gift.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (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	650	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	13,548	n/a	500	n/a	1,225

1. Source: Institute of Transportation Engineers: Trip Generation Manual 11th Edition as provided in the Huntley Traffic Methodology

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 has been approved by staff and is included in the packet. The traffic methodology provides:

- *Description of the Proposed Development*
- *Timeframe*
- *Trip Generation included projected truck traffic from industrial development*
- *Preliminary Site Access and Trip Distribution*
- *Existing Conditions Inventory/Analysis including existing train US 17 crossing inventory*
- *Committed Projects*

Potable Water Impacts

Industrial

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	81,917
Residual Capacity after Proposed Project	3,105,803

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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)
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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 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	81,917
Residual Capacity after Proposed Project	-49,083

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 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 ¹	None
Solid Waste Facility Capacity ²	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.

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



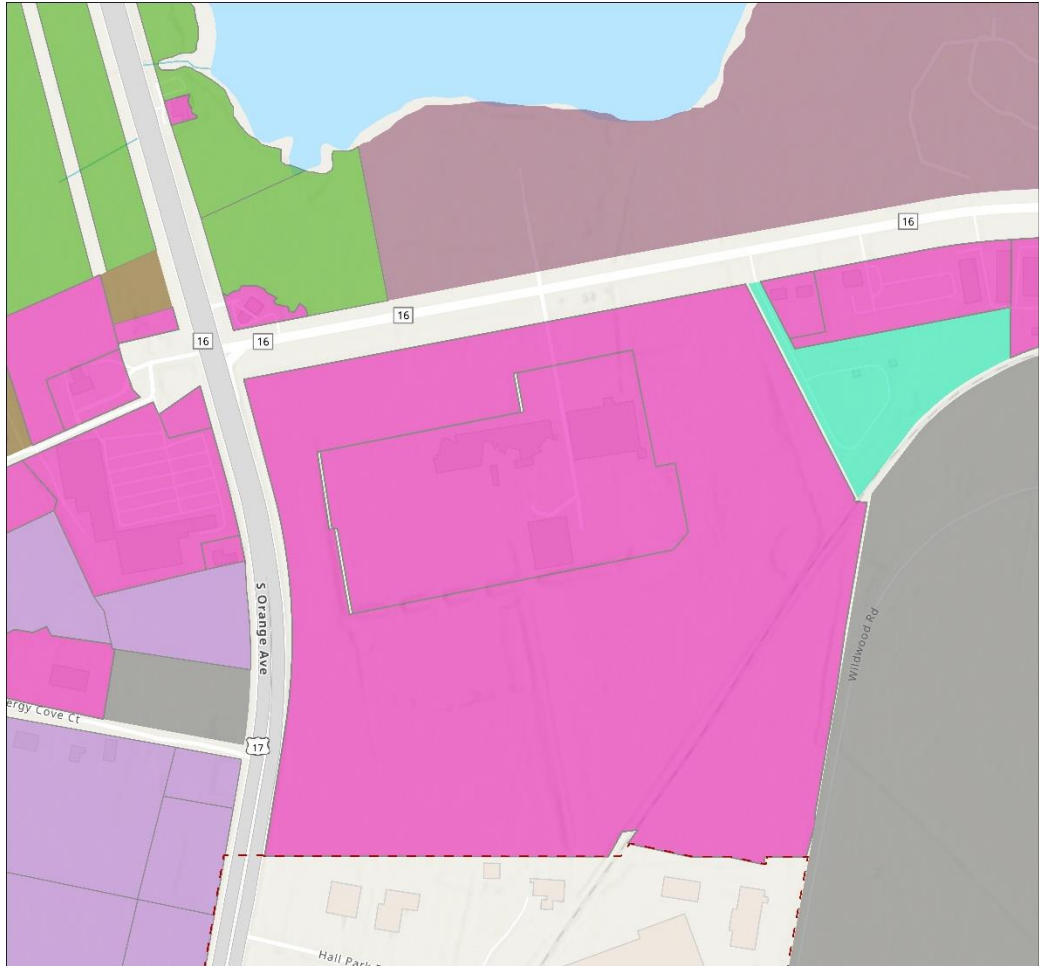
Future Land Use

- Downtown
- Industrial
- Mixed-Use
- Mixed-Use RP
- Neighborhood
- Public

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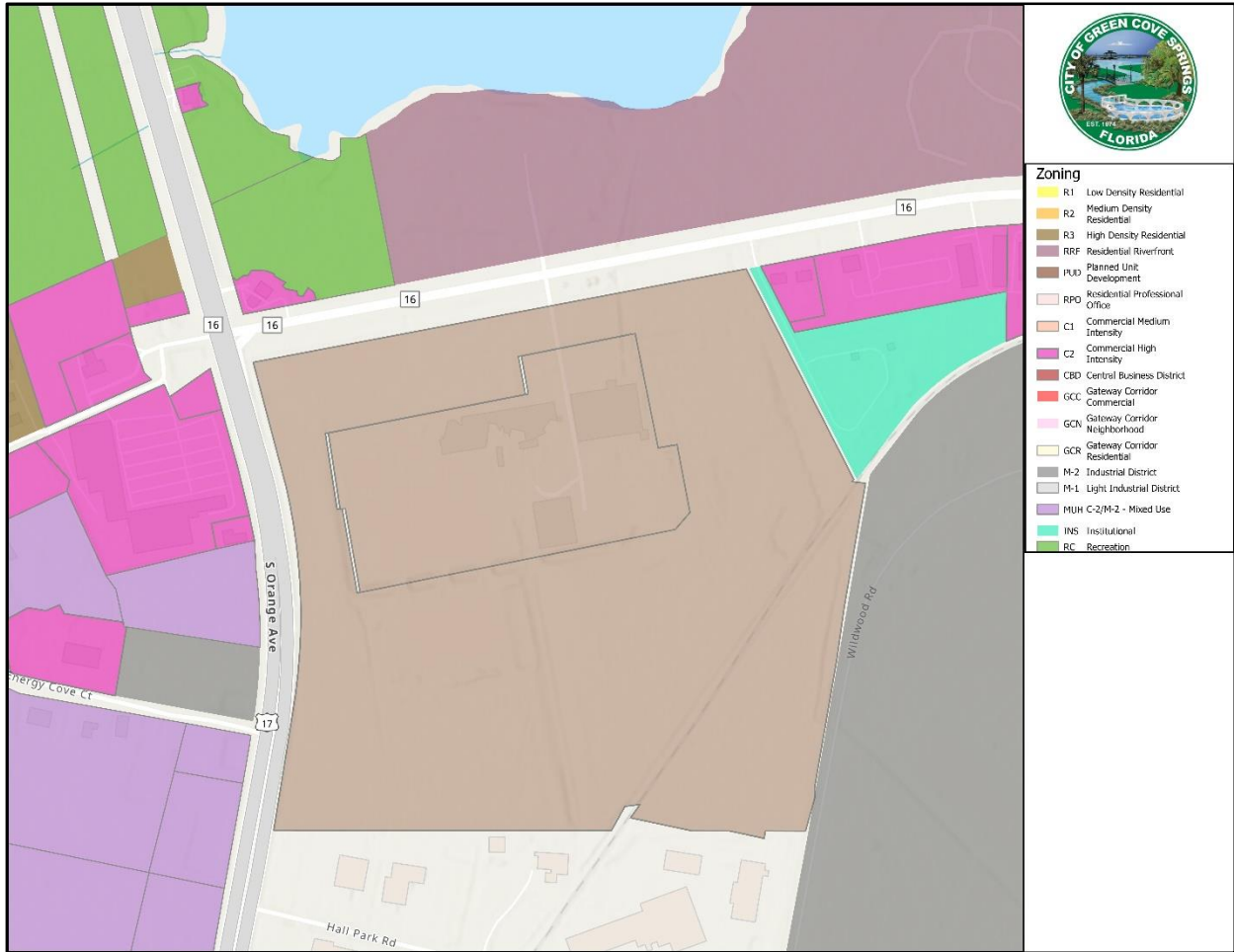
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Existing Zoning



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 Blue]	INS Institutional
[Green]	RC Recreation

Proposed Zoning



Attachments Include:

- PUD Written Description (from 6/18/24 Council meeting)
- PUD Written Description (Applicant revisions redline)
- PUD Exhibit G (Applicant submitted, Aggregate setback concept plan)
- Traffic Methodology Final
- Application
- Ordinance O-10-2024
- Powerpoint Presentation

STAFF RECOMMENDATION

Staff recommends approval of the requested Rezoning from C-2, General Business to Planned Unit Development based on compliance with the identified elements of the Comprehensive Plan, PUD Requirements and Site-Specific Future Land Use Text Amendment, Ordinance O-02-2024. The Planning and Zoning Commission approved the submittal on a 4-1 vote on May 28, 2024. City Council unanimously approved the first reading for form and legality on June 4th. City Council directed staff to work with the applicant to include language regarding restrictions regarding outside storage of aggregate materials. Staff has made the following changes (which are shown in the clean version of the PUD Written Description) since the June 4th public hearing:

- Staff has provided a definition and prohibited outdoor storage of aggregate materials within all of the preliminary zoning areas within the Planned Unit Development which has been added to Section II of the Written Description: Exhibit C.
- Removed language in Section I of the Written Description that the City and owner will share in the costs associated with utilities.
- Clarified that all utilities proposed to be owned and maintained by the City are subject to City approval and acceptance.
- Clarified process of Site Plan, Zoning and Use Interpretation and modification process.

Since the June 18th meeting: the applicant has submitted a revised Written Description with the following changes:

- Defines and prohibits a truck stop in all areas of the PUD
- Allows outdoor storage of aggregate materials as a permitted use in the M-1 Zoning District subject to the following conditions:
 - Limited to one facility in the PUD.
 - Stockpile area limited to 12 acres.
 - Stockpile area must be setback from US 17 and SR 16 a minimum of 1,000 feet.
 - Permanent stockpile height and equipment shall not exceed 28' in height.
 - All stockpiles shall be screened with either an existing building and/ or a 12' masonry concrete with:
 - Large trees as defined in the City Land Development Code (Sec. 113-243) shall be provided at a maximum of 25' on center and a minimum of 4" caliper at time of planting.
 - Shall comply with Architectural Guidelines as set forth in Exhibit D regarding outdoor storage.
 - Dust Control Measures shall be taken to ensure dust does not encroach beyond the limits of the facility.

- Provide type, height and outline of equipment used to off load rail cars.
- Traffic patterns of vehicles onsite shall be provided, traffic shall be separated from commercial entrances.
- Identify materials to be handled. Specific material storage are subject to City Council approval.
- Hours of Operation shall be provided.

RECOMMENDED MOTIONS:

Rezoning

Motion to approve the Second and Final Reading of Ordinance O-10-2024 for the Rezoning of Parcel IDs 016451-000-00 and 016451-003-00 from C-2, General Business to Planned Unit Development based on the factual support provided in the staff report with the additional condition to provide revisions as shown on the staff version of the PUD Written Description; or

Motion to approve the Second and Final Reading of Ordinance O-10-2024 for the Rezoning of Parcel IDs 016451-000-00 and 016451-003-00 from C-2, General Business to Planned Unit Development based on the factual support provided in the staff report with the additional condition to provide revisions as shown on the applicant's version of the PUD Written Description.

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