



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: Planning and Zoning Commission **MEETING DATE:** June 24, 2025
FROM: Gabriel Barro, Planning and Zoning
SUBJECT: Review of request for a future land use amendment for property located on Cooks Lane for parcel 016562-000-00.
Future Land Use Amendment From: Mixed-Use
To: Industrial

PROPERTY DESCRIPTION

APPLICANT: Janis K Fleet, Fleet & Associates
Architects/Planners, Inc. **OWNER:** A2W GCS LLC

PROPERTY LOCATION: Cooks Lane

PARCEL NUMBER: Parcel #016562-000-00

FILE NUMBER: FLUS-25-002

CURRENT ZONING: R-3, Residential High Density

FUTURE LAND USE DESIGNATION: Mixed-Use

SURROUNDING LAND USE

NORTH: FLU: Neighborhood Z: R2 Use: Residential Single Family	SOUTH: FLU: Industrial Z: M2/MUH Use: Vacant Non-Residential/Manufacturing
EAST: FLU: Mixed-Use Z: C2 Use: Vacant Non-Residential	WEST: FLU: RF (County) Z: AR (County) Use: Single Family Residential

BACKGROUND

The applicant, Fleet & Associates Architects/Planners, Inc., has requested a future land use amendment for the property located on the southern edge of Green Cove Ave, for all of parcel 016562-000-00, from Mixed-Use to Industrial. The applicant has also submitted a companion site specific text amendment (Ordinance O-10-2025) that provides specific development restrictions on this property.

PROPERTY DESCRIPTION:

The property covers approximately 5.08 acres and is located on Cooks Ln, east of the CSX rail line. Currently the property is vacant with some tree coverage. Additionally, the applicant has submitted the following companion amendments also included on the agenda:

Application #	Description
FLUL-25-001	Future Land Use Site Specific Text Amendment (Ordinance O-10-2025)
ZON-25-002	Rezoning Application from R3, High-Density Residential to M1, Industrial (Ordinance O-11-2025)

Figure 1. Aerial Map



Figure 2. Current FLU

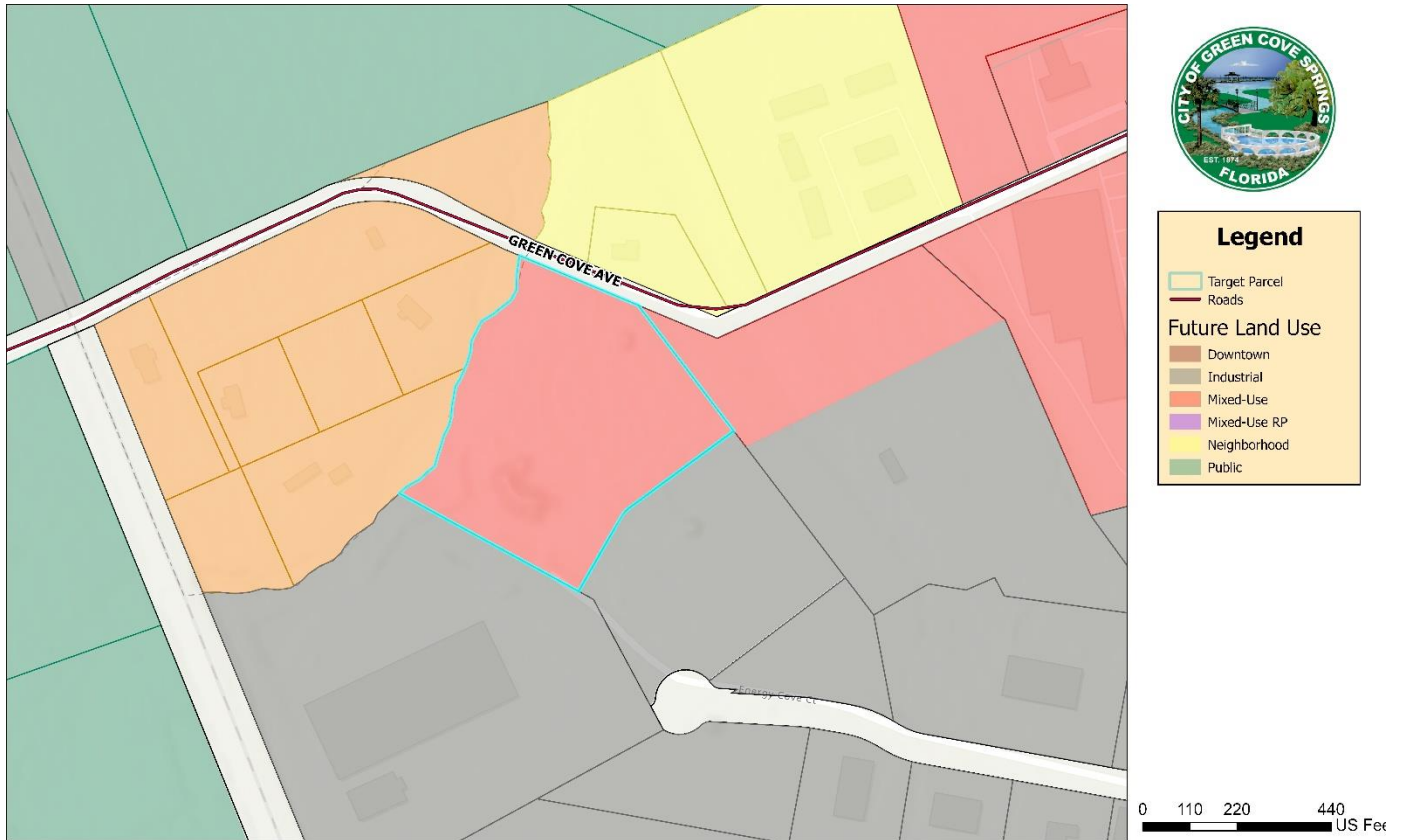
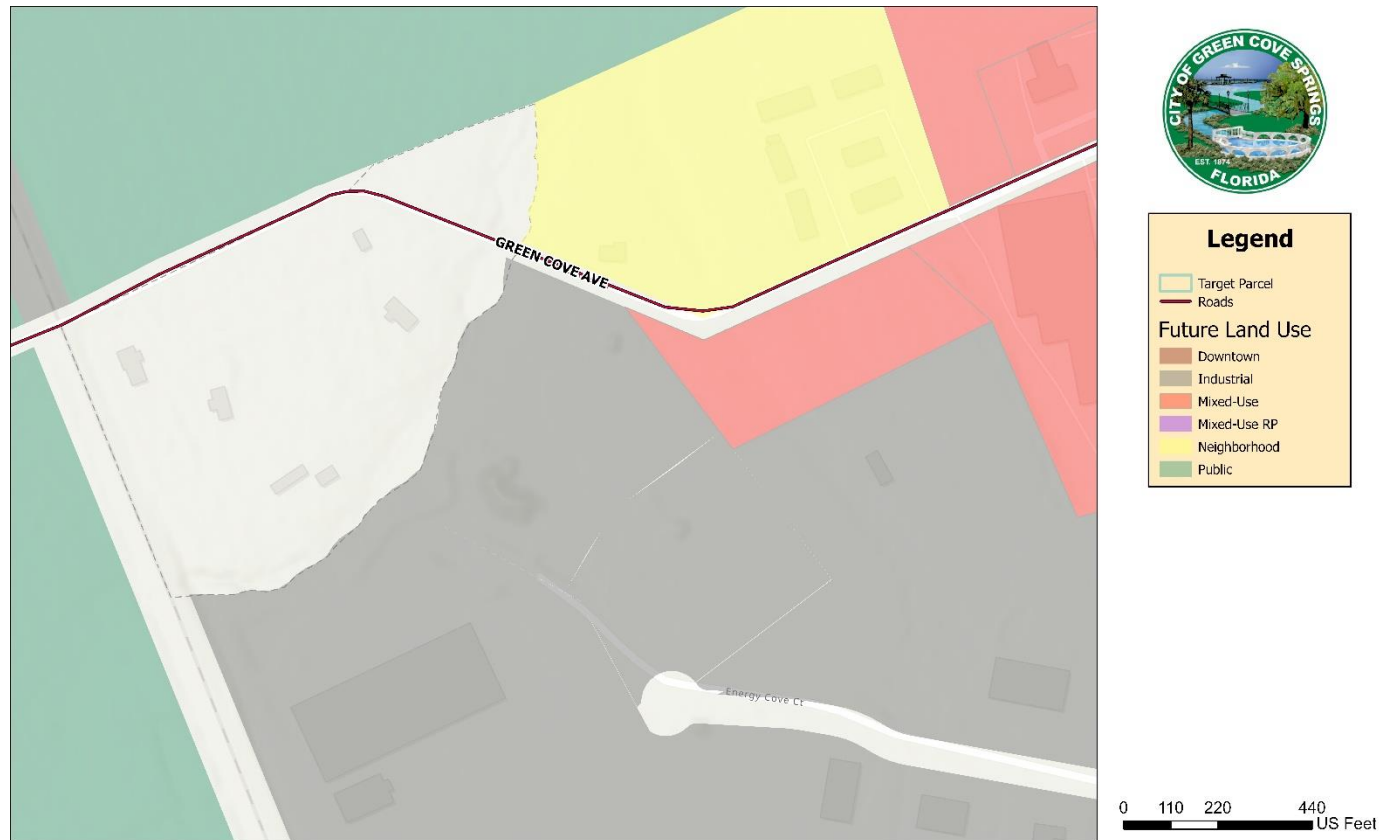


Figure 3. Proposed FLU



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

CONSISTENCY WITH THE 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: Public (PUB): 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

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

Policy 1.3.6 The City shall prohibit future encroachment of nonresidential development into established neighborhoods which are incompatible with the character of the area.

CONSERVATION ELEMENT

Goal 1: The city shall conserve, utilize, and protect its natural resources to ensure that adequate resources are available for future generations.

Policy 5.2.1 The city shall ensure the preservation of native and significant vegetative communities through the implementation of its Landscape and Tree Protection Ordinance

The applicant has applied for a Future Land Use, Zoning Change, and Text Amendment for the subject property for the construction of industrial development. A condition of the FLU and Zoning change, stated in the text amendment, will require access to the site be restricted to Energy Cove Ct only. No access will be permitted from Cooks Ln. Additionally, a landscape buffer will be required along portions of the property abutting parcels with incompatible land use designations. There is ongoing construction on the southern portion of the site. Construction consists of two buildings approved in November of 2023, SPL-23-006.

In 2021, the property was approved for a Future Land Use change from MUH (Mixed Use Highway) to HDR (High Density Residential), FLUS-21-003. At the same time, the Zoning was changed from MUH to Residential High Density. The FLU designation of HDR was updated to Mixed-Use for all properties.

The property is part of the Energy Cove Industrial Park. The proposed Land Use and Zoning change are consistent with the surrounding Energy Cove uses. Access to the site will be permitted from Energy Cove Ct only. No access will be allowed from Cooks Ln.

All proposed new development will be required to meet the City's Site Development Plan code requirements and be submitted to the Planning Commission and City Council for approval.

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



Environmental Conditions Analysis

Maps of Environmental Features

Wetlands

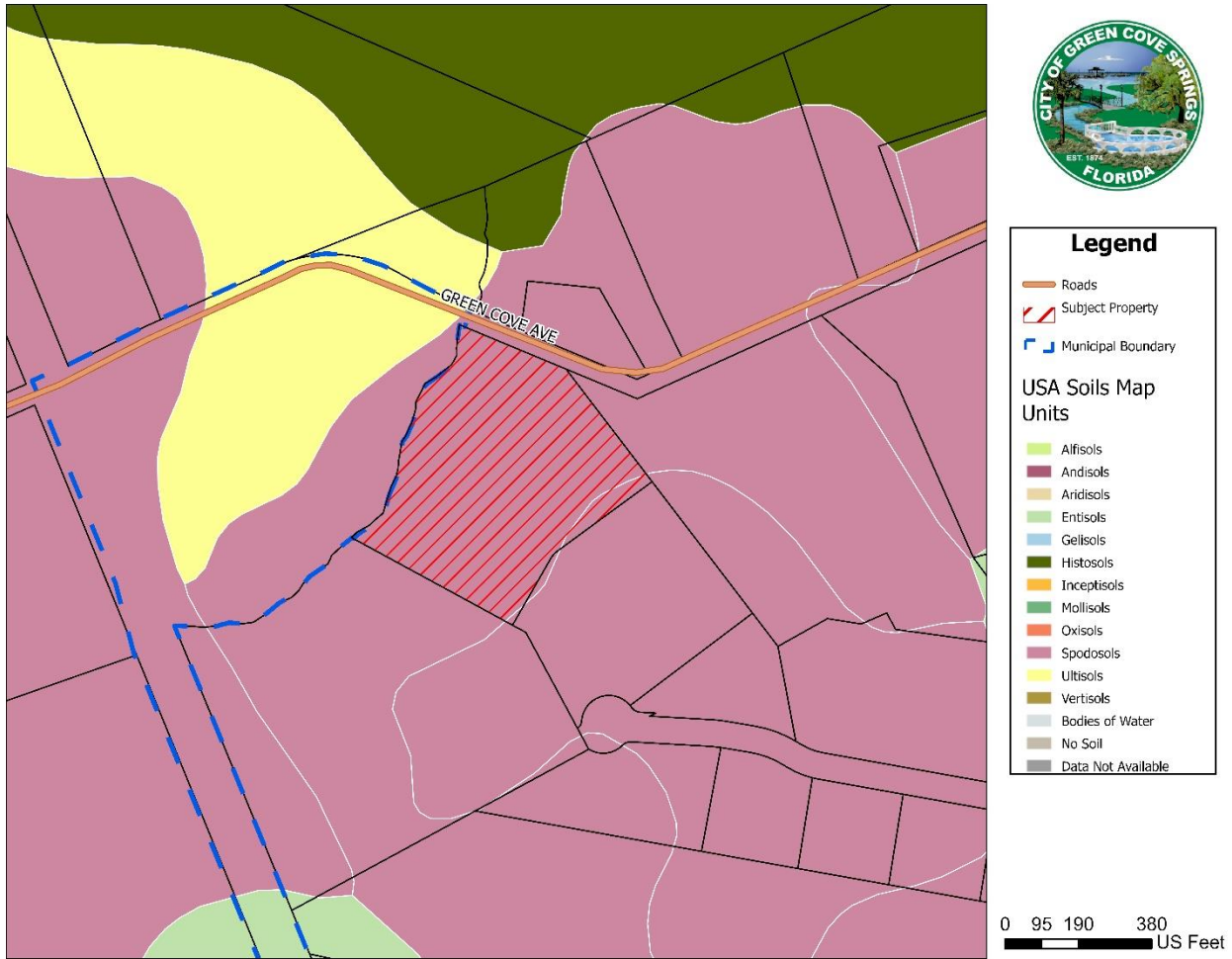


Legend

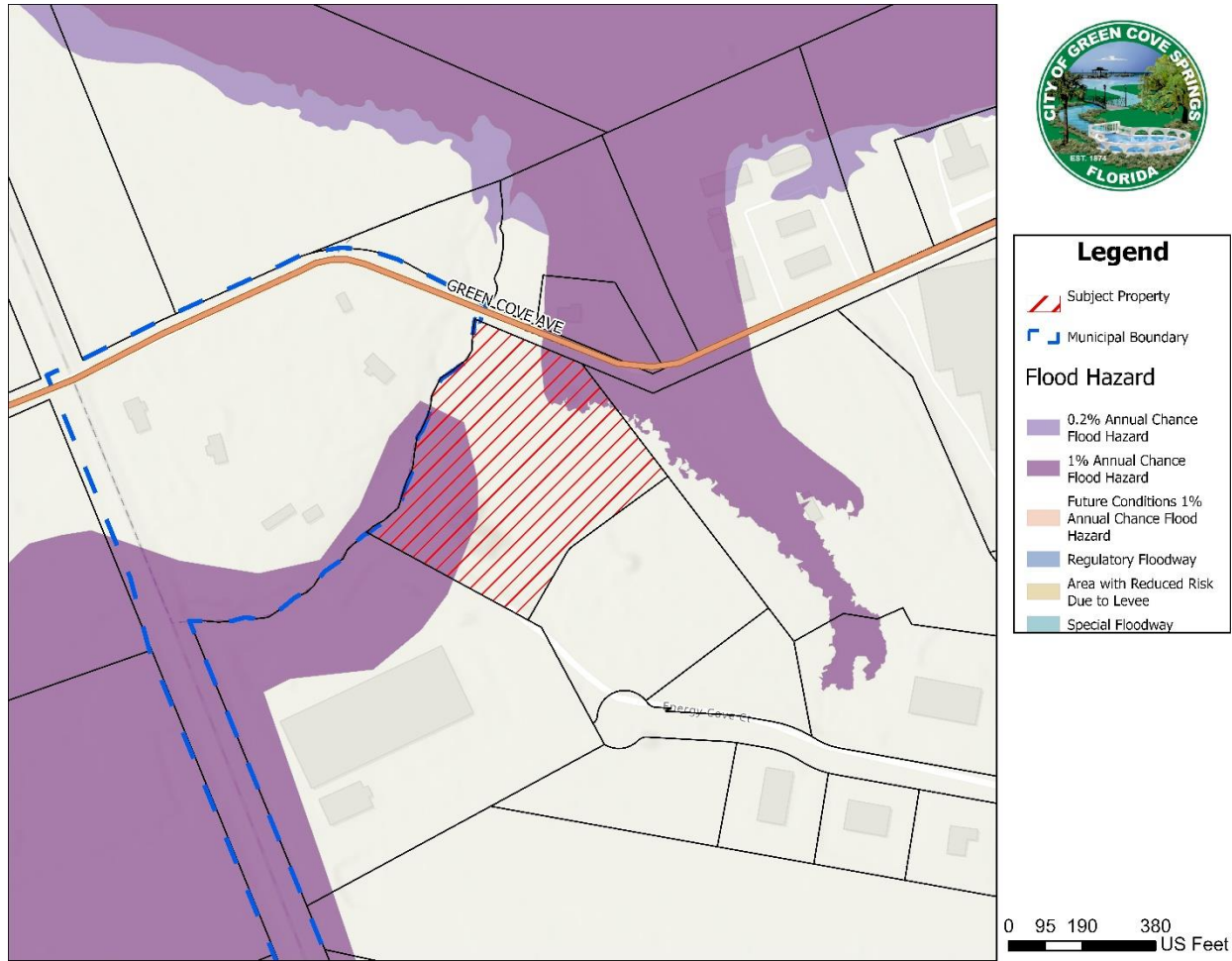
- Roads
- Subject Property
- Municipal Boundary
- Water & Wetlands**
 - ESTUARINE AND MARINE DEEPWATER
 - ESTUARINE AND MARINE WETLAND
 - FRESHWATER EMERGENT WETLAND
 - FRESHWATER FORESTED/SHRUB WETLAND
 - FRESHWATER POND
 - LAKE
 - OTHER
 - RIVERINE

0 95 190 380
US Feet

Soil



Flood Risk



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 to Industrial. The surrounding areas are designated as Industrial or Mixed-Use.

(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 Energy Cove Subdivision that is currently Land Used and Zoned for predominantly commercial/industrial development. The project site is located within the City’s water and sewer and electric urban service 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 designation allows for industrial uses, thereby providing a balance of uses to complement the Industrial designation adjacent along Energy Cove Ct.

(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 has no existing wetlands.

(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) 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 shall mitigate for the increase in time, money, and energy for providing and maintaining these facilities through the payment of impact fees for utilities including roads, government services, and on-going ad valorem taxes.

(VIII) Fails to provide a clear separation between rural and urban uses.

Evaluation & Findings: The site is located within the City's water and sewer and electric urban service areas 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 not discourage infill development and is located within an existing developed area.

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

Evaluation & Findings: The project site will allow for industrial uses in an area that is suitable for industrial development.

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

Evaluation & Findings: The project site shall have access via an existing development driveway to Energy Cove Ct.

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

Evaluation & Findings: All proposed development shall comply with the City's landscape ordinance to ensure there shall be open space provided within the development.

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 the City’s water and sewer and electric urban service areas which have been planned to accommodate growth which allows for the preservation of the natural resources of outlying areas. In addition, all new development shall comply with the City’s landscaping, tree preservation and resource protection ordinances.

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 result in utilizing 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: Sidewalks are not required for this site.

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: All proposed development shall comply with the City’s landscape ordinance to ensure there shall be open space provided within the development.

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 nonresidential uses. The proposed development will provide additional employment opportunities to the residents of this community, 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

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.

PUBLIC FACILITIES IMPACT

Traffic Impacts

Land Use ¹ (ITE)	Square Footage/Dwelling Units	Daily		AM Peak		PM Peak	
		Rate	Trips	Rate	Trips	Rate	Trips
Industrial	2,531	6.83	907	.82	109	.85	113

1. Source: Institute of Transportation Engineers: Trip Generation Manual 9th Edition

Conclusion: There are no development plans at this time as a result, the traffic impacts were calculated on the total acreage of the property multiplied by the maximum FAR of 0.6.

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	23,341
Residual Capacity after Proposed Project	3,163,569

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 Industrial

System Category	Gallons Per Day (GPD)
Current Permitted Capacity ¹	350,000
Current Loading ¹	270,000
Committed Loading ¹	330,000
Projected Sewer Demand from Proposed Project ²	23,341

Residual Capacity after Proposed Project	-3,341
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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)

Conclusion: The impact was calculated based on the maximum Industrial Park square footage allowed by the maximum FAR of 0.6. 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

Industrial

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 future land use amendment and rezoning are not expected to negatively impact the City's adopted LOS or exceed the County solid waste management facility's capacity.

Compatibility of Site Specific Text Amendment

The Subject Property is located within the Energy Cove Industrial Park. Surrounding uses are consistent with the proposed land use and zoning change request. To the west of the property are County parcels zoned for low density residential uses.

Intent of Existing Future Land Use District

This Designation is intended for high density residential uses such as apartment complexes or multi-family dwellings.

Intent of Proposed Future Land Use District

This Designation is intended to accommodate primarily light and heavy manufacturing, distribution, and storage, in addition to heavy commercial and professional office uses.

Attachments Include

- Aerial Map (from applicant)
- Future Land Use Map (from applicant)
- Statement of proposed change (from applicant)
- Ordinance O-09-2025
- Application

STAFF RECOMMENDATION

Staff recommends approval of the proposed future land use request.

RECOMMENDED MOTIONS:**Future Land Use Amendment**

Motion to recommend to City Council the approval of Ordinance O-09-2025, to amend the future land use of Parcel ID 016562-000-00 from Mixed-Use to Industrial.