

ORDINANCE NO. O-13-2023

AN ORDINANCE OF THE CITY OF GREEN COVE SPRINGS, FLORIDA, PURSUANT TO THE COMMUNITY PLANNING ACT (CHAPTER 163, PART II, FLORIDA STATUTES), REVISING POLICIES 1.2.11, 1.3.2, 1.3.3, 1.3.7, 1.3.9, 1.3.10, 1.6.2, 1.6.3, 1.6.7, 1.6.8, 1.7.1 OF THE FUTURE LAND USE ELEMENT TO ENSURE MULTIMODAL FACILITIES AND ACCESS; REVISING POLICIES 2.1.2, 2.1.3, 2.1.5, 2.1.6 AND 2.1.10 AND ELIMINATE POLICY 2.1.8 OF THE TRANSPORTATION ELEMENT TO ENSURE AND ENHANCE MULTIMODAL ACCESS; REVISING POLICIES 2.2.2, 2.2.3, 2.2.6, 2.2.7, 2.3.1, 2.3.2, 2.4.1, 2.4.3, 2.4.4, AND 2.4.6 AND ELIMINATE POLICY 2.3.5 OF THE TRANSPORTATION ELEMENT TO ENSURE SAFETY OF MULTIMODAL TRANSPORTATION; REVISING POLICIES 2.5.3, 2.5.4, 2.5.5 AND 2.5.9 OF THE TRANSPORTATION ELEMENT TO ENSURE MOBILITY FEES ARE ASSESSED TO NET ADDITION NEW DEVELOPMENT TRIPS, REVISING POLICY 8.3.1 TO ADD A NOTE TO REVISE THE LOS STANDARDS FOR ROADWAYS AND ADD THE MOBILITY FEE SYSTEM OF THE CAPITAL IMPROVEMENTS ELEMENT OF THE COMPREHENSIVE PLAN OF GREEN COVE SPRINGS, FLORIDA; PROVIDING FOR CONFLICTS, SEVERABILITY AND SETTING AN EFFECTIVE DATE.

WHEREAS, Section 163.3167, Florida Statutes (“FS”), empowers and requires the Green Cove Springs City Council (“Council”) to (a) plan for the City’s future development and growth and (b) adopt and amend Comprehensive Plans, or elements or portions thereof, to guide their future development and growth; and

WHEREAS, pursuant to Section 163.3174, FS, the Council has designated the Planning & Zoning Board (“Board”) as the Local Planning Agency (“LPA”) for the City of Green Cove Springs (“City”); and

WHEREAS, the Board and Council directed City Staff to evaluate the Green Cove Springs Comprehensive Plan 2025; and

WHEREAS, at a duly noticed public hearing on February 15, 2022, the Council held a public hearing to adopt the amended 2045 Green Cove Springs Comprehensive Plan; and

WHEREAS, in exercise of its authority, the Council has determined it necessary and desirable to adopt and revise policies in the 2045 Comprehensive Plan to require and enhance multi-mobility improvements within the City of Green Cove Springs.

NOW, THEREFORE, BE IT ENACTED BY THE CITY COUNCIL OF THE CITY OF GREEN COVE SPRINGS, FLORIDA, AS FOLLOWS:

SECTION 1. RECITALS. The above recitals are true and correct and are hereby

incorporated herein by reference.

SECTION 2. TITLE. The revised version of the Comprehensive Plan for the City of Green Cove Springs, Florida, shall be entitled “Green Cove Springs Comprehensive Plan 2045”.

SECTION 3. COMPREHENSIVE PLAN AMENDED. The following Comprehensive Plan Policies are amended:

Future Land Use Element

Policy 1.2.11. The City shall consider establishing a system of development incentives in the Land Development Code to encourage the provision of affordable housing, vertical mixed-use, green building and sustainable construction, dedication of public spaces (e.g., plaza, square) above and beyond what is already required, structure parking, [pedestrian and bicycle facilities, transit amenities where transit service is provided](#), and other development features/treatments that would benefit the community.

Policy 1.3.2. The City shall establish locational criteria in the LDC for future rezoning of sites to higher density and/or intensity districts. The following principles shall be considered:

- a. Compatibility means that different land uses can coexist in relative proximity to each other provided that a use is not impacted directly or indirectly by another use.
- b. Increases in density and intensity must generally occur in a gradual fashion, avoiding abrupt transitions.
- c. High density residential uses should generally be located in areas that have adequate ~~vehicular~~ [multimodal](#) access and proximity to service uses.
- d. Spot zoning should be avoided. Spot zoning refers to changing the zoning designation of a small parcel of land for a designation totally different from that of the surrounding area for the benefit of the owner of such property and to the detriment of other owners.

Policy 1.3.3. As the City continues to grow, its LDC shall be updated to incorporate urban design principles, such as:

- a. Form-based code regulations for the downtown and surrounding areas;
- b. Smaller building setbacks and lot sizes;
- c. Green infrastructure;
- d. A reduction and relocation of vehicular parking spaces and areas to the rear or side of structures where appropriate, [and e. Multimodal facilities, i.e., pedestrian, bicycle and transit facilities and amenities, which include street trees, street furniture, bicycle racks, and bicycle repair stations, and transit shelters where transit service is provided.](#)

Policy 1.3.7. The City shall amend its LDC to provide additional design and compatibility requirements [that address human scale and non-motorized multimodal access](#) for developments located along major roadway corridors.

Policy 1.3.9. The City shall seek to develop a signage and wayfinding master plan [for motorists and non-motorized travelers](#) to enhance the navigability, branding, and aesthetic character of the City.

Policy 1.3.10. The City shall work with FDOT and the North Florida TPO to improve the image of the US 17 and SR 16 corridors by adding landscaping, banners, and other elements that would help

create a sense of place [and portray the historic character and human-scale of the city for visitors.](#)

Policy 1.6.2. The City shall develop a master plan for the Downtown to update the overall vision for the area and address the following topics at a minimum: Economic vitality, multimodal access/connectivity to other parts of the City, balanced land use composition, vehicular and bicycle parking, streetscape design, urban form, public gathering spaces, and the identification of a pilot project.

Policy 1.6.3. The City will assess Walnut Street and identify changes to make it safer and more attractive [for all travelers.](#)

Policy 1.6.7. The City shall assess the current demand and availability of public and private parking spaces in the downtown area and plan for [vehicular and bicycle adequate for](#) future redevelopment activities.

Policy 1.6.8. The City shall develop a neighborhood plan [that addresses land use and multimodal access](#) for the Martin Luther King, Jr. Avenue corridor.

Policy 1.7.1. The City shall seek to develop a Small Area Plan (SAP) for all MURP-designated lands to establish a clear development path that implements the following planning and design principles:

- a. Create and reinforce the sense of place and character of the City through the use of traditional neighborhood development form and design criteria.
- b. Accumulate a diverse and expansive housing inventory which offers dwelling units of various sizes, types, occupation statuses, and price points.
- c. Cultivate a multi-modal transportation network which supports pedestrian, bicycle, and vehicular travel to achieve high levels of safety [and security](#), connectivity, and [mobility-comfort](#) between adjacent and nearby uses, character areas, and other FLU designations.
- d. Provide a framework for redevelopment in an environmentally responsible manner that preserves environmental systems and creates functional open space, including public access to the waterfront.

Transportation Element

Policy 2.1.2. The City shall enhance the feasibility of transit and [alternative-multimodal](#) transportation ~~modes~~ by implementing higher densities and mixed-use as shown in the Future Land Use Map.

Policy 2.1.3. New and improved streets within the City shall be designed and operated to enable safe access for all users, including pedestrians, bicyclists, freight, motorists and transit, [and other transportation options according to the purpose of each street.](#)

Policy 2.1.4. The City shall establish a Complete Streets design guidebook and corridor prioritization plan to implement these policies.

Policy 2.1.5. The City shall continue to coordinate with the North Florida Transportation Planning Organization (TPO), FDOT and Clay County to implement ~~a Complete Streets concept along US 17/Orange Avenue between SR 16 and Orion Road~~ [projects supporting multi-modal transportation options in accordance with the Complete Streets guidebook.](#)

Policy 2.1.6. The City shall initiate coordination with the TPO, FDOT and Clay County to implement Complete Streets concepts along SR 16/Idlewild Avenue/Ferris Street. Other streets that should be considered for Complete Street designs include Oakridge Ave., Green Cove Ave., [Palmetto Ave.](#), and other local collectors.

~~Policy 2.1.8. The City shall ensure land uses along primary corridors support the goal of Complete Streets: adequate level of service standards for bicyclist, pedestrian, freight, motorist, transit, and other forms of multi-modal transportation strategies when designing or approving new roadways or modifying existing roads in the City:~~

- a. *Enclosure:* Framing the road with street trees, buildings, on-street parking.
- b. *Engagement:* Connecting the driver with the surrounding environment using tools such as on-street parking, narrower lanes, architectural details, and pedestrian or bicyclist activity.
- c. *Deflection:* Creating vertical or horizontal shifts incorporating roundabouts, splitter medians, raised intersections, raised and or mid-block crosswalks, or similar designs.

Policy 2.2.1. The City shall strive to reduce the number of traffic crashes and eliminate fatalities and serious injuries (FDOT's Vision Zero).

Policy 2.2.2. Intersections shall ~~improve safety and ease of multimodal use~~ be made pedestrian-multi-modal friendly by limiting the pedestrian crossing width; use of adequate lighting; adequate timing for traffic signals; and the provision of facilities for persons with disabilities.

Policy 2.2.3. Traffic operation improvements such as traffic signals, turn lanes, service roads, signing, and pavement marking shall be undertaken when warranted to improve the safety and efficiency of the existing roadway network for all transportation modes.

Policy 2.2.4. Where applicable, the City shall consider traffic signal enhancements such as Lead Pedestrian Interval (LPI), Rectangular Rapid Flashing Beacons (RRFB), and pedestrian hybrid signals such as a High-Intensity Activated Crosswalk beacon (HAWK) signals.

Policy 2.2.5. Crash records shall be investigated on a regular basis to determine whether improvements to the roadway network are warranted to relieve high crash conditions and cooperate with the FDOT on high crash locations on state highways.

Policy 2.2.6. The LDC shall require that all new roadways and access driveways intersecting with existing roadways shall provide a clear zone where no objects will impair the sight of ~~motorists~~ multi-modal transportation at said intersections.

Policy 2.2.7. The City shall continue to pave, maintain, and resurface its roads to ensure safe conditions for multi-modal options including bicycles. The paving of unpaved streets shall be done according to priority of need. Complete Streets designs shall be considered as part of repaving and resurfacing projects, where feasible.

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

Policy 2.3.2. Using information from FDOT and Clay County, the City shall monitor the multimodal travel demand and Q/LOS conditions for the transportation system. The current Florida DOT Q/LOS Handbook shall be used to develop a baseline and monitor conditions over time. The multimodal system of performance will inform future investment priorities within the Mobility Fee program, capacity or deficiency of each road segment. An annual report shall be prepared.

~~Policy 2.3.5. The City will work with Clay County to establish a Transportation Concurrence-Exception Area along US 17 to promote infill development and encourage use of alternative modes of transportation.~~

Policy 2.4.2. The LDC shall require the development of multi-use trails, where appropriate.

Policy 2.4.3. The City shall review development for consistency with the standards in the LDC to assure that adequate provisions exist for multi-modal transportation options, including pedestrians and bicycles.

Policy 2.4.4. The City shall coordinate with Clay County and the FDOT to incorporate pedestrian walkways and bicycle paths, or multi-use trails, in conjunction with road improvements, ~~where such need is demonstrated.~~

Policy 2.4.5. The City shall continue to enforce all applicable bicycling laws. The City shall update the Green Cove Springs Trails Master Plan to address both sidewalks and trails, identify sidewalk gaps along major roadways, and establish main routes through the City, especially leading to the waterfront.

Policy 2.4.6. The Master Plan shall inventory existing crosswalks at signalized intersections and shall identify recommended locations for ~~golf cart~~ multi-modal transportation crossings and additional pedestrian crossings.

Objective 2.5. Development Design

Policy 2.5.3. The City shall review development applications to confirm the types and mix of uses and the resulting number of trip ends produced by the land use change, 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.

Policy 2.5.4. ~~A Mobility Fee is assessed on the net additional new trips produced by the land use development. The Mobility Fee will be used to fund the necessary multimodal infrastructure improvements to accommodate future land use development based on the land use forecasts available at the time that the Mobility Fee was instituted. No new Development Orders shall be issued if the proposed project will reduce the operating conditions of the road system below the adopted level of service standard, except where new projects listed in the Capital Improvements Element are programmed for construction within 5 years that will ensure that the Level of Service requirements are met.~~

Policy 2.5.5. In partnership with FDOT and Clay County requirements, the LDC shall require future developments to provide true ~~vehicular and pedestrian~~ multi-modal transit connectivity (as opposed to just “entrances” to the developments), internally and to surrounding areas, to provide multiple alternative access/exit points to/from the development.

Policy 2.5.9. The LDC shall contain provisions for on- site parking for motorized and non-motorized vehicles, internal automobile circulation, circulation of motorized and non-motorized vehicles, bicycle use, golf carts, pedestrian movement, multi-use trails, and other features to minimize utilization of the major roadway network and provide facilities for multiple transportation options.

Policy 8.3.1. The City shall require that public facilities meet or exceed the following Level of Service Standards.

PUBLIC FACILITY		LOS STANDARD	
ROADS			
	Shall Comply with Requirements Set forth in the Mobility Fee Policy 2.5.4 and the Land Development Regulations.		
PRINCIPAL ARTERIALS	"D" peak hour traffic*		
MINOR ARTERIALS	"D" peak hour traffic*		
COLLECTOR	"D" peak hour traffic*		
LOCAL ROAD	"D" peak hour traffic*		
	* The Florida Q/LOS Handbook shall be used to monitor level of service to inform future investment priorities and change investments accordingly and to be used in concert with the annual review set forth in Policy 8.3.2. Individual development projects producing net new trips shall be governed by the Mobility Fee requirements set forth in Policy 2.5.4._		
UTILITIES			
Sanitary Sewer	120 gallons per person per day		
Potable Water	150 gallons per person per day		
Solid Waste	4 pounds per capita per day		
STORMWATER LEVEL OF SERVICE (LOS) STANDARDS/DESIGN CRITERIA			
Facility	Description	Standard	Physical Reference
Roadway Ditches, Culverts, and Crossdrains	Evacuation Routes & Arterials	50 year / 24 hour for open system	HGL 1.0' Below EOP/TOB
		10 year / 10 minute for piped system	HGL 1.0' Below Gutter
	Collector Road	25 year / 24 hour for open system	HGL 0.5' Below EOP/TOB
		3 year / 10 minute for piped system	HGL 0.5' Below Gutter
	Local/Residential Road	10 year / 24 hour for open system	HGL 0.5' Below EOP/TOB
		3 year / 10 minute for piped system	HGL 0.0' Below Gutter
Storm Sewer Systems	Roadway or Development	3 year / 10 minute	Refer to roadway classification above
Retention Basins	Outfall to Open Stream or Lake Watershed	Critical Duration (Up to 24 hour) 100-year storm (post ≤ pre runoff peak rate)	Flood Stage 0.5' Below TOB
	Outfall to a Closed Watershed	Critical Duration (Up to 24 hour) 100-year storm is retained and that only pre-development runoff volume is discharged at rates not to exceed the pre-development rates	Flood Stage 1.0' Below TOB
	Landlocked Areas with No Positive Outfall	Critical Duration (Up to 24 hour) 100-year storm (retain total)	Flood Stage 1.0' Below TOB

PUBLIC FACILITY		LOS STANDARD	
		volume of runoff from contributing area with no discharge)	
Detention Basins	Outfall to Open Stream or Lake Watershed	Critical Duration (Up to 24 hour) 25-year storm (post ≤ pre runoff peak rate)	Flood Stage 0.5' Below TOB
Water Quality	Treatment of Stormwater in Accordance with Chapter 62-330 F.A.C.	For Class III -Off-line retention of the first 1/2 inch of runoff or 1.25 inches of runoff from the impervious area, whichever is greater. plus on-line retention of an additional one half inch of runoff from the drainage area over that volume specified for off-line treatment. For Class I, II or OFW provide an additional 50% treatment from what is determined above.	N/A
<p>HGL = Hydraulic Grade line, EOP = Edge of Pavement, TOB = Top of Bank <i>Critical Duration: The duration of a specific storm event (i.e., 100-year, 1 hour storm) which creates the largest volume or highest rate of net stormwater runoff (post-development runoff less pre-development runoff) for typical durations up through and including the 24-hour duration event. The critical duration is determined by comparing various durations of the specified storm and calculating the peak rate and volume of runoff for each. The duration resulting in the highest peak rate or largest total volume is the "critical-duration" storm. Rainfall amounts shall be determined by the FDOT District 5 IDF curves.</i></p>			
RECREATION / OPEN SPACE			
Generally	<p>Neighborhood / Pocket Parks 5 acres per 1,000 population*</p> <p>Community Parks 2 acres per 1,000 population*</p> <p>Notes:</p> <ul style="list-style-type: none"> - Community Parks also function and count as neighborhood parks, so long as they are within a residential area.* - All residents not located within subdivisions with privatized recreation facilities should be within a quarter mile of a Neighborhood Park or Pocket Park and 1.5 miles of a Community Park. - Residential Developers shall pay a park dedication fee, if implemented by City Council. Providing public park space in their development shall reduce that fee. <p>*Park Level of Service requirements shall remain at 5 acres per 1,000 population until the completion of the Master Parks Plan and implementation of a capital improvement plan which both define how the new Level of Service Requirements can be met.</p>		
Private / Gated Neighborhoods	Such neighborhoods shall provide within their community recreational facilities and open space meeting the LOS standard. This space, as it is not open to the public, will not count toward the City's LOS. Developers of		

PUBLIC FACILITY	LOS STANDARD
	such neighborhoods shall also pay a park dedication fee, if implemented, which may be reduced through construction of a public park.
PUBLIC SCHOOL FACILITIES**	
Elementary Schools	110% of capacity
Middle Schools	110% of capacity
High Schools	110% of capacity

SECTION 4. REPEALER. Any ordinances or parts thereof in conflict with the provisions of this Ordinance are hereby repealed to the extent of such conflict.

SECTION 5. SEVERABILITY. The various parts, sections, and clauses of this Ordinance are hereby declared to be severable. If any part, sentence, paragraph, section, or clause is adjudged unconstitutional or invalid by a court of competent jurisdiction, the remainder of the Ordinance shall not be affected thereby.

SECTION 6. EFFECTIVE DATE. The effective date of this ordinance, if the ordinance is not timely challenged, shall be 31 days after the state land planning agency notifies the local government that the plan amendment package is complete. If the amendment is timely challenged, this amendment shall become effective on the date the state land planning agency or the Administration Commission enters a final order determining this adopted amendment to be in compliance. No development orders, development permits, or development dependent on this amendment may be issued or commence before it has become effective."

INTRODUCED AND APPROVED AS TO FORM ONLY ON THE FIRST READING BY THE CITY COUNCIL OF THE CITY OF GREEN COVE SPRINGS, FLORIDA, IN REGULAR SESSION THIS 4th DAY OF APRIL, 2023.

CITY OF GREEN COVE SPRINGS, FLORIDA

Daniel M. Johnson, Mayor

ATTEST:

Erin West, City Clerk

APPROVED AS TO FORM ONLY:

L. J. Arnold, III, City Attorney

**PASSED ON SECOND AND FINAL READING BY THE CITY COUNCIL OF
THE CITY OF GREEN COVE SPRINGS, FLORIDA, IN REGULAR SESSION
THIS 6th DAY OF JUNE, 2023.**

CITY OF GREEN COVE SPRINGS, FLORIDA

Constance W. Butler, Mayor

ATTEST:

Erin West, City Clerk

APPROVED AS TO FORM ONLY:

L. J. Arnold, III, City Attorney

