

FUTURE LAND USE ELEMENT



GOAL 1.

THE CITY SHALL 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 HEALTH, SAFETY AND WELFARE OF THE PUBLIC.

GREEN COVE
Springs



OBJECTIVE 1.1. FUTURE LAND USE MAP

New development and redevelopment activities shall be directed in appropriate areas of the City as depicted on the Future Land Use Map (FLUM).

Policy 1.1.1. The following Future Land Use categories (FLUC), along with their intended uses, densities, and intensities, are established as follows:

- a. Neighborhood (NBD): This FLUC is intended to accommodate primarily low-to-medium density residential uses. Support/secondary uses include professional offices, and public/semi-public facilities.
 - i. Density Range: Up to 20 dwelling units (du) per (/) acre (ac)
 - ii. Maximum Intensity: 0.2 Floor Area Ratio (FAR)
- b. Downtown (DT): This FLUC encompasses the City's historic downtown area and is intended to include a mix of medium-to-high density residential activities and nonresidential development including commercial uses, lodging, professional offices and public/semi-public facilities.
 - i. Maximum Density: 30 du/ac
 - ii. Maximum Intensity: 2.0 FAR
- c. 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

Neighborhood



Downtown



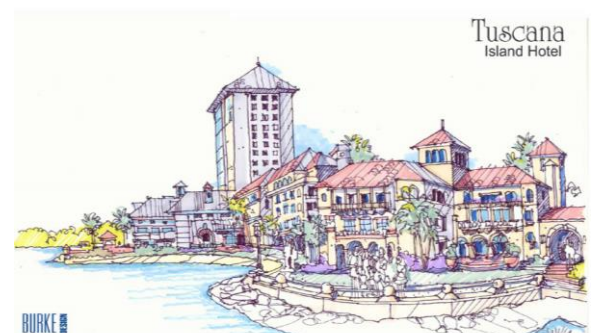
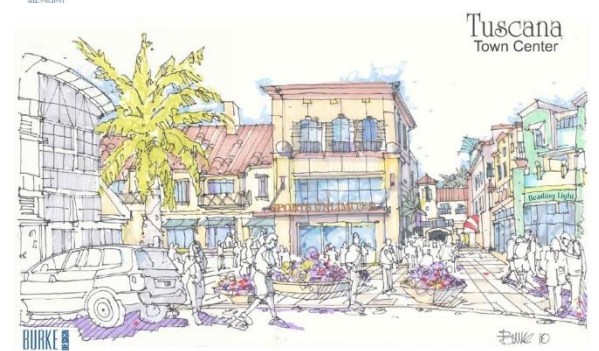
Mixed-Use





- d. Mixed-Use Reynolds Park (MURP): This FLUC encompasses the eastern edge of the City and is intended to accommodate a wide variety of residential and nonresidential uses, as detailed within Objective 1.7 and its associated policies.
 - i. Density Range: 16 to 40 du/ac
 - ii. Intensity Range: 0.4 to 4.0 FAR
- e. Employment Center (EC): This FLUC is intended to accommodate primarily light and heavy manufacturing, distribution, and storage, in addition to heavy commercial and professional office uses.
 - i. Density: NA
 - ii. Maximum Intensity: 0.6 FAR
- f. Public (PUB): This FLUC is intended to accommodate a range of public/semi-public uses including government facilities, civic/institutional uses, educational facilities, parks and recreation facilities, and conservation areas.
 - i. Density: NA
 - ii. Maximum Intensity: 0.3 FAR

MURP/Reynolds Park Images



Source: Burke Design.

Policy 1.1.2. The City's zoning map shall be consistent with the City's FLUM and implement and further refine the densities, intensities, and uses permitted within each property.

Policy 1.1.3. Public educational facilities and electrical distribution substations shall be permitted within all FLUCs.



OBJECTIVE 1.2. SUSTAINABILITY

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 1.2.2. The City shall strive to cultivate integrated land use patterns which support a vertical and horizontal mix of residential and nonresidential uses.

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 1.2.4. The City shall explore permitting new types of housing developments.

Policy 1.2.5. The City shall discourage the proliferation of strip and/or automobile-oriented development which is likely to increase local vehicles miles traveled (VMT) if no accommodations for other modes of transportation are made.

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.

Policy 1.2.9. The City shall promote the annexation of property located within its utility service boundaries.

Policy 1.2.10. The City shall review annexation requests to determine if the site's maximum development potential may negatively impact the City's adopted LOS, as governed by its concurrency management system (CMS). Requests that are estimated to negatively impact the City's ability to maintain its adopted LOS shall be required to enter into an impact mitigation agreement with the City prior to the issuance of a final development order.

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, and other development features/treatments that would benefit the community.

Policy 1.2.12.



OBJECTIVE 1.3. CHARACTER & COMPATIBILITY

Future development and redevelopment projects shall protect the City's unique character, historic neighborhoods, and high quality of life.

Policy 1.3.1. The City shall update the current zoning map and district regulations to implement the directives of this plan.

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.

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; and
- d. A reduction and relocation of vehicular parking spaces and areas to the rear or side of structures where appropriate

Policy 1.3.4. The City shall require all new development and redevelopment projects to integrate harmoniously into established neighborhoods through the use of buffering, open space, landscaping, and other site design tools.

Policy 1.3.5. The City shall ensure that all existing, new, and expanded subdivisions are consistent with the sustainability, character, compatibility, resource preservation, and economic development efforts of the City.

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.

Policy 1.3.7. The City shall amend its LDC to provide additional design and compatibility requirements for developments located along major roadway corridors.

Policy 1.3.8. The City shall encourage the shared construction, maintenance, and use of shared parking and stormwater management facilities between adjacent and nearby developments.

Policy 1.3.9. The City shall seek to develop a signage and wayfinding master plan 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.

Policy 1.3.11. The City shall explore the possibility of creating a gateway near the Governors Creek bridge, where the waterfront is first visible to drivers traveling south on US 17.

Policy 1.3.12. .



OBJECTIVE 1.4. NATURAL RESOURCE PRESERVATION

The City shall strive to preserve its significant natural resources from development activity through protection, enforcement and coordination mechanisms

Policy 1.4.1. The City shall ensure that no development is closer than 50 feet of an existing wellhead, except for structures that are required for water supply facilitation. See Utilities Element for additional policies applicable to wellfield protection.

Policy 1.4.2. The City shall protect the health and function of its natural wetland features through the implementation of natural upland buffers. Wetlands buffers shall be a minimum of 40 feet, unless located within the Three-Mile Swamp, in which case the buffer shall be a minimum of 50 feet.

Policy 1.4.3. The City shall seek to amend its LDC

to manage and protect the natural functions of local stormwater management and drainage facilities, aquifer recharge areas, public potable water wellfields, floodplains, and other natural or manmade water systems, where appropriate.

Policy 1.4.4. Development in the conservation areas must be permitted by the Department of Environmental Protection (FDEP) and all applicable public agencies.

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.



OBJECTIVE 1.5. CULTURAL RESOURCE PROTECTION

The City shall commit to the preservation of its historical, archaeological, and architectural heritage.

Policy 1.5.1. The City shall seek to establish a preservation ordinance to safeguard the City's cultural resources.

Policy 1.5.2. The City shall explore the creation of a local register of cultural resources.

Policy 1.5.3. The City shall consider updating the survey of historic resources for submittal to the Florida Master Site File.

Policy 1.5.4. The City shall seek to educate the public on the importance, value, process, and

benefits of preserving its cultural resources.

Policy 1.5.5. The City shall consider applying to become a Certified Local Government to have access to technical assistance and training and federally funded CLG subgrants to conduct survey, planning and National Register nomination projects.

Policy 1.5.6. The City shall require all new development applications to identify and assess any cultural resources found onsite prior to final development approval.



OBJECTIVE 1.6. REDEVELOPMENT AND RENEWAL

The City shall continue to redevelop and invest in blighted areas of the City.

Policy 1.6.1. The City shall explore the creation of a Community Redevelopment Agency/Area (CRA) to address local issues of slum and blight.

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, access/connectivity to other parts of the City, balanced land use composition, 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.

Policy 1.6.4. The City shall seek public funds for the

demolition or rehabilitation of substandard housing and annually reduce the number of dilapidated dwelling units, particularly those located within the 100-Year Floodplain.

Policy 1.6.5. The City shall encourage the development, redevelopment, and infill of vacant properties within developed portions of the City.

Policy 1.6.6. The City shall continue to assess and improve its incentive programming to attract new development and redevelopment opportunities within the City.

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 future redevelopment activities.



OBJECTIVE 1.7. MURP-DESIGNATED LANDS

Understanding the scale, economic importance and redevelopment potential of the Reynolds Park property, the City shall establish a framework for the redevelopment of MURP lands into a livable and sustainable community.

Policy 1.7.1. The City shall seek to develop a Special 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, connectivity, and mobility 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.

Policy 1.7.2. MURP designated lands shall include the following character areas.

- a. Village. This character area shall comprise the majority of residential dwellings within the MURP FLUC. Uses within the Village(s) shall include a diverse mix of housing types with various lot sizes which are complemented by institutional, recreational, open space, and conservation uses. Development in each Village character area shall be organized around a Village Center character area and shall be

designed such that the majority of housing units are located within a one-half mile walking distance from a Town and/or Village Center. Development within the Village character area shall not exceed the following:

- i. Maximum Density: 40 du/ac
 - ii. Maximum Intensity: 0.20 FAR
- b. Village Center: This character area shall provide facilities for the sale of convenience goods such as food, drugs, hardware, and personal service needs of the surrounding residential areas and may include medium-to-high density residential dwellings, institutional facilities, recreation and open space, and Conservation lands. Development within the Village Center character area shall not exceed the following:
 - i. Maximum Land Area per Village Center: 10 ac
 - ii. Maximum Nonresidential Land Area: 5 ac
 - iii. Maximum Density: 20 du/ac
 - iv. Maximum Intensity: 0.40 FAR
 - c. Town Center: This character area shall act as mixed-use activity centers serving the residents located within all other character areas, as well as the larger community. Town Centers shall be designed to ensure a mixture of nonresidential and residential uses of various densities, intensities, and types in a setting which encourages social interaction and civic engagement by their physical design and scale. Town Centers shall meet the following:
 - i. Minimum Land Area per Town Center: 10 ac
 - ii. Minimum Number of Town Centers: 2
 - iii. Maximum Density: 40 du/ac



Table 1-1. MURP Use Matrix

Use	Min. %	Max. %
Residential	20	65
Commercial & Office	10	33
Industrial & Office	15	45
Institutional	2	20
Recreation & Open Space	6.5	NA

Policy 1.7.4. The MURP category shall incorporate a permanent open space system (OSS) which preserves and protects significant natural features and is a logical extension of the City’s existing and future parks and trail network.

- a. Minimum OSS Area: 64 acres or 5% of all MURP-designated lands
- b. Contributing features towards OSS calculations:
 - i. Land utilized for trails;
 - ii. Upland buffers to wetlands in excess of the minimum required by the St. Johns River Water Management District (SJRWMD);
 - iii. Vegetated buffers between character areas; and
 - iv. Passive recreation/open space areas

Policy 1.7.5. Except as described below, all development within the MURP category shall comply with the MURP requirements stated in this comprehensive plan.

- a. Industrial and commercial uses existing on or prior to January 1, 2009, shall be permitted to remain and expand consistent with the applicable land development regulations in existence at that time. The aggregate square footage of all existing and new structures shall not exceed 880,000 square feet and the total acreage of existing industrial and commercial uses and the permitted expansions described herein shall not exceed 500 acres.
- b. Residential and non-residential uses shall not be permitted within the sites of former landfills,

iv. Maximum Intensity: 0.40 FAR

d. Resort: This character area provides the opportunity for hotel, golf, resort, and conference/convention center development as standalone uses or in combination with a mix of residential units, commercial activities, and office uses. Development within the Resort character areas shall meet the following:

- i. Maximum Density: 40 du/ac
- ii. Maximum Intensity: 4.0 FAR

e. Pier: This character area consists of the redevelopment of the surface areas, approximately 15 acres in size, of existing piers. Uses permitted on the surface area of the existing piers include high density residential, commercial (including restaurants, hotels, and retail stores), industrial, and office uses. Density and intensity of development shall not exceed the following:

- i. Maximum Density: 40 du/ac
- ii. Maximum Intensity: 0.50 FAR

f. Employment Center: This character area provides for economic development and diverse employment combined with multi-family residential opportunities, as well as professional office, research and development (R&D), technological, medical, light industrial, heavy industrial and commercial uses. Development within the Employment Center character areas shall meet the following:

- i. Minimum Land Area per Employment Center character area:
 - (a) North of SR 16: 10 ac
 - (b) South of SR 16: 40 ac (20 if located south of a First Coast Expressway right-of-way)
- ii. Maximum Density: 20 du/ac
- iii. Maximum Intensity: 0.50 FAR

Policy 1.7.3. In order to ensure the MURP land includes a mix of uses, the City will aim at maintaining the following general percentages, which will be reassessed as the Special Area Plan is prepared.



small arms ranges, nor a Multi-HRTW Study Area unless remediation has been achieved to an acceptable standard as determined by FDEP and such other agencies having jurisdiction.

Policy 1.7.6. Development within the MURP FLUC shall include a Multi-Purpose Trail (MPT) system and other non-motorized access to provide connectivity within the development and to surrounding areas. The MPT shall consist of an eight foot wide paved surface and, if located along a street, shall be setback a minimum of 15 feet from the outside travel lane. The non-motorized connections shall include sidewalks, bicycle trails/lanes, and pedestrian connections and are not required to meet the MPT width or setback criteria. The MPT system shall consist of:

- a. *State Road (SR) 16 and US 17 MPTs.* Prior to the approval of the first PUD rezoning for the MURP category, a 20-foot-wide strip of land contiguous to the northern or southern rights of way of SR 16 of SR 16 and the eastern edge of US 17 shall be dedicated to the City for the construction of trails by the City.
- b. *SR 16 to US 17 MPT.* A MPT connecting SR 16 to US 17 (16/17 MPT) shall be built by the developer concurrent with the construction of the internal road system. The MPT shall be in lieu of a sidewalk on that portion of the internal road system along which it is located.
 - i. The first development plan site that is located between 1,500 and 3,000 feet from the western boundary of the MURP FLUC as measured along the right of way of SR 16, or proposing access from SR 16 along that stretch, shall provide the SR 16 terminal connection point of the 16/17 MPT. Similarly, any development plan that proposes access from US 17 shall provide the US 17 terminal connection point. The development plan(s) shall identify the location of the 16/17 MPT and provide for the construction of that portion of the trail concurrent with development.
 - ii. Until such time as the MPT connection between SR 16 and US 17 is completed,

each subsequent development contiguous to a development that is already incorporated into the MPT shall include a trail extension in its development plan.



- c. *MPT to the Waterfront.* A MPT or non-motorized connection shall be constructed by the developer between SR 16 and the waterfront concurrent with the provision of public Waterfront Access pursuant to Policy 1.7.7. The connection may be located adjacent to or within an internal road system right of way, within the Open Space System (OSS), or within a development character area.
- d. *County Road 209 MPT.* Concurrent with the first development plan approval for a project that abuts County Road (CR) 209, a strip of land 20 feet in width and parallel to the easterly right of way of CR 209 shall be dedicated to the City for the purpose of the construction of a MPT by the City.

Policy 1.7.7. The economic and social benefits of adjacency to the St. Johns River shall be realized through the provision of public waterfront access to the riverfront within the MURP FLUC.

- a. The Waterfront Access area may be public or



privately owned and shall be a minimum of 200 linear feet along the waterfront and a minimum of 2.5 acres in area.

- b. If more than 1,650 pleasure craft boat slips proposed, the Waterfront Access shall be increased to 4 acres in size and 400 linear feet of frontage. Additionally, the developer shall pay \$150,000 to the City towards the purchase and/or improvement of a new or existing boat ramp. If adjacency cannot be accomplished, the 1.5 acres may constitute a second Waterfront Access and shall have a minimum of 150 linear feet along the waterfront.
- c. The Waterfront Access can be a park, green or urban space and may be integral to the rest of the development. Such land shall not be used for a street right-of-way.
- d. At such time when the City has identified a location for a boat ramp (existing or new), the landowner of the MURP FLUC shall pay \$50,000 to the City towards the purchase and/or improvement of a new or existing boat ramp.
- e. Non-sovereign submerged lands shall be limited to activities associated with the 1,282 acres of land within the MURP FLUC that are not submerged and which require access to the St. Johns River.
- f. All onsite marina facilities shall be required to obtain designation under the Florida Clean Marina and Clean Boatyard Programs.

Policy 1.7.8. Ensure the efficient provision of services as the area and its demands for infrastructure and services continue to grow.

- a. *Monitoring for Short Term Infrastructure Impacts.* Beginning March 1, 2011 each fee simple landowner within the MURP FLUC that is not the subject of a Development or Utility Service Agreement with the City shall submit a summary of the projected demand for water, electrical, and wastewater infrastructure associated with anticipated development for the periods ending three years and five years after the year in which the report is filed. Reservations of capacity issued under the MS shall not be affected by infrastructure report results. Provision of the information shall not be

construed to establish any right or reservation and shall not obligate the City to provide the capacity to meet the projected demand unless the obligation is the subject of a Development Agreement or Utility Service Agreement.

- b. *Concurrency Management.* The demand for public infrastructure shall be identified prior to issuance of a final development order in a manner consistent with the City's Concurrency Management System.
- c. *Water Treatment Facilities and Well Fields.* The landowner shall donate one acre of land for a public drinking water well within a 500-foot wellhead protection area. The location of the property to be dedicated shall be identified by the City and approved by all appropriate permitting agencies and the landowner. The property shall be dedicated within 6 months of the land being requested by the City. To the extent that the 500-foot wellfield protection zone associated with public drinking water wells falls outside the City lands, the adjacent lands within MURP-designated lands Reynolds Park shall be subject to the use limits applicable to the 500-foot wellfield protection zone provided however that an existing use shall not be required to cease or relocate. If it is determined that the water treatment facilities and/or the wellfields located within the MURP FLUC are to be relocated in the future, the landowner shall work with the City to relocate the existing water treatment facilities and well fields. The entity requesting the relocation shall be responsible for the relocation costs.
- d. *Wastewater Treatment Facilities.* To accommodate future growth, an additional 17.5 acres of land will be needed for sewer plant expansion, a reuse facility, and buffers adjacent to the existing South Wastewater Treatment Plant. The landowner shall donate, at no cost to the City, 5.6 acres of land adjacent to the existing South Wastewater Treatment Plant for plant expansion and the City shall purchase from the landowner an additional 11.9 acres. The location and dimension of the property for



expansion of South Wastewater Treatment Plant shall be mutually agreed upon by the City and the landowner. As compensation for the purchase of the 11.9-acre parcel, the City shall grant the landowner credits for wastewater impact fees. The value of the property to be purchased shall be determined by an appraisal prepared by a licensed appraiser mutually agreed on by the City and the landowner, based on the value of the property on May 15, 2010, using the land use and zoning designation existing on such date. The parties shall equally split the cost of the real estate transaction, including any appraisal expense. The value of the property shall be divided by \$3,000 to determine the number of wastewater impact fee credits to be granted to the landowners. The credits shall be transferable to future landowners of property within the MURP FLUC for development within MURP-designated lands and may be used at any time prior to December 31, 2025. The City shall receive title of the 17.5-acre parcel prior to October 1, 2010. Costs associated with each facility must be the subject of an enforceable Development Agreement between the City and any developer within the MURP FLUC.

- e. *Water Reuse.* Development within the MURP FLUC shall utilize reuse for irrigation purposes where available, economically feasible, and consistent with State regulations.
- f. *Recreation Facilities.* The dedication of a twenty-five acres parcel to the City with adequate public access and in a mutually acceptable location shall serve to meet the LOS standard for recreation for up to a maximum of 3,919 residential dwelling units. The location of the property to be dedicated to the City shall be identified and prior to the approval of the development plan for the 500th dwelling unit.
- g. *Stormwater Facilities.* New stormwater facilities within the MURP FLUC shall meet the adopted LOS standard established by the City and the requirements of the SJRWMD. The design of new stormwater facilities is encouraged to serve

development areas of no less than 10 acres. Stormwater management facilities may be integrated into the MPT system and/or the OSS.

- h. *Public Safety Facilities.* A five-acre site on which a fire station and/or police substation may be constructed will be dedicated to the City, in a location acceptable to the City, no later than the approval of the PUD rezoning of 400 acres within the MURP FLUC. The dedication shall be eligible for City public safety impact fee credits if any, the value of which shall be the fair market value of only that portion of the property dedicated for use as a police station.
- i. *Public School Facilities.* If the Clay County School District determines that land within the MURP FLUC for an elementary school is desirable, the City shall coordinate with the applicable landowner to identify the interest. Lands dedicated to the School District shall be eligible for impact fee credits pursuant to the terms of the School District's Impact Fee Ordinance; alternatively, the lands may be purchased.
- j. The City and landowner shall encourage FDOT to donate to the City, upon completion of construction of the FCE the portion of right-of-way for SR 16 that is not necessary for construction in order to facilitate additional boat ramp access to the St. Johns River.
- k. For any land parcel that will be transferred to the City pursuant to the provision of this MURP FLUC, the City may conduct any and all due diligence, including and without limitation, title, survey, and environmental site assessments, and may reasonably object, in its sole discretion, to any land parcel based on the results of such due diligence. Notwithstanding the foregoing, the landowner and City shall thereafter negotiate a resolution of the objection(s) and complete the transfer, either by landowner offering a comparable substitute parcel or remedying the objection or condition of the property.