



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

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**TO:** City Council **MEETING DATE:** July 15, 2025  
**FROM:** Mike Daniels, Development Services Director  
**SUBJECT:** Review of Large-Scale Future Land Use Text Amendment for property located on Cooks Ln for approximately 5.08 acres of parcel #016562-000-00. *Michael Daniels*

### PROPERTY DESCRIPTION

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

**PROPERTY LOCATION:** Cooks Ln

**PARCEL NUMBER:** 016562-000-00

**FILE NUMBER:** FLUL-25-001

**CURRENT ZONING:** R-3 High Density Residential

**FUTURE LAND USE DESIGNATION:** Mixed Use

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### SURROUNDING LAND USE

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<b>NORTH:</b>	<b>FLU:</b> Neighborhood <b>Z:</b> R-2, Medium Density Residential <b>Use:</b> Residential Single Family	<b>SOUTH:</b>	<b>FLU:</b> Industrial <b>Z:</b> M2/MUH <b>Use:</b> Vacant Non-Residential/Manufacturing
<b>EAST:</b>	<b>FLU:</b> Mixed-Use <b>Z:</b> C2 <b>Use:</b> Vacant Non-Residential	<b>WEST:</b>	<b>FLU:</b> RF (County) <b>Z:</b> AR (County) <b>Use:</b> Single Family Residential

### BACKGROUND

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 R3. The FLU designation of HDR was updated to Mixed-Use for all properties.

The property is part of the Energy Cove industrial subdivision. 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.

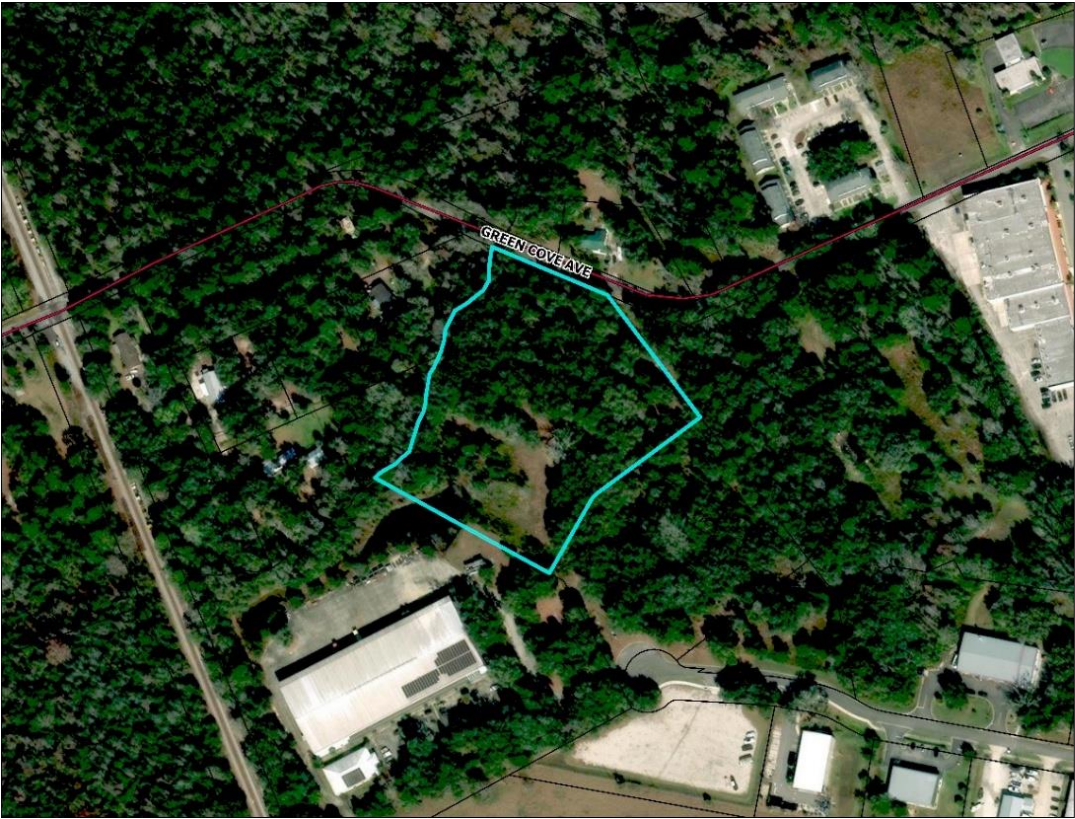
All proposed new development will be required to meet the City's Site Development Plan code requirements and be submitted to the Planning Commission and City Council for approval.

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

Additionally, the applicant has previously submitted the following attachments:

Application #	Description
FLUS-25-002	Future Land Use Application from Mixed Use to Industrial
ZON-25-002	Rezoning Application from R3, High-Density Residential to M1, Industrial

Aerial



**Legend**

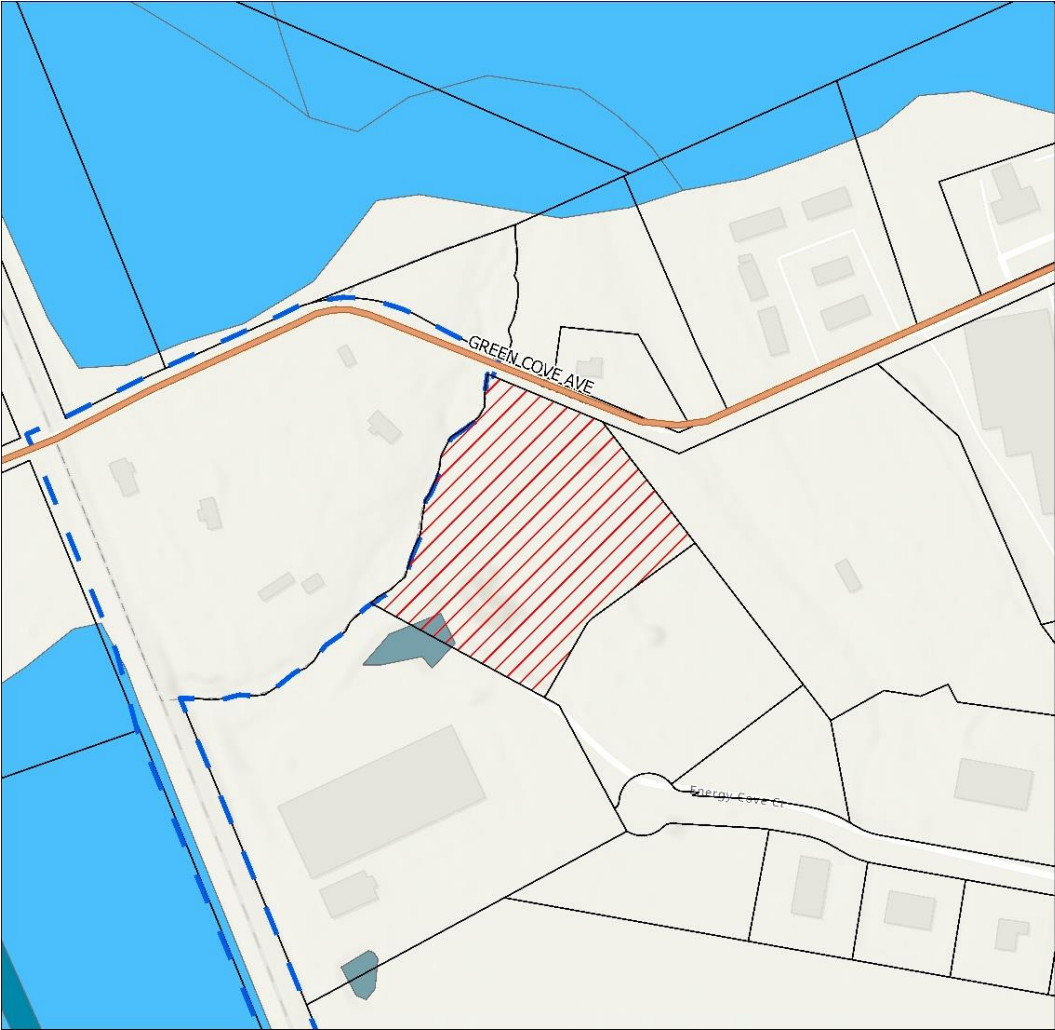
- Roads
- Target Parcel
- Parcels



Environmental Conditions Analysis

Maps of Environmental Features

Wetlands

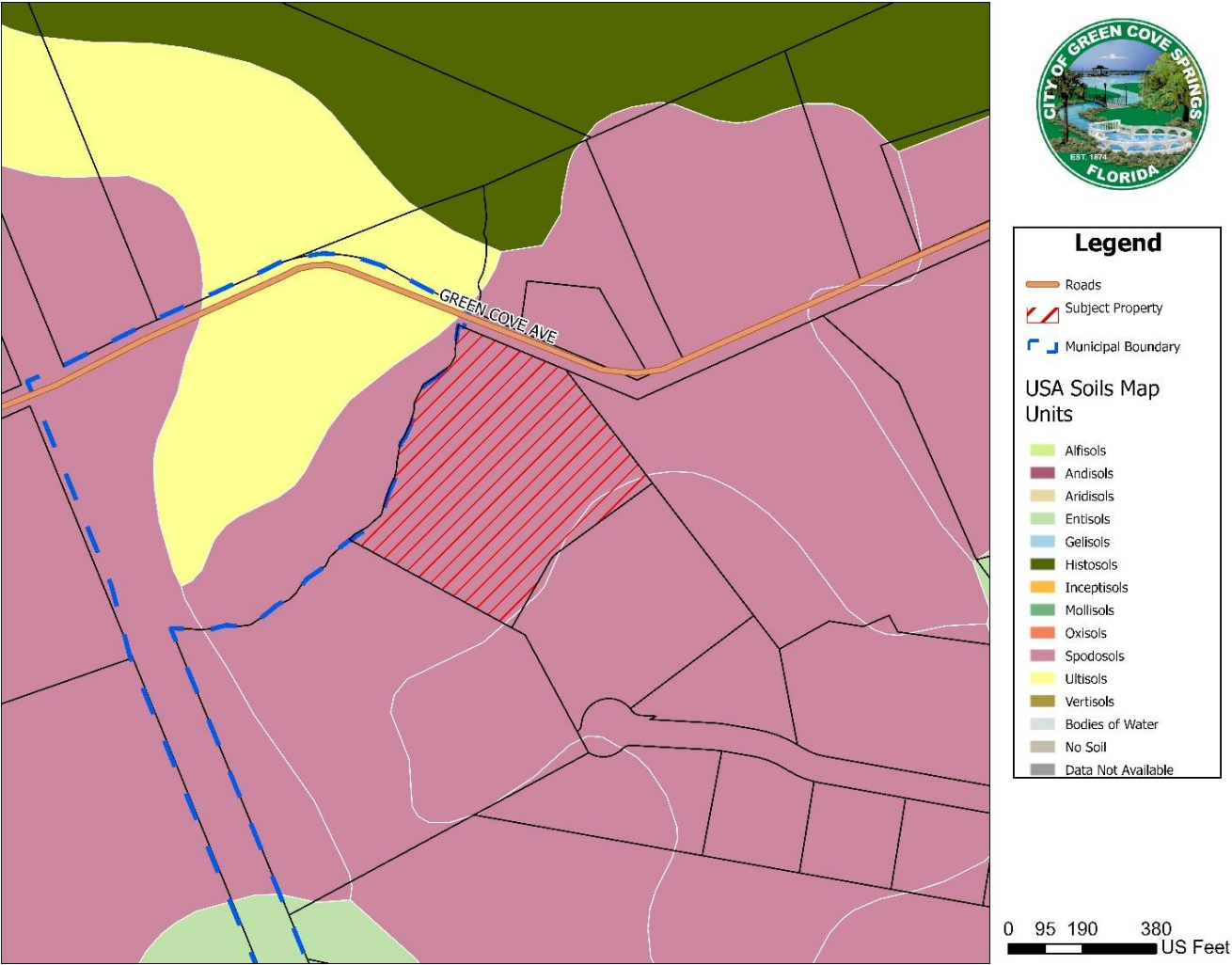


**Legend**

- 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

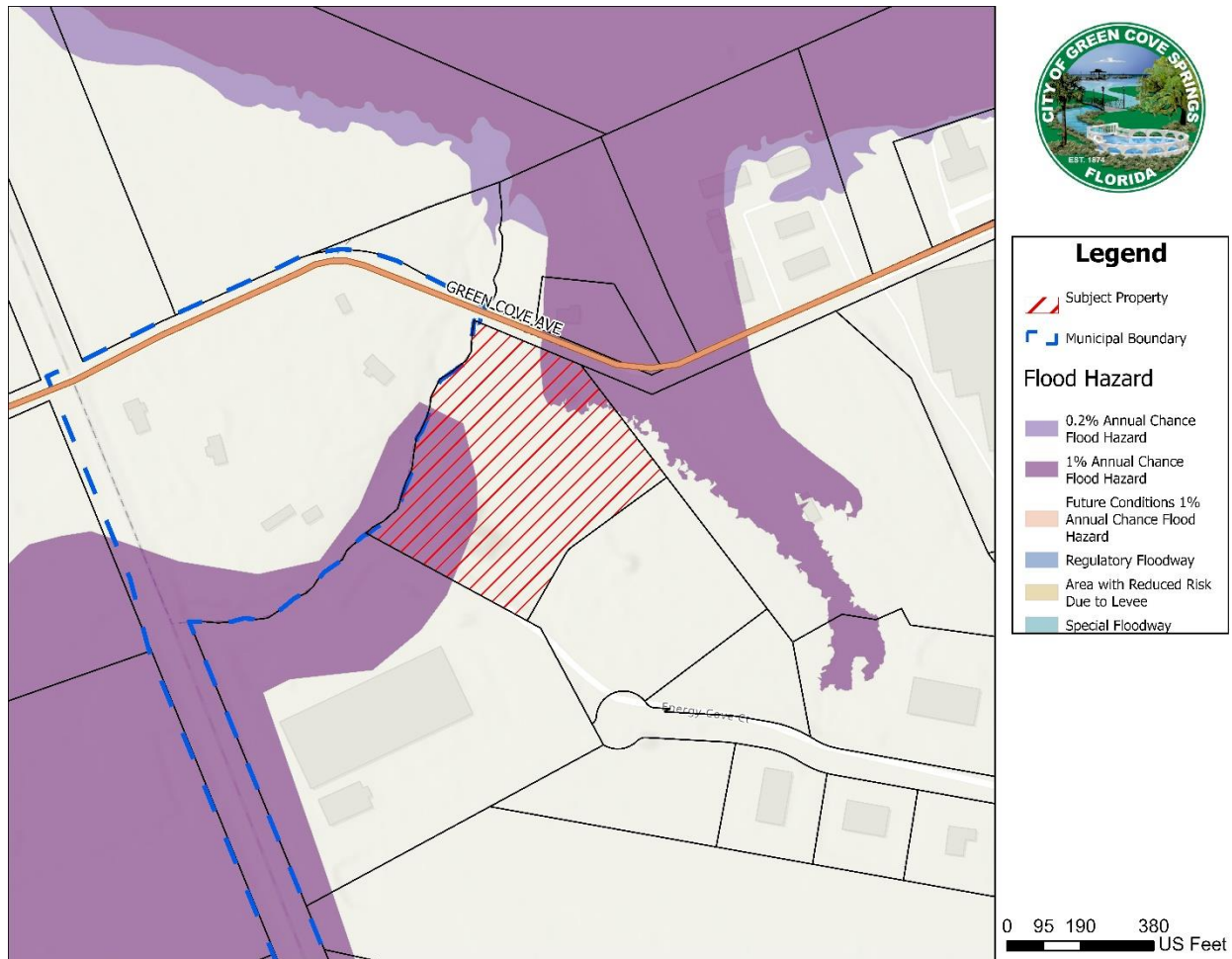
0 95 190 380  
US Feet

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:** Shall comply with the site development plan requirements for industrial development.

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

## **CONSISTENCY WITH THE COMPREHENSIVE PLAN**

The following Goals, Objectives, and Policies (GOPs) support the proposed amendment to the Future Land Use Map of the City of Green Cove Springs Comprehensive Plan:

### **FUTURE LAND USE ELEMENT**

**Goal 1:** To develop and maintain land use programs and activities to provide for the most appropriate use of the land and direct growth to suitable areas while protecting the public, health, safety and welfare of the public.

**Objective 1.1. New development and Redevelopment shall be 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. 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 1.4.5.** 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 2.5.4.** 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 the mobility fee was instituted.

## **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.

**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 4.6.2.** 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.

## **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 <sup>1</sup> (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 9<sup>th</sup> 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 <sup>1</sup>	4,200,000
Less actual Potable Water Flows <sup>1</sup>	1,013,000
Residual Capacity <sup>1</sup>	3,187,000
Projected Potable Water Demand from Proposed Project <sup>2</sup>	23,341
<b>Residual Capacity after Proposed Project</b>	<b>3,163,569</b>

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 <sup>1</sup>	350,000
Current Loading <sup>1</sup>	270,000
Committed Loading <sup>1</sup>	330,000
Projected Sewer Demand from Proposed Project <sup>2</sup>	23,341
<b>Residual Capacity after Proposed Project</b>	<b>-3,341</b>

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**

<b>System Category</b>	<b>LBs Per Day / Tons per Year</b>
Solid Waste Generated by Proposed Project <sup>1</sup>	None
Solid Waste Facility Capacity <sup>2</sup>	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**

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.

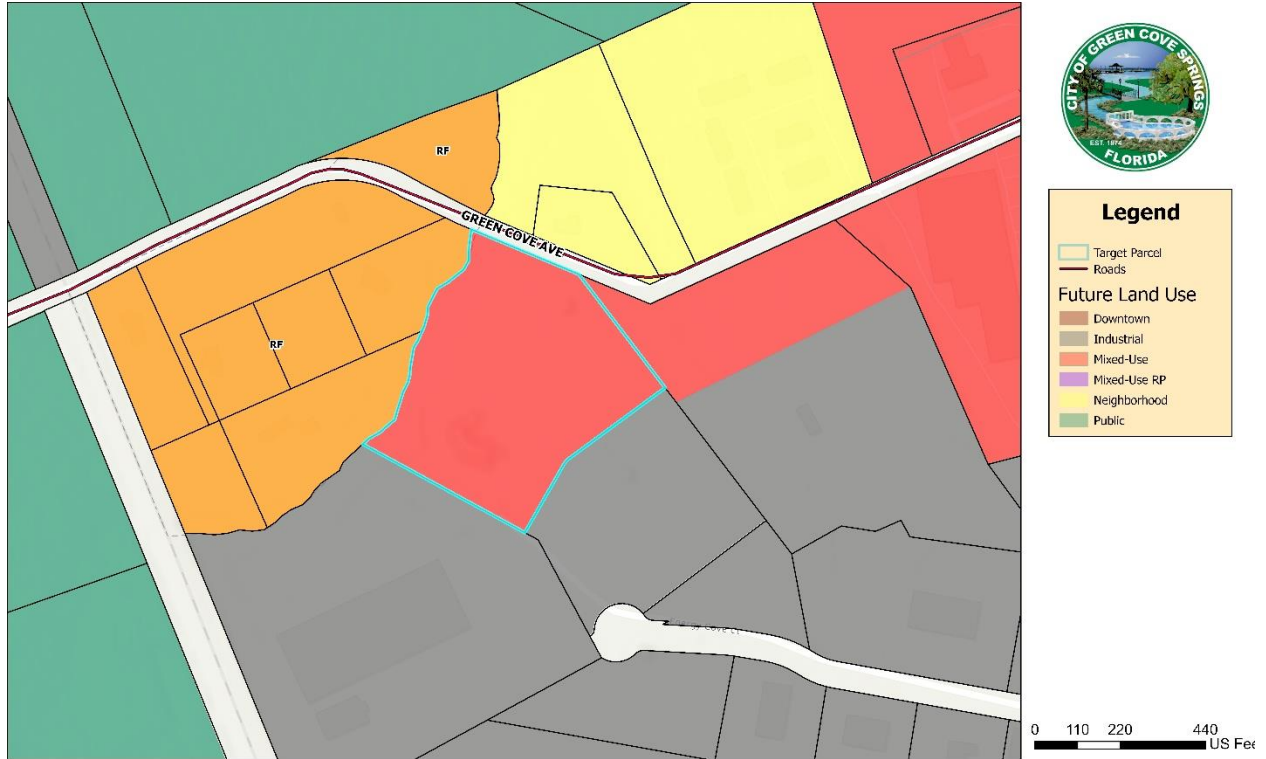
### **Intent of Existing Future Land Use District**

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

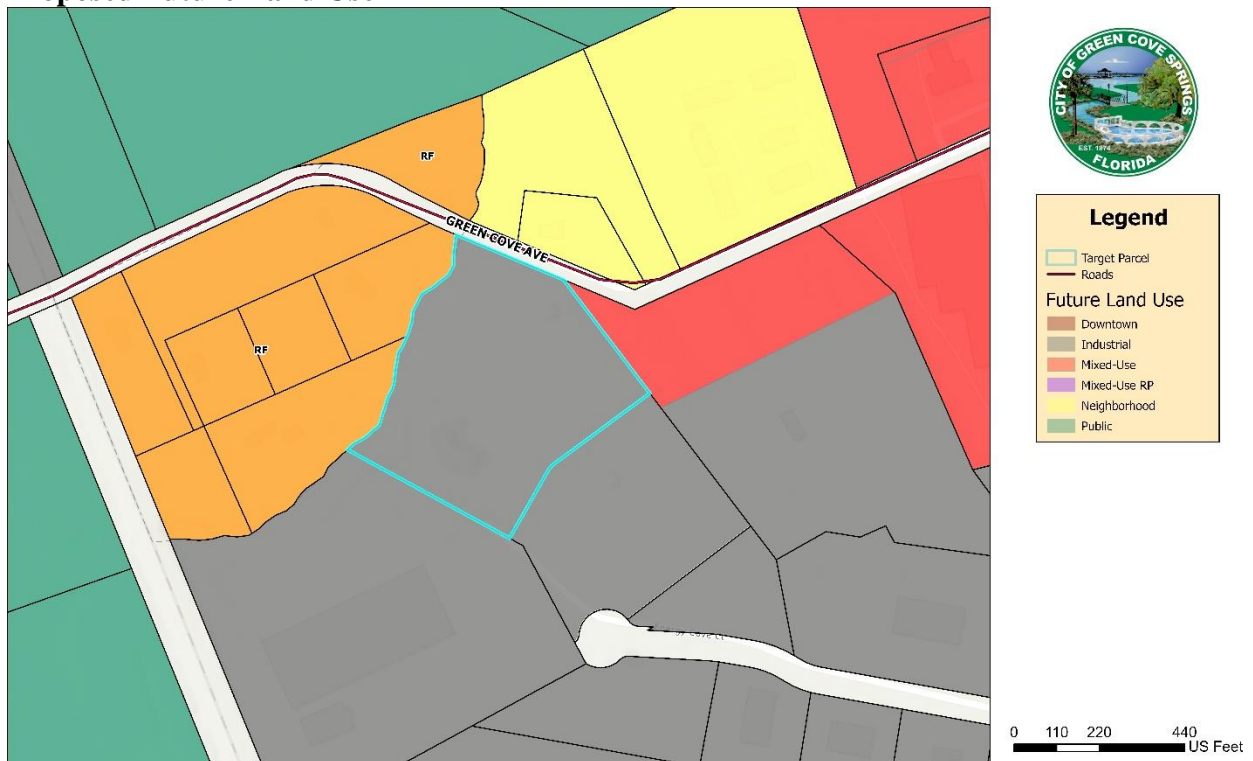
### **Intent of Proposed Future Land Use District**

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

## Existing Future Land Use



## Proposed Future Land Use





**Policy 1.8.2:** Future Land Use Map (FLUM) Amendment adopted by Ordinance Number O-09-2025 on September 16, 2025 changes the future land use on the amendment area from Mixed-Use to Industrial. Development shall meet the requirements of all applicable goals, objectives, and policies of the Comprehensive Plan; however, the land use and development potential made available by the FLUM Amendment Ordinance O-09-2025 is hereby limited based on the following:

1. A 20' Tree preservation/landscape buffer shall be provided along Cooks Lane. The tree preservation/landscape buffer shall be a combination of preservation of existing tree preservation and landscape planting, including a continuous hedge row and small trees pursuant to the landscape buffer specifications set forth in Sec. 113-244(f)(8) of the City Land Development Regulations, combined with a 6' high brick, stone or concrete block wall. sufficient to screen the proposed development activity from public view along Cooks Lane. Alternatives to the wall requirement such as wood or vinyl fencing can be approved by the site development committee. The tree preservation /landscape buffer shall be approved as part of the site development plan for the development.
2. A 25' landscape buffer / tree preservation buffer pursuant to the landscape buffer specifications set forth in Sec. 113-244(f)(8) of the City Land Development Regulations, shall be provided along the western boundary of the site adjacent to the residentially zoned properties.
3. Tree preservation mitigation shall be met for both parcel # 016562-000-00 and 016562-002-00 at time of site development approval.
4. Access for this parcel shall be only on Energy Cove Court with access being provided through parcel RE# 016562-002-00. Any development on both parcels will have cross access easements and such easements shall be recorded in the Official Records of the Clay County Clerk's Office prior to site development approval.
5. Record easement for existing water main across property prior to site development approval.
6. Construction access shall be limited to Energy Cove Court.

#### **Attachments Include**

- Needs Analysis (from applicant)
- Comprehensive Plan Consistency Analysis (from applicant)
- Statement of proposed change (from applicant)
- Conceptual Plan (from applicant)
- Aerial Map (from applicant)
- Vicinity Map (from applicant)
- Ordinance O-10-2025
- Application

## **STAFF RECOMMENDATION**

Staff recommends approval of the Future Land Use designation from Mixed Use to Industrial subject to the Site-Specific Text Amendment.

### **RECOMMENDED MOTIONS:**

#### **Future Land Use**

Motion to approve for form and legality the first reading of ordinance O-10-2025 and approve transmittal to the Florida Department of Commerce to add development restrictions regarding a site-specific text amendment relating to the Future Land Use Map amendment set forth in Ordinance O-09-2025, for approximately 5.08 acres for parcel 016562-000-00.